

# **Vacaville General Plan**



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# **Housing Element**

**Adopted: December 11, 2001  
City Council Resolution 2001-148**

**Amended: October 28, 2003  
City Council Resolution 2003-139**

## **Summary of Actions Taken:**

<b>December 4, 2001</b>	Planning Commission recommended that the City Council adopt the Housing Element
<b>December 5, 2001</b>	Housing and Redevelopment Commission recommended that the City Council adopt the Housing Element
<b>December 11, 2001</b>	City Council adopted the Housing Element (Resolution No. 2001-148)
<b>March 20, 2002</b>	California Department of Housing and Community Development found Housing Element in compliance with State Law
<b>October 7, 2003</b>	Planning Commission recommended that the City Council adopt an amendment pertaining to transfer of RHND units from Solano County to Vacaville
<b>October 28, 2003</b>	City Council adopted Housing Element Amendment (Resolution No. 2003-139)
<b>January 6, 2004</b>	California Department of Housing and Community Development found amended Housing Element in compliance with State Law

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Detailed Inventory of Vacant RM and RH Lands

March 20, 2002 Letter from State of California Department of Housing and Community Development

January 6, 2004 Letter from State of California Department of Housing and Community Development

(The following documents are available on request from the Community Development Department)

Excerpts from the Land Use & Development Code:

Division 14.09.074 Residential Districts Development Standards

Division 14.09.075 Residential Districts Summary of Uses

Division 14.09.084 Commercial Districts Development Standards

Division 14.09.085 Summary of Uses in Commercial Districts

Division 14.09.104 Residential Urban High Density Overlay District Uses and Standards

Division 14.09.106 Residential Overlay District Uses and Standards

Division 14.09.128 Off-Street Parking and Loading Standards

Division 14.12 Dedications and Improvements

Design Requirements for New Single Family Development

Standard Conditions of Approval for Residential Development

Standard Conditions of Approval for Tentative Maps

Standards Provided as Information to Project Applicant

Excerpt from Customer Service Plan

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# CHAPTER 1

## INTRODUCTION: HOUSING ELEMENT PREPARATION AND ORGANIZATION

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### 1.1 RELATIONSHIP TO THE GENERAL PLAN

This Housing Element has been prepared in compliance with Government Code Section 65588, which requires all governments within the jurisdiction of the Association of Bay Area Governments (ABAG) to adopt a revised Housing Element by December 31, 2001.

The Housing Element is one of seven required elements of a City's General Plan. A technical update to the Vacaville General Plan was completed in 1999, however, at that time there were no revisions to the Housing Element.

In 2000, the City initiated "Vacaville Vision 2020," a community visioning process to look at where the community wants to be in the future. It is anticipated that a comprehensive update to the General Plan will be initiated in December 2001 after completion of the visioning process.

### 1.2 1990 HOUSING ELEMENT

This Housing Element updates the 1990 Vacaville Housing Element, which was amended in 1992. Policies of the 1990 Housing Element were reviewed and evaluated in preparing the new housing program. The City's success in implementing the goals of the 1990 element is evaluated in Section 6.

### 1.3 HOUSING ELEMENT REQUIREMENTS

To a greater extent than any other part of the General Plan, the contents of the Housing Element are mandated by state law. Government Code Sections 65580 through 65589 set forth requirements relating to the preparation and content of housing elements. By law, a housing element must contain:

1. An assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
2. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement and development of housing; and
3. A program that sets forth a five-year schedule of actions that local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.
4. A review and evaluation of the progress made towards meeting the housing goals of the prior Housing Element

The housing program must identify adequate residential sites available for a variety of housing types for all income levels, assist in developing adequate housing to meet the needs of low- and moderate-income households, address governmental constraints to housing maintenance, improvement and development, conserve

and improve the condition of the existing affordable housing stock, and promote housing opportunities for all persons.

Seven sections make up this housing element: this introduction, then sections covering regional context, existing housing, housing need, ability to meet housing need, an evaluation of the 1990 Vacaville Housing Element, and housing programs.

## **1.4 PUBLIC PARTICIPATION**

The public has participated in the preparation of the Draft Vacaville Housing Element through various meetings related to the Housing Element revision and the Vacaville Vision process. In addition, there were two comprehensive housing studies completed in 1992 and 1997, resulting in changes to land use policies in order to address housing and housing affordability issues. These studies and the public participation that accompanied these studies are worth noting because they provided important information that has been useful in the preparation of this Housing Element. The following is a summary of public participation and public reports prepared related to the Housing Element:

1. In 1992, the City prepared a “Housing Opportunities Report,” which outlined housing issues and identified potential changes in policy. The report was widely distributed and as a result of the report, the development review process was streamlined and several land use policies and codes were revised.
2. In 1997, as a part of a Citywide Multifamily Study, the Planning Commission held a series of public meetings and reviewed a series of reports to review existing and potential multifamily sites, identify constraints to the development of multifamily housing and consider changes to apartment development policies. One component of the study involved a focus group of apartment and residential development specialists who were invited to identify actions that the City could explore to encourage the development of multifamily housing. As a result of the study, several land use policies were changed in order to remove obstacles to the development of multifamily housing. There was wide participation in this process from housing specialists, builders and landowners.
3. In January 2001, the City initiated a visioning process, which is still underway as of November 2001. The City is looking towards the year 2025 and identifying goals for the future as well identifying future growth options. Growth and affordable housing are topics which have generated substantial comments and input at several public meetings of the Planning Commission and at neighborhood meetings. In December 2001, the Planning Commission is tentatively scheduled to make a recommendation to the City Council regarding a preferred future alternative, which would be the basis for a subsequent comprehensive General Plan Update. This process is widely publicized and there has been active participation at all of the public meetings by community members. All of the meetings are televised.
4. In October 2000, the City prepared a report titled “Housing Affordability in Vacaville” which provided an in-depth analysis of local and regional trends related to housing costs. The report was presented at a televised City Council meeting at which public input was sought. The report identified several potential policy changes or programs to be considered as a part of this Housing Element Update. This report served as a first step in the Housing Element revision process.
5. The Planning Commission held two public study sessions, in August 2000 and July 2001 to discuss the Housing Element Update and solicit public input. At both of these televised meetings the Planning Commission discussed the Housing Element process, housing needs and issues, housing programs and housing policies. Notice of these meetings was provided to all parties with a known interest in the Housing Element revision.

6. Concurrent with submittal of the Draft Housing Element to the California Department of Housing and Community Development, the Draft Housing Element was distributed to all parties with a known interest in the Housing Element revision. This distribution list included various housing advocates, housing providers and community interest groups. Televised public hearings before the Planning Commission and City Council are scheduled for November and December 2001.

In addition to the open meetings, participation by individuals and organizations involved in housing issues has been sought. These include staff of the Office of Housing and Redevelopment, nonprofit housing providers and advocacy groups, developers and realtors. In addition, staff has been available to meet with interested groups to seek their input on various housing issues.

## **1.5 INFORMATION SOURCES**

The most comprehensive and authoritative source of information on population and housing is the United States census. Unfortunately, for this effort, most of the relevant data from the recent 2000 Census is not yet available. The 2000 Census data is being released in phases and the most of the relevant data which is required for this document will not be available until after the preparation of this document. Therefore, as directed by State Department of Housing and Community Development staff, Census data within this report is from the 1990 Census, except in a few instances where new 2000 Census data is available.

Where possible and appropriate, information from other reliable sources has been used to update and fill out the 1990 and 2000 census data. Chief among these other sources are the California Department of Finance (DOF), the Association of Bay Area Governments (ABAG), Claritas, Inc. and the Metropolitan Transportation Commission.

## **1.6 HOUSING ISSUES**

Major issues identified during the Visioning Process include: rate and direction of growth; subdivision design, the need to improve and conserve housing in aging neighborhoods; increasing residential rental costs, the need for more and better paying local jobs, and the need to provide housing opportunities for all income groups.

The issues of rate and direction of growth are addressed in large part in the land use element and diagram. It is expected that within the next year that new growth areas for the City will be under consideration as a part of a comprehensive General Plan Update.

This Housing Element concentrates on the housing needs of the different economic and demographic sectors of the population. The housing needs related to economics and demographics are described in detail within the body of the Housing Element. Housing related issues identified during the Visioning process and the Housing Element revision process include:

- There is a need to improve the ratio of jobs to housing and to improve the number of higher paying jobs.
- Travis Air Force Base is of vital economic interest to Vacaville and the provision of affordable housing for military personnel is a key component to retainment of the base.
- Housing for seniors, both affordable and market rate, is a growing need as the baby boomers reach retirement age.
- Maintaining affordable housing for families, large and small, is a greater challenge in the current housing market.

- The median price for for-sale housing continues to increase and is out of reach for the median income family, although Solano County has the most affordable housing of all of the nine Bay Area counties.
- Apartment vacancy rates are below two percent and rental rates are escalating, reflective of regional trends.

The City has implemented numerous successful affordable housing programs, which the City proposes to expand and continue. As a part of the Housing Element Update process, the City prepared a report (Housing Affordability in Vacaville, October 2000) which identified several possible affordable housing program and policy options for the future. In preparing this document, all of the options analyzed in that report were considered. However, only those which are most appropriate for Vacaville during the timeframe of this Housing Element are recommended in this Housing Element.

## CHAPTER 2

### REGIONAL CONTEXT: POPULATION AND EMPLOYMENT TRENDS

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#### 2.1 VACAVILLE'S ROLE AS HOUSING PROVIDER

Vacaville is located in the Sacramento Valley, at the mid-point between San Francisco and Sacramento along Interstate 80 – the major transportation link between these two growing urban areas.

Like other Solano County cities, Vacaville grew rapidly in the last three decades. Most new residents commute to jobs outside the City, and outside the County, to work, although job growth has increased in recent years. Vacaville, as well as the greater Solano County area, continues to be an attractive and affordable place of residence for Bay Area workers. Residential growth was accommodated by the building of numerous subdivisions and multifamily projects in the 1970s through 1990s. Over the past twenty years, the City's average annual growth rate has been about 750 new units built each year.

Policies in the General Plan assure a housing mix that provides a variety of housing choices while maintaining neighborhood identity. Policies also ensure that the residential growth rate can be accommodated by the provision of municipal services. The policies in this element are intended to preserve and enhance the City's reputation as a provider of affordable housing, while ensuring a mix of well-designed and planned residential development.

#### 2.2 JOBS/HOUSING BALANCE

Most Vacaville residents do not work in the City. According to the 1990 U.S. Census, 36 percent of Vacaville workers are employed in Vacaville, however, 76.5% of all employed Vacaville residents work nearby within the Vallejo-Fairfield-Napa Metropolitan Statistical Area (MSA). Table 1, listing jobs-to-employed residents ratios for Vacaville, the county, and other Solano cities, indicates most communities in Solano County have a high percentage of residents who commute to work outside their place of residence.

Housing costs, commute distances, and labor costs are among the key factors which influence corporate decisions on where to locate. These are among the reasons why corporations have begun to locate in the North Bay area, away from the major cities, where the already high costs of housing and the time and expense of commuting are increasing. Vacaville, and Solano County, remain an area where housing is more affordable for Bay Area workers. The City supports a residential growth rate consistent with ABAG projections. However, the City also recognizes that striving for healthy jobs housing balance and pursuing economic development will also result in more and better paying jobs for existing residents and enable them to better afford housing in the City in which they live.

The Association of Bay Area Governments (ABAG) in its Projections 2000 report anticipates Solano County will add 42,500 jobs between 2000 and 2010. Table 1 shows that the ratio of jobs to employed residents is projected to increase to .69 jobs per resident for Vacaville by 2010. However, this is still less than an ideal ratio of one or more jobs per employed resident.

**TABLE 1  
RATIO OF JOBS TO EMPLOYED RESIDENTS, 1990, 2000, 2010**

	1990	2000	2010
Vacaville	.68	.65	.69
Solano County	.76	.70	.73
Fairfield	1.04	.92	.86
Vallejo	.74	.61	.70

Source: ABAG Projections 2000

### 2.3 POPULATION AND HOUSEHOLD CHARACTERISTICS

Vacaville has a population of 88,625, according to the 2000 U.S. Census, Table 2 shows total population in Vacaville is expected to increase to 111,000 in 2010, based on the Association of Bay Area Governments' Projections 2000. It should be noted that Vacaville has a substantial group quarters population housed within two state prisons located within the City limits. The group quarters population was 9,218 persons in 2000, based upon the U.S. Census. This figure also includes residents in residential care facilities such as convalescent homes. It should be noted that population data from the 2000 Census includes statistics on the total population. It would be more meaningful to extract persons in the census tract that includes only the two state prisons, however, data at the block level for Vacaville from the 2000 U.S. Census is not yet available. Table 2 also provides ABAG forecasts on local job production. Local employment is projected increase by 37 percent between 2000 and 2010.

Tables 3 and 4 present a summary of population and household characteristics for Vacaville. Average household size for Vacaville was 2.83 persons in 2000.. Median Vacaville household income was \$51,730 in 2000, based upon data from Claritas, Inc. Median Vacaville household income for families is estimated as \$56,624 by Claritas, Inc.

Table 4 indicates that the percentage of persons over age 65 has increased from 4,880 to 7,320 persons between 1990 and 2000. This 50 percent increase reflects the recent activity in the senior restricted housing market and is also consistent with the baby boomers entering retirement age. The median age also increased from 30.7 to 33.9 years between 1990 and 2000. The racial composition of the City has also changed since 1990. While the percentage of White persons has declined from 78.8 percent to 72.1 percent, while the percentages for other races have increased. Hispanic or Latino persons now make up 17.9 percent of the total population compared to 15.9 percent a decade ago.

Table 5 provides data on household composition. The percentage of family households declined slightly from 1990 to 2000. Female households with no husband present (single mothers) comprise 12.4 percent of all households compared to 10.4 percent in 1990. There are 2,370 households where there is a single mother with children under 18 years old. This table also shows that there are a greater percentage of single person households than in 1990. 1,810 of these households are persons age 65 and older. Table 6 provides information on household income. Incomes increased significantly between 1990 and 2000, however the estimates show that there is a higher percentage of below moderate income households than reported in the 1990 U.S. Census.

**TABLE 2  
VACAVILLE POPULATION AND EMPLOYMENT PROJECTIONS  
1990 TO 2010**

	1990	2000	2010	Percent Change 1990- 2000	Percent Change 2000-2010
<b>Population</b>					
Total Population	71,661	93,600	111,000	31%	19%
Household Population	64,070	84,500	100,100	32%	19%
Households	22,786	29,520	34,650	30%	17%
Employed Residents	32,909	40,600	52,100	23%	28%
<b>Employment</b>					
Total Jobs	22,220	26,470	36,160	19%	37%
Manufacturing/Wholesale	2,250	4,100	6,430	82%	57%
Retail	5,380	5,640	6,920	5%	23%
Service	5,160	6,140	10,880	19%	77%
Agriculture/Mining	230	330	290	43%	-12%
Other	9,200	10,260	11,640	10%	13%

Note: Data is for the Vacaville sphere of influence, which includes a portion of unincorporated Solano County

Source: Association of Bay Area Governments, Projections 2000

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**TABLE 3**  
**VACAVILLE POPULATION AND HOUSEHOLD CHARACTERISTICS, 1990 AND 2000**

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	<b>1990</b>	<b>2000</b>
Population	71,479	88,625
Household Population	63,889	79,407
Households	22,627	28,105
Average Household Size	2.82	2.83
Female-Headed Households With Children Under 18 Years	1,785	2,370
Percentage of Total	7.9%	8.4%
Population in Group Quarters	7,590	9,218

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Source: U.S. Census, 1990 and 2000

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**TABLE 4  
AGE AND RACE POPULATION CHARACTERISTICS, 1990 AND 2000**

	1990		2000	
	Number	Percent	Number	Percent
<b>Age</b>				
Under 5	5,791	8.1%	5,891	6.6%
5 to 9	5,713	8.0%	6,893	7.8%
10 to 14	4,956	6.9%	7,014	7.9%
15 to 19	4,410	6.2%	6,347	7.2%
20 to 24	5,661	7.9%	5,720	6.5%
25 to 34	16,319	22.8%	14,420	16.3%
35 to 44	13,005	18.2%	16,987	19.2%
45 to 54	6,583	9.2%	11,898	13.4%
55 to 64	4,161	5.8%	6,135	6.9%
65 to 74	3,117	4.4%	4,011	4.5%
75 to 84	1,366	1.9%	2,614	2.9%
85 and over	397	0.6%	695	.8%
<b>Total Persons</b>	<b>71,479</b>		<b>88,625</b>	
Median Age (years)	30.74		33.9	
Persons 65 years and over	4,880	6.8%	7,320	8.3%
<b>Race<sup>1</sup></b>				
White	56,351	78.8%	63,909	72.1%
Black	6,370	8.9%	8,880	10.0%
American Indian/Alaska Native <sup>2</sup>	707	1.0%	856	1.0%
Asian/Pacific Islander <sup>3</sup>	2,724	3.8%	4,109	4.6%
Some other race	5,327	7.5%	5,970	6.7%
Two or more races <sup>4</sup>	U/A	U/A	4,901	5.5%
Hispanic or Latin (any race)	11,366	15.9%	15,847	17.9%

Notes:

- 1 The five U.S. Census race categories include persons of Hispanic Origin in each.
  - 2 Includes Eskimo and Aleut.
  - 3 Includes Japanese, Chinese, Filipino, Korean, Asian-Indian, Vietnamese, Hawaiian, Guamanian, and Samoan.
  - 4 The 2000 U.S. Census included a "Two or more races" category, which was not included in the 1990 U.S. Census.
- U/A denotes unavailable data

Sources: U.S. Census, 1990 and 2000

**TABLE 5**  
**HOUSEHOLD COMPOSITION, 1990 AND 2000**

	1990		2000	
	Number	Percent	Number	Percent
<b>Family Households</b>	<b>17,272</b>	<b>76.3</b>	<b>20,962</b>	<b>74.6</b>
With own children under 18 years	7,712	34.1	11,647	41.4
Married couple family	14,029	62.0	16,027	57.0
With own children under 18 years	7,739	34.2	8,358	29.7
Female householder, no husband present	2,344	10.4	3,496	12.4
With own children under 18 years	1,758	7.8	2,370	8.4
<b>Non-Family Households</b>	<b>5,353</b>	<b>23.7</b>	<b>7,143</b>	<b>25.4</b>
Householder living alone	3,917	17.3	5,406	19.2
Householder 65 years and over	1,163	5.1	1,810	6.4
<b>Total Number of Households</b>	<b>22,627</b>		<b>28,105</b>	
Average household size	2.82		2.83	
Average family size	3.19		3.24	

Source: U.S. Census, 1990 and 2000

**TABLE 6  
HOUSEHOLD INCOME, 1990 AND 2000**

	1990		2000	
	Households	Percent	Households	Percent
<b>Very Low Income (up to 50% of median)</b>	4,296	18.8%	5,335	19.9
<b>Low Income (up to 80% of median)</b>	4,109	18.0%	4,344	16.2
<b>Moderate Income (up to 120% of median)</b>	6,270	27.5%	10,483	39.1
<b>Above Moderate Income (over 120% of median)</b>	8,134	35.7%	6,649	24.8
<b>Median Household Income</b>	\$40,679		\$51,735	
<b>Median Family Income</b>	\$43,574		\$56,624	
<b>Total Households</b>	22,809		26,812	

Source: 1990 U.S. Census; Claritas, Inc.

## 2.4 EMPLOYMENT TRENDS

The 1990 and 2000 figures for employed residents by occupation and selected industries for Vacaville are shown in Table 7. The 2000 figures are estimates and indicate only slight changes in the percent change in types of occupations between 1990 and 2000. About half of Vacaville residents are employed in managerial, professional, technical, sales and administrative jobs. Table 1 indicates that there are fewer jobs in Vacaville than employed residents therefore many residents work elsewhere.

According to ABAG and data shown in Table 2, employed residents are expected to increase by 28 percent, from 40,600 to 52,100 persons, by 2010. According to ABAG Projections 2000, Solano County will experience the highest percentage job growth during the next two decades that all other Bay Area counties. Between 2000 and 2010, Vacaville is projected to add 9,690 jobs. Economic development is an important goal for the City, as evidenced by the location of Genentech, Alza Pharmaceutical and Travis Federal Credit Union headquarters in Vacaville. It is hoped that Vacaville economic development efforts continue to be successful in attracting industries and businesses with higher paying jobs.

The 1990 Census reported that 36.2 percent of Vacaville employed residents worked in Vacaville. Another 38.3 percent worked outside of Vacaville but commuted elsewhere within Solano County. The remaining workers commuted to jobs outside of Solano County. Those who commute to other cities and counties often choose to live in Vacaville because of the relative affordability of housing compared to other Bay Area cities and counties. Table 8 provides countywide data on workers place of employment. In 1990, 61 percent of Solano County workers

were employed within the county, down from 71 percent in 1980. Solano County continues more and more to be a place for Bay Area workers to find affordable housing.

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**TABLE 7  
OCCUPATION OF EMPLOYED PERSONS:  
VACAVILLE, 1990 and 2000**

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Occupation	1990		2000	
	Number	Percent	Number	Percent
Managerial and Professional Specialty	7,045	22.7	9,192	22.8
Technical, Sales, Admin. Support	10,154	32.8	13,183	32.7
Service Occupations	4,463	14.4	5,725	14.2
Farming, Forestry, Fishing	448	1.4	564	1.4
Precision Production, Craft, and Repair	4,984	16.1	6,571	16.3
Operators, Fabricators, and Laborers	3,891	12.6	5,080	12.6
Total Employed Persons Age 16 and Over	30,985	100.0	40,315	100.0

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Source: 1990 U.S. Census; Claritas, Inc.

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**TABLE 8  
SOLANO COUNTY EMPLOYED RESIDENTS' JOURNEY TO WORK  
1980 AND 1990**

<b>Place of Work</b>	<b>1980</b>	<b>1990</b>
Solano County	71.4%	61.4%
Napa County	2.8%	3.5%
Sacramento County	1.0%	2.1%
Yolo County	1.7%	1.7%
San Francisco	4.3%	6.3%
Alameda County	4.8%	6.5%
Contra Costa County	10.1%	13.2%
Marin County	1.0%	1.2%
Santa Clara County	0.2%	0.6%
San Mateo County	0.8%	1.6%
Sonoma County	0.4%	0.7%
Worked Elsewhere	1.5%	1.3%
Total	100.0%	100.0%

Source: Metropolitan Transportation Commission

## CHAPTER 3

### EXISTING HOUSING

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#### 3.1 HOUSING AGE AND CONDITION

Table 9 shows that most of the housing in Vacaville was constructed from 1979 to 2000. From 1990 to June 2001, the average annual growth rate was 829 units per year, according to Table 11.

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**TABLE 9**  
**AGE OF EXISTING DWELLING UNITS**

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<b>Year Structure Built</b>	<b>Units</b>	<b>Percent of Stock</b>
1939 or earlier	471	1.6%
1940-49	397	1.2%
1950-59	1,875	6.3%
1960-69	3,065	10.2%
1970 – 79	8,359	27.9%
1980 – March 1990	8,460	28.2%
April 1990 – June 2001	7,365	24.6%
Total	29,992	100.0%

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Source: U.S. Census, 1990; Vacaville Building Division Monthly Report, Final Inspections; City of Vacaville Land Use Database

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There are 14,167 housing units over 20 years old in Vacaville, approximately 47% of the total housing stock. A windshield survey of units was conducted in July of 2001 to determine the condition of the existing housing stock. The survey concentrated on units built prior to 1980. The staff of the City of Vacaville Office of Housing and Redevelopment who operate residential rehabilitation programs conducted the survey. Based on their experience they estimated the condition of older housing using three categories:

1. Structural repairs required within 3 years if not addressed.  
The housing units in this category would require between \$10,000-\$20,000 for repairs that may include roof repair, gutter repair/installation, window/door repair, tree removal, garage door replacement, landscaping and fence repair, and exterior paint. Although not visible from the outside, such units typically may require bathroom and kitchen repairs, water heater replacement, and weatherization.
2. Structural Deficiencies.  
The housing units in this category would require between \$20,000 and \$45,000 to address building code and Housing Quality Standards (HQS) for repairs that may include roof replacement, window/door replacement, correcting dry rot/termite damage, HVAC repairs, landscaping and fence replacement, drainage improvements, and cracked sidewalks/driveways. Interior improvements may include bathroom and kitchen repair, water heater replacement, new electrical circuits and wiring, sheet rock replacement, painting, floor covering, weatherization.

2. Major Structural Deficiencies.

The housing units in this category would require over \$45,000 for repairs that may include repairing/replacing leaning porches, sagging roofs, exposed framing, foundation replacement, and other obvious deterioration. Interior repairs may include those listed above as well as replacement of subflooring and flooring.

OHR staff surveyed 12,905 units constructed before 1980. Of the 12, 905 units, 5,471 required repairs costing over \$10,000 within three years to avoid structural damage. An additional 166 units required \$20,000-\$45,000 to structural deficiencies, and one had major structural deficiencies.

If the results of the survey are applied to the entire housing stock over 20 years old, there are 6,177 housing units in Vacaville in need of repairs to address minor damage and avoid structural damage likely to occur if not repaired required within 3 years; 166 housing units with building code and HQS violations, and 1 unit with major structural damage.

Table 10 estimates the rehabilitation needs for older homes constructed prior to 1980.

**TABLE 10  
CONDITION OF HOUSING OVER 20 YEARS OLD  
2001**

Development Period	Condition			TOTAL
	1	2	3	
CDBG – Acacia Area	367	4		
CDBG – Trower Area	1,150	105		
CDBG – Core Area	283	1	1	
CDBG – Mariposa Area	682	56	1	
Non CDBG Areas	3,695		1	
Total	6,177	166	1	6,344
Percent of Total Housing Units Over 20 Years Old	43.6	1.1	0.0	44.7

Key:

1 – Structural repairs required within 3 years.

3 - Structural Deficiencies

4 - Major Structural Deficiencies

Source: Vacaville Office of Housing and Redevelopment Windshield Survey, 2001

The greatest concentration of housing units in need of repair are located in the City’s four Community Development Block Grant (CDBG) area. Nearly half (47% ) of the housing units in the target areas were in need of

rehabilitation. The units in the target areas were constructed during 1940-1960. Of the 5,906 units surveyed within the target areas, 2,648 required repairs to address structural damage, and 166 of these required immediate attention to correct existing structural damage. One housing unit has major structural damage.

A large number of housing units outside the CDBG target areas which were constructed in the 1970s and 1980s using T-111 siding and wood shingle roofs. The siding is buckling and peeling away from the walls and the paint is failing. The wood shingles are a fire hazard and may fail within three years. It is estimated that there may be over 1,000 of these units which require roof and siding replacement

### 3.2 HOUSING TYPE

According to Table 12, in June 2001, the City's housing mix was 64.5 percent single family, 15.4 percent moderate density units and 20.1 percent apartments.

Table 11 shows the number of housing units built between 1990 and 2001, by type of unit. In the early to mid 1990s, there was a noticeable slump in the construction of multifamily units. This was due to several factors which were identified by a focus group brought together by the City to examine the lack of multifamily construction, as a component of a Citywide Multifamily Study in 1997. These factors included stagnant rental rates, changes in tax laws and lack of financing. However, by the late 1990s, there were significant changes resulting in renewed interest by the private market in multifamily construction. These changes included increasing rental rates, low vacancy rates, available financing which made multifamily construction a profitable venture for the private sector, and a strong overall housing market. As a result, the multifamily housing market is strong again, as shown in Table 11 by the number of permits issued for multifamily units from 1998 through June 2001.

**TABLE 11  
VACAVILLE CONSTRUCTION BY TYPE OF HOUSING UNIT  
1990 THROUGH JUNE 2001**

	Single Family	Multi-family	Total
1990	581	1	582
1991	474	5	479
1992	535	95	630
1993	372	3	375
1994	389	0	389
1995	282	1	283
1996	247	5	252
1997	304	1	305
1998	461	379	840
1999	345	228	573
2000	526	203	729
January – June 2001	180	289	469
Total	8,263	1,274	9,537
Annual Average 1990-2001	718	111	829

Source: Vacaville Building Division Monthly Reports, Permits Issued

The Land Use Element of the General Plan specifies a citywide housing mix as "a planning guideline": approximately 60 percent single-family; 20 percent moderate density (duplexes, triplexes, townhouses, mobile homes, etc.) and 20 percent garden apartments. Until recently, there was also related General Plan policy

requiring the City to annually monitor the housing mix within the city. The review was required to include apartment-type units located northwest of I-80 and southeast of I-80. If an area had over 20 percent apartment units, no further apartments could be built until this percentage was lowered. This policy was originally adopted in response to a surge in multifamily construction during the 1980s. During that time, about 1,500 apartments were constructed in south Vacaville and it was difficult for the City to keep up with infrastructure and service demands. In April 2001, the City Council initiated an amendment to this policy. In October 2001, the City Council adopted a General Plan Amendment which removed the policy and the requirement for annual monitoring of the housing mix.

Table 13 shows the proportion of owner-occupied and renter-occupied housing units, 1960 through 2000. The percentage of owner-occupied dwellings increased by 2.2 percent from 1990 to 2000, while there was a similar decline in rental occupied units.

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**TABLE 12**  
**EXISTING HOUSING UNITS BY TYPE**  
**June 2001**

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<b>Total Units</b>	<b>Single-Family</b>		<b>Multifamily</b>		<b>Moderate Density</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
29,992	19,337	64.5%	6,039	20.1%	4,616	15.4%

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Note: The Moderate Density Category includes mobile home parks, duplexes, triplexes, small lot single family and townhomes. The data is for units issued final occupancy by June 2001.

Source: City of Vacaville Land Use Database

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**TABLE 13  
HOUSING UNIT TENURE  
1960 to 2000**

	<u>Owner-Occupied</u>		<u>Renter-Occupied</u>		<u>Total Occupied Units</u>
	Number	Percent	Number	Percent	Number
1960	2,003	65.7%	1,046	34.3%	3,049
1970	3,816	61.4%	2,404	38.6%	6,220
1980	9,852	67.8%	4,678	32.2%	14,530
1990	14,590	64.5%	8,037	35.5%	22,627
2000	18,757	66.7%	9,348	33.3%	28,105

Note: Excludes vacant housing units

Source: U.S. Census, 1960, 1970, 1980, 1990, 2000.

### 3.3 HOUSING COST AND AFFORDABILITY

The Planning Commission, Housing and Redevelopment Commission, and City Council regularly review and keep up-to-date on housing affordability issues. The City of Vacaville prepared a comprehensive report on housing affordability in October 2000. (Housing Affordability in Vacaville, October 2000.) In July 2000, the median sales price for a house was \$190,000, a 37 percent increase from December 1996. Interviews with local realtors indicate that a typical house in the \$200,000 price range is a 3 bedroom house in an older neighborhood of homes in the 25 to 35 year age range. Generally, lower resale prices are recorded for smaller homes in the Leisure Town area and for homes in older subdivisions built prior to 1980.

The Housing Affordability in Vacaville report finds that in comparing house prices in Solano County to the Bay Area, Solano County has the most affordable housing of all the nine counties in the ABAG region, as supported by the following findings:

- 82 percent of Vacaville housing is less than the median price of a house in California. In 1998 and 1999, 5,629 homes were sold in Vacaville. Of this total, 4,614 homes sold for less than \$200,000. In December 1999, the median price of a home in California was \$221,000.
- Vacaville has a higher percentage of moderate priced housing compared to other similar suburban cities. 82 percent of all homes sold in Vacaville in 1998 through 1999 were less than \$200,000. In Antioch and Fairfield, where there are comparable housing prices, the percentage of homes sold in the same price range was 69 percent and 70 percent respectively.
- Vacaville home prices are rising at a slower rate than the State or the Bay Area. During the last three and one-half years, the median sales price of a single family home in California increased by 42 percent. In San Francisco the increase was 74 percent and was 37 percent in Vacaville.

Although the above statistics are somewhat reassuring that Vacaville housing is relatively affordable to Bay Area households, the median price of a house in Vacaville is now beginning to be out-of-reach to families with the Solano County median income. In just three and one-half years, the median Vacaville house price increased 37 percent, while the median income increased only 7.5-percent..

Table 14 provides data on housing affordability for the different income categories. It is extremely difficult for low and very-low income households to be able to purchase housing, although through the City's first-time homebuyer program, a substantial number of program participants were low and very-low income households. Rental housing, both single family and multifamily, is a source of affordable housing for these households. For moderate income households, home purchase is an option, although as the median sales price for homes continues to climb, it is becoming more difficult to purchase a home without a very substantial down payment.

**TABLE 14**  
**HOUSING AFFORDABILITY RANGE ANALYSIS, SOLANO COUNTY**  
**June 2001**

Household <sup>1</sup> Income Category	Annual Income <sup>2</sup> Range	Affordable Monthly Housing Payment <sup>3</sup>	Maximum Affordable Purchase Price Range <sup>4</sup>		
			with 5% down	with 10% down	With 20% down
Very-Low Income	Below \$27,850	Below \$696	Below \$93,188	Below \$97,490	Below \$107,404
Low Income	\$27,850 to \$44,550	\$696 to \$1,114	\$93,188 to \$149,068	\$97,490 to \$155,949	\$107,404 to \$171,809
Moderate Income	\$44,550 to \$66,840	\$1,114 to \$1,599	\$149,068 to \$223,653	\$155,949 to \$233,976	\$171,809 to \$257,771
Above Moderate Income	Above \$66,840	Above \$1,671	Above \$223,653	Above \$233,976	Above \$257,771

Notes: <sup>1</sup> Four person household  
<sup>2</sup> Ranges are based on 2001 income limits for Solano County published by California Department of Housing and Community Development.  
<sup>3</sup> Assumes that 30% of income goes towards housing  
<sup>4</sup> Assumes 30 percent of monthly income spent for housing, 10 percent of which is for insurance and other housing-related costs; 30-year fixed-rate mortgage at 6.91 percent (National average, August, 2001). Does not include allowance for utilities.

Sources: United State Department of Housing and Urban Development; California Department of Housing and Community Development; Quicken.com housing payment calculator

**TABLE 15  
REPRESENTATIVE FOR-SALE HOUSING DEVELOPMENTS  
2001**

<b>Project Location/</b>	<b>Unit Size (sq.ft.)</b>	<b>Lot Size (sq.ft.)</b>	<b>Number of Units</b>	<b>Price</b>
Westgate Village Peabody Road/ Foxboro	1,382 to 2,043 3-4 bedrooms	5,000	122	\$219,000 to \$263,000
Bentley Square Courthomes Browns Valley Pky./Wrenthem	1,012 to 1,718 3-4 bedrooms	Less than 4,500	58	\$227,950 to \$271,950
California Springs Ulatis Drive/Cooper School	1,844 to 3,100 3-5 bedrooms	6,000 to 8,000	159	\$281,000 to \$332,000
Spinnaker Cove Senior Homes Ulatis/Burton Drive	1,600 to 1,800 2-3 bedrooms	5,000	53	\$265,400 to \$325,000
Old Rocky Estates Browns Valley Pky.	1,842 to 2,863 3-5 bedrooms	4,500 to 10,000	63	\$300,000 to \$400,000
Canterfield Ulatis Drive/Leisure Town Rd.	2000 to 4,109 3-5 bedrooms	8,000	198	\$321,000 to \$445,000

Source: Vacaville Community Development Department; Phone interviews with new housing sales offices

Several developers are currently offering new homes for sale in Vacaville. Examples of new subdivisions are summarized in Table 15. The smallest floor plans in Westgate Village and Bentley Square are affordable to moderate income families with a substantial down payment.

In October 2000, staff of the Office of Housing and Redevelopment conducted an annual vacancy and annual rent survey. The results of this survey and earlier ones are summarized in Tables 21 through 24.

Table 16, summarizing vacancy survey results from 1988, 1999, and 2000, demonstrates that the units built in recent years have been absorbed, as rates have fallen to 1.6%. Table 17 shows the same information broken out by number of bedrooms, and indicates that the market is tightest for two- and three-bedroom units. Vacancy rates are .99 percent for two bedroom units and 1.65 percent for three bedroom units.

Table 18 chronicles historical vacancy rates and shows that the vacancy rate was at the lowest in 1999, at .96 percent. The vacancy improved to 1.6 percent by 2000, likely a result of units in new complexes which became available.

As listed in Table 19, the median rent for a one-bedroom apartment is \$773, and \$890 and \$875 for two- and three-bedroom units. Between 1999 and 2000, there were substantial percentage increases in median rents. The median rent for one bedroom units increased by 16.2 percent. The median rent for two and three bedroom units increased by 11.4 and 12.9 percent respectively. Although the median rental rates exceed the affordable range for very-low-income households, they are well within that for low-income households, as a comparison of rents in Table 19 with income and housing budget limits in Table 14 shows.

**TABLE 16**  
**APARTMENT VACANCY RATES**  
**October 1998, 1999, and 2000**

	October 1998	October 1999	October 2000
Total Surveyed Units	3,703	3,900	4,570
Vacant/Available for Rent	81	37	74
Vacancy Rate	2.2	.96	1.61

Source: Vacaville Office of Housing and Redevelopment.

**TABLE 17**  
**APARTMENT VACANCY RATES BY SIZE**  
**October 1999 and October 2000**

	One Bedroom		Two Bedroom		Three Bedroom	
	Oct. 99	Oct. 00	Oct. 99	Oct. 00	Oct. 99	Oct. 00
<b>Total Surveyed</b>	1,409	1,864	2,315	2,525	176	181
<b>Vacant/Available for Rent</b>	11	46	24	25	2	3
<b>Vacancy Rate</b>	.79	2.46	1.05	.99	1.15	1.65
<b>Vacant and Under Rehabilitation</b>	8	5	11	3	1	0

Source: Vacaville Office of Housing and Redevelopment.

**TABLE 18**  
**APARTMENT VACANCY RATES**  
**October 1992 to October 2000**

<b>Date</b>	<b>Vacancy Rate</b>
October 1992	3.2
October 1993	4.4
October 1994	4.3
October 1995	2.9
October 1996	3.4
October 1997	4.0
October 1998	2.2
October 1999	.96
October 2000	1.6

Source: Vacaville Office of Housing and Redevelopment.

**TABLE 19**  
**APARTMENT MEDIAN RENTS BY SIZE**  
**October 1998, 1999, and 2000**

<b>Size</b>	<b>October 1998</b>		<b>October 1999</b>		<b>October 2000</b>	
	<b>Rent</b>	<b>Change</b>	<b>Rent</b>	<b>Change</b>	<b>Rent</b>	<b>Change</b>
<b>One Bedroom</b>	\$641	NA	\$665	3.7%	\$773	16.2%
<b>Two Bedroom</b>	717	NA	799	11.43	890	11.4
<b>Three Bedroom</b>	749	NA	775	3.47	875	12.9

Source: Vacaville Office of Housing and Redevelopment.

**TABLE 20  
HOUSING AFFORDABILITY IN THE HIGH DENSITY CATEGORY**

Project	Unit Size	Avg Rent	Household Size	Affordable Rent		
				Very Low Income	Low Income	Moderate Income
<b>Project A</b> 18 d.u.'s/acre 115 units	1 BR/1 BA	\$620	2		X	X
	2 BR/1 BA	\$705	3		X	X
<b>Project B</b> 18.5 d.u.'s/acre 296 units	1 BR/1 BA	\$680	2		X	X
	2 BR/1 BA	\$730	3		X	X
	2 BR/2 BA	\$770	4		X	X
<b>Project C</b> 19.3 d.u.'s/acre 135 units	1 BR/1 BA	\$725	2		X	X
	2 BR/1 BA	\$895	3		X	X
<b>Project D</b> 20.0 d.u.'s/acre 176 units	1 BR	\$835	2		X	X
	2 BR	\$935	3		X	X
	2 BR	\$1,025	4		X	X
<b>Project E</b> 24 d.u.'s/acre 171 units	1 BR/1 BA	\$705	2		X	X
<b>Project F</b> 24 d.u.'s/acre 108 units	1 BR/1 BA	\$560	2	X	X	X
	2 BR/1 BA	\$672	3		X	X
<b>Project G</b> 18 d.u.'s/acre 312 units	1 BR/1 BA	\$1090	2			X
	2 BR/1 BA	\$1275	3			X
	3 BR/2 BA	\$1390	4			X

Notes:

1. Affordable rents equal no more than 30 percent of the monthly household income, as reported by HUD in 1992, minus a utility allowance (for gas and electricity) established by the City of Vacaville Housing Authority. The utility allowance is \$35 for studio and 1 bedroom units, \$45 for 2 bedroom units. Actual rents are as of October 2000.
2. Household types for different sized households are: 1 bedroom/1 bath, 2 persons; 2 bedrooms/1 bath, 3 persons; 3 bedrooms/2 baths, 4 persons.

Source: October 2000 City of Vacaville Apartment Survey; 2001 income limits published by California Department of Housing and Community Development

The 1990 U.S. Census provides data which are indicators of housing affordability. Information regarding households which pay more than 30 percent of their income towards housing costs are considered as overpaying for housing. Table 21 indicates that overall, renters rather than owners are more likely to be overpaying for housing. These are households which are likely to be assisted through subsidized rental assistance through the Housing Choice voucher program.

**TABLE 21  
VERY LOW AND LOW INCOME HOUSEHOLDS OVERPAYING FOR HOUSING**

	<b>Renter</b>		<b>Owner</b>		<b>TOTAL</b>
	Households	% of Households Overpaying	Households	% of Households Overpaying	
<b>Households making 0 – 50% of Median Income</b>	2,027		1,549		3,576
<b>Paying More than 30% of income for housing</b>	1,706	84.1 %	855	55.1 %	2,561
<b>Households making 51 – 80% of median Income</b>	1,876		1,817		3,693
<b>Paying more than 30% of income for housing</b>	751	40.0 %	125	6.8 %	125.068

Note: Total number of households in Vacaville in 1990 was 22,627.

Source of information: 1990 U.S Census and HUD CHAS Data Book (1990).

### **3.4 BELOW-MARKET-RATE HOUSING**

"Below-market-rate housing" is used to describe units offered at rents or sale prices below that which they would command on the open market. In the past, below-market-rate units were produced almost exclusively as a result of direct federal subsidies. With drastic cutbacks in such programs, it has been left to local governments to find new ways of increasing the supply of housing affordable to very-low-, low-, and moderate-income households. The following is a brief description of programs currently at work in Vacaville to provide affordable, below-market-rate units.

#### **Public Housing**

Although the Vacaville Housing Authority has Article 34 authority to construct public housing, the City currently does not own or operate any conventional public housing.

#### **Housing Choice (Section 8) Vouchers**

The Housing Authority administers the federal Department of Housing and Urban Development's (HUD) Housing Choice voucher program for very-low-income households.

The Housing Choice Voucher has no ceilings on rents, but must meet a reasonableness test. The tenant is responsible for paying the difference between the "voucher payment standard" and the actual rent, and the Housing Authority pays the difference between 30 percent of the renter's income and the standard for the unit. The Vacaville Housing Authority will administer 1,117 vouchers under this program.

Due to the low vacancy rate, utilizing the housing choice voucher has become more challenging. It should also be noted that Housing Choice Voucher assistance is available to only approximately one in three lower-income households. Although there are some three-bedroom units that rent for the fair-market rent or less, there are fewer of these units available.

As of August 15, 2001 there were 2,164 families awaiting Housing Choice rental assistance.

### **Other Federally Assisted Housing**

Table 22 lists the various rental subsidy programs at work in Vacaville and the number of units affected. Two projects, Shasta Terrace Apartments and Twin Oaks Apartments contain a total of 69 Section 8 units. The owners of the Shasta Terraces Apartments have notified the Vacaville Housing Authority and the US Department of Housing and Redevelopment of their intent to opt out of their Section 8 contract. HUD has notified the Vacaville Housing Authority (VHA) that they will provide 28 housing choice vouchers for those lower-income households residing in the complex. The Autumn Leaves project was built with Section 202/8 funds and provides 56 studio and one-bedroom units to elderly and disabled renters. For Section 8 and 202 units, tenants pay a maximum of 30 percent of their income for rent with eligibility limited to those with incomes of 50 percent or less of the area median income. The Redevelopment 20% Housing Setaside Funds (Low-Income Housing Funds) have been used to subsidize rents of 661 rental units for very-low, low, and moderate income households.

### **Redevelopment Funds**

The City of Vacaville has two redevelopment areas generating over \$3 million a year in 20% Setaside Funds for conserving and expanding affordable housing. These funds are used for purchasing rent subsidies, landbanking for future affordable housing development, residential rehabilitational loan programs, and first time homebuyer loan assistance programs. Redevelopment funds were also used to issue bonds for the acquisition and rehabilitation of 298 rental units by Vacaville Community Housing.

### **Emergency and Transitional Shelter**

A 24-bed emergency shelter, operated by Vacaville Social Services Corporation (VSSC), is located in Vacaville. VSSC also administers a transitional housing program that provides transitional housing to approximately 5 households per year. The Vacaville Community Welfare Association, as well as local churches continue to offer limited help and coupons for overnight accommodation at local motels. The City and other local homeless assistance providers participate in the Solano County Continuum of Care Collaborative to oversee the development of the homelessness Continuum of Care.

### **Emergency Rental Assistance to Prevent Homelessness**

Emergency rental assistance to prevent homelessness is provided by Solano County through the Health and Social Services Department Cal-Works Homelessness Program. Under the program, households may receive \$30 - \$60 per night for 16 nights in a motel. The program will pay the last month's rent and/or a security deposit for up to twice the monthly rent. This program also pays utility deposits. It is only available for those enrolled in the Cal-Works (Welfare to Work) Program.

The City conducts screening for the Season of Sharing and Youth Connections programs. The two privately funded programs provide emergency rental assistance to eligible lower-income Vacaville households.

## **Rehabilitation Programs**

The City operates loan programs for rehabilitating affordable units, using a mix of federal, state, and local money. Programs include federal HOME Partnership Program, and the locally funded Neighborhood Conservation. The latter is funded in part with redevelopment set-aside money. Administrative costs for all the programs are partially met with federal Community Development Block Grant (CDBG) money.

## **Other Programs**

Through the Density Bonus provisions in the Land Use and Development Code, several multifamily projects were produced. These include Autumn Leaves and Saratoga Apartments. In addition to these sources of below-market-rate units, Vacaville has also produced units with its Housing Opportunity Area (HOA) policy and by issuing mortgage revenue bonds.

Mortgage revenue bonds issued by the City since 1982 have helped build 976 apartment units, including 195 affordable to lower-income households, in the Spring Glenn, Hidden Creek, Quail Run, and Sycamores projects. Also, 71 single-family units, affordable to households with income between 78 and 117 percent of the area median, were built with funds from bond issues in 1982 and 1984. In 1999 and 2000, tax-exempt bonds and tax credits were utilized to construct 228 affordable senior rental units.

First time homebuyers are assisted through the Mortgage Credit Certificate/Rural Gold, the First Time Homebuyers, and Rent-to-Own programs which assisted approximately 135 households per year.

**TABLE 22  
RENT SUBSIDY PROGRAMS  
2001**

<b>Program/ Complex</b>	<b>Section 8</b>	<b>Housing Choice</b>	<b>Section 202/8</b>	<b>Local</b>	<b>Total Units</b>
Vacaville Housing Authority		1,117			1,117
Twin Oaks Apartments	45				45
Shasta Terrace Apartments	24				24
Autumn Leaves Senior Apartments			56		56
Saratoga Phase I				20	20
Saratoga Phase II				20	20
Vacaville Community Housing				30	30
<b>TOTAL UNITS</b>	<b>69</b>	<b>1,117</b>	<b>56</b>	<b>70</b>	<b>1,312</b>

Source: Vacaville Office of Housing and Redevelopment

### 3.5 PRESERVING BELOW-MARKET-RATE HOUSING

#### Inventory of Units at Risk of Losing Use Restrictions

Although the City of Vacaville has 1,903 units of below market-rate housing, only 80 units are at risk of conversion to market-rent status within the ten-year reporting period (2001 – 2011). These complexes are Shasta Terraces (24 units) and Autumn Leaves (56 senior units):

Shasta Terraces, 293 Shasta Drive -- expires December 2001. Due to the existing Vacaville housing market (very low vacancy, escalating rents, etc.) the owners of Shasta Terraces have already chosen to opt out of their Section 8 contract when it expires. The US Department of Housing and Urban Development (HUD) has notified the Vacaville Housing Authority that it will provide 28 Preservation Housing Choice Vouchers for the lower-income households currently residing in the complex. In light of existing market conditions, this option appears to be the most economical, if not the only approach to continue affordability. As part of the conversion process, housing authority staff will provide additional support and assistance to ensure that all affected households have the ability to remain or relocate based on their individual circumstances.

Autumn Leaves, 2740 Nut Tree Road – expires 2010. It is highly unlikely this complex will terminate its Section 8 contract and/or pre-pay its mortgage. Constructed under the HUD 202 program, Autumn Leaves is owned by Retirement Housing, Inc., a non-profit housing corporation. Senior advocates formed Retirement, Housing, Inc. for the sole purpose of developing and managing Autumn Leaves as affordable housing for 56 very-low income Vacaville seniors.

Outside of these two complexes, 11 complexes have affordability restrictions expiring after the 2011 reporting period. Of the units due to expire after 2011 reporting period, 569 are owned by non-profit housing corporations that are committed to providing affordable housing for Vacaville residents in perpetuity.

**TABLE 23**  
**LOW-INCOME RENTAL UNITS SUBJECT TO TERMINATION OF FEDERAL, LOCAL MORTGAGE**  
**AND/OR RENT SUBSIDIES**  
**August 2001**

Project Name	Section of Act	Total Units Total Elderly		Earliest Date of Subsidy Termination	
		FHA/Local	Section 8	FHA/City	Section 8
Shasta Terrace	221(D)(4)	140	24		Dec. 2001
Autumn Leaves	(202)	56	56		2010
Twin Oaks			45		Oct. 2013
Quail Run	City MRB	296 59 <sup>a</sup>		2018	
The Sycamores	City MRB	264 52 <sup>a</sup>		2029	
The Orchards/Maples		168		2024*	
The Willows		157		2021*	
Vaca Gables		65		June 2019	
Vacaville Meadows		56		April 2021	
Hillside Seniors		15		May 2020	
Rocky Hill Villages		12		May 2020	
Saratoga I		108 20		Dec.2039	
Saratoga II		120 20		Dec.2040	

Notes: <sup>a</sup> Number of units of the entire project that are reserved for lower income households per the regulatory agreement with the City.

\* Complex is made up of a number of individual “projects” having various affordability agreement expiration dates. The earliest expiration date is provided.

Sources: California Housing Partnership, U.S. Department of Housing and Urban Development, MIDLIS and MIS databases, and Vacaville Redevelopment Agency.

## CHAPTER 4

### HOUSING NEED

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Beneath the statutory requirements and guidelines, the underlying intent of a Housing Element is to set forth a program representing the jurisdiction's best reasonable effort to provide for its housing needs. While "housing need" can be a complicated notion, its fundamental components are those factors that shape demand for housing, such as local and regional population, job, and household growth, and those that determine housing supply, such as available land, allowable densities, and construction cost.

Because local governments have a responsibility to facilitate improvement and development of housing for all economic segments of the community, the analysis of housing needs and affordability employs four household-income categories: very-low-, low-, moderate-, and above-moderate-income. Very-low-income is defined as a household earning 50 percent or less of the median income for a county; a low-income household earns between 50 and 80 percent of the median; moderate income households earn between 80 and 120 percent of the median; above-moderate income households earn above 120 percent of the median. Federal and state law and program guidelines refer to very-low- and low-income jointly as "lower-income".

To judge eligibility for federal and state housing programs, the United States Department of Housing and Urban Development (HUD) and the California Department of Housing and Community Development (HCD) publish annual income limits. Both HUD and HCD make slight adjustments in unusually high- and low-income areas and in areas of high housing cost relative to incomes. Table 14 charts income limits published in April 2001 for Solano County for a household of four. It should be noted that only a small percentage of households have incomes at the upper end of each of these income categories, therefore, the complete picture of affordability is skewed. A more balanced view of housing affordability is provided by examining the income ranges as shown on Table 14.

The assessment of need in this section considers Vacaville's role in meeting regional housing demand, including the demand for units affordable by households of all income groups. As required by the state guidelines, it discusses separately immediate need and need within the five-year period of the Housing Element program. Indicators of immediate need are housing vacancy, waiting lists for affordable housing, overcrowding in existing units, and presence of a homeless population.

#### 4.1 REGIONAL HOUSING NEED

The assessment of need in the Housing Element must consider the city's role in meeting regional housing demand, especially demand for affordable housing. The state guidelines establish a system for identifying each locality's "fair-share allocation" of regional need by income group.

##### **Housing Needs Determination**

The Association of Bay Area Governments (ABAG) is responsible for determining the housing need for each jurisdiction with the nine-county Bay Area. This effort, known as the Regional Housing Needs Determinations (RHND) process, was a two year process and was completed in March 2001. To initiate the process, the State Department of Housing and Community Development identified ABAG's share of the statewide housing need as 230,743 units. ABAG then is required to distribute this number to Bay Area jurisdictions. There was substantial debate regarding the methodology to be used by ABAG in determining a housing need number for each jurisdiction. Although the methodology is very complex, it is based upon several factors including the jurisdictions projected household growth and employment growth during the seven and one-half year period, as projected in ABAG's Projections 2000 report. There were intentions for the methodology to place an emphasis for

jobs producing communities to have a greater responsibility to produce housing. Outlying communities such as Vacaville have long provided affordable housing for workers commuting to the Bay Area. In determining the distribution of income levels for each jurisdiction, the existing income distribution for each community is shifted by 50 percent towards the regional average in order to reduce the concentration of lower income households in cities which already have disproportionately high proportions of low income households.

During the 90-day review period of the Draft Regional Housing Needs Distribution (RHND), the City of Vacaville did have an opportunity to review and comment on the Draft RHND. The City pointed out that ABAG's methodology and the use of a particular data source for the 1999 base year housing data resulted in a much higher housing need for Vacaville than other similar communities, such as Fairfield. The City pointed out that ABAG had initially used Projections 2000 for all of the data, but then later incorporated State Department of Finance estimates for the 1999 base year. Had the Projections 2000 data been used, Vacaville's housing need would have been significantly lower. The ABAG Board, in adopting the Final RHND, rejected Vacaville's request for revision. However, Vacaville did not file an appeal to the ABAG Board, primarily because the housing needs numbers for Vacaville are well within local projected growth rates and it was made clear to the City that the ABAG Board did not intend to change any jurisdictions numbers unless there was another jurisdiction within the same county willing to accommodate the disputed units.

The Final San Francisco Bay Area Housing Needs Determinations adopted by ABAG finds that Vacaville needs to provide a total of 4,636 units during the seven and one-half-year period from January 1999 through June 30, 2006. This total includes 860 units affordable to very-low-income households, 629 to low, 1,172 to moderate, and 1,975 to above-moderate. An estimated 2,160 units were constructed (either issued building permits or finalized) from January 1999 to June 2001, leaving a balance of 2,476 units to be built in the five-year period from July 1, 2001 to June 30, 2006. Table 24 shows these needs, estimated units provided through June 2001, and the remaining need. As Table 24 indicates, substantial progress has already been made in meeting Vacaville's share of the regional housing need, including the construction 66 very low income, 399 low income and 737 moderate density units.

#### **Transfer of Housing Need Between Jurisdictions in Solano County**

Solano County's (the unincorporated area under jurisdiction of Solano County) share of the regional housing need is over 2,700 units. Under the provisions of the Orderly Growth Initiative, urban growth within Solano County is directed to existing incorporated cities in an effort to direct growth away from agricultural land and to prevent urban sprawl. Discussions have been initiated with Solano County and the cities within the County to discuss a possible transfer of a portion of the County's regional housing need to cities

Vacaville, as well as other cities within Solano County, recognizes that transferring a significant portion of the County's housing need to the cities will help to remove development pressures on valuable agricultural lands in the unincorporated area and further the county-wide goal of city-centered development. ABAG policy requires cities to accept a transfer of a portion of a county's housing need concurrent with annexation of unincorporated areas to a city. ABAG has approved two separate agreements between the City of Vacaville and Solano County that together result in the transfer of 729 units from the unincorporated Solano County to City of Vacaville. As a result of these agreements, the adjusted Vacaville housing need is 5,365 units. It is important to note that it is much more probable that these units will be built in an incorporated jurisdiction with full municipal services and facilities than in an unincorporated area that generally does not have infrastructure available to serve urban development.

Table 24, which lists the Vacaville housing need by income category, contains the detailed information on the number of units transferred to the City as result of these two agreements. Following is a summary of the two agreements:

- The Quinn Road Annexation included lands designated for high density residential that can accommodate 312 apartments. ABAG required that the city accept a transfer of 79 units of the Solano County housing need concurrent with annexation of the site to the city.
- The Alamo Place Annexation included lands designated for 265 single family units and 117 medium density units. While ABAG required only that 109 units be transferred from the County to the City

concurrent with this annexation, Solano County requested the City to enter into a Master Agreement which would address the transfer of units for the full timeframe of the Housing Element rather than do individual transfers with each annexation. With this agreement, the City accepted a transfer of 650 units, which was approved by ABAG subject to final approval by HCD. While the master agreement was triggered by the Alamo Place Annexation, its provisions allow for future annexations to occur without additional individual transfers of housing need units to the City. Therefore the agreement applies to not only the Alamo Place Annexation, but future annexations as well. Because the transfer process has proven to be lengthy and complicated, the Master Agreement will result in a more time efficient process for future annexations, as well as provide both the City and County certainty regarding the number of units to be transferred between the two jurisdictions.

The two agreements described above result in an increase of the City of Vacaville Total Housing Need from 4,636 to 5,365 units and lowers the Solano County housing need accordingly. However, because of units already constructed, the City's Remaining Housing Need is only 3,205 units, including 1,699 low and very-low income units (see Table 24). The City's inventory of developable vacant residential land also increased between December 2001 and July 2003 due to land use changes. As shown on Table 26, the inventory of units is 7,613 units, which is 823 units more than in December 2001 and more than double the City's Remaining Housing Need of 3,205 units described in Table 24. All of units added to the inventory are high and medium density units, with the individual sites described in more detail in the Appendix of this document. It should be further noted that the inventory of vacant lands in Table 24 includes 2,405 high density (RHD) units, as well as 929 medium density (RMD) units, which are the targeted land uses for the very-low and low income housing units. The remaining need of 1,183 very-low and 516 low income housing units listed in Table 24 can be accommodated with this large inventory of RHD and RMD designated lands.

**TABLE 24  
VACAVILLE PROJECTED HOUSING NEED BY INCOME CATEGORY  
1999 - 2006**

	Very Low	Low	Moderate	Above Moderate	Total
TOTAL HOUSING NEED	1,249	915	1,194	2,007	5,365
<i>ABAG Projected Need January 1999 to June 2006</i>	860	629	1,172	1,975	4,636
<i>Transfers from Solano County (with Quinn Rd. Annexation)</i>	14	11	22	32	79
<i>Transfer from Solano County (Master Housing Transfer Agreement)</i>	375	275	0	0	650
Units Already Constructed January 1999 to June 2001 <sup>1</sup>	66 <sup>2</sup>	399 <sup>3</sup>	737 <sup>4</sup>	958	2,160
Remaining Need July 2001 to June 2006	1,183	516	457	1,049	3,205

<sup>1</sup> Includes permits issued during the time period and units which were issued occupancy permits during the January 1999 to June 2001 period.

<sup>2</sup> Saratoga Apartments Phase 1 (20 units); Saratoga Apartments Phase 2 (44 units); Habitat for Humanity houses (2 units)

<sup>3</sup> Saratoga Apartments Phase 1 (88 units); Saratoga Apartments Phase 2 (76 units); Walnut Grove Apartments (64 units); Country Gardens Apartments (171 units)

<sup>4</sup> River Oaks Apartments (312 units); The Commons Apartments (208 units); 117 homes in market rate subdivisions where a small floor plan had a sales price affordable for a moderate income household.

Sources: Association of Bay Area Governments (ABAG), Housing Needs Determination, January 2001; Vacaville Community Development Department; Vacaville Office of Housing and Redevelopment

## 4.2 IMMEDIATE NEED

Vacancy rates, the number of households on waiting lists for subsidized housing, and overcrowding are indicators of immediate need. Overpayment of rent is also an indicator of immediate need, in particular for low and very-low income households.

### Vacancy Rate

The City of Vacaville prepares an annual citywide survey of apartments and publishes data on vacancy rates and rental rates. According to the results of the most recent October 2000 survey (also discussed in detail in Section 3.3), as of October 2000 the overall apartment vacancy rate was 1.61 percent. Rates are especially low for two- and three-bedroom units, at .99 and 1.65 percent, respectively. There is no current data available for single family vacancy rates. Rates of two percent for for-sale and five percent for rental units are considered

desirable. Low vacancy rates often stimulate higher rental rates, and as a result, very-low and low income households often pay more than 30 percent of their income towards rent, as shown in Table 21.

Vacancy rates are not available for single-family home rentals, however, based on discussions with local property management companies, single family rentals are in high demand. Most units are rented or leased before they actually become vacant and many prospective tenants are turned away because of a lack of rentals. It is estimated that the inventory of single family home rentals has declined, although there is no hard data available to document this theory. However, during the recession early 1990s many homeowners who would have otherwise sold their homes made their units available for rent instead because the market value of their homes was far less than the actual mortgage on the property. This was more evident in neighborhoods built in the late 1980s and early 1990s. This resulted in a higher inventory of single family home rentals. Also, during that time, rental rates were relatively stagnant and households which might normally have rented an apartment were able to rent a single family home. This situation changed in the late 1990s and 2000 as the residential housing market strengthened, housing costs increased, rental rates increased and the vacancy rate for both apartments and single family homes decreased. At the same time, there has been a renewed interest in multifamily construction.

### **Waiting Lists for Subsidized Housing**

The Vacaville Housing Authority (VHA) maintains a waiting list for its Housing Choice Voucher Program. As of November 2001, there are 2,500 families on the waiting list. The waiting list is open and 80 to 100 families add their names to the list each month. Even though the VHA was recently awarded an additional 251 vouchers, there are many more families on the list than can be served.

The Vacaville Housing Authority maintains a waiting list for its Housing Choice Voucher Program. As of August 15, 2001, 2,437 families were on the waiting list.

### **Overcrowding**

“Overcrowding” can be defined as an average persons per room ratio that exceeds 1.01. Severe overcrowding can be defined as a ratio that exceeds 1.5 persons per room. In 1990, the U.S. Census reported that 707 dwellings (5.1 percent) were overcrowded and 395 dwellings (2.8 percent) were severely overcrowded. Overcrowding is often an issue for large families. Large families are those households of five or more related persons. According to the 1990 U.S. Census, 12 percent (2,704) of Vacaville households were large families. Four percent of all households (941) had six or more family members. The special need of this group is for housing of sufficient size and number of bedrooms that would prevent overcrowding.

While not all overcrowded units are inhabited by large families, these numbers suggest that some large families cannot find suitable housing that is also affordable. Low vacancy rates for both apartments and single family homes suggest that rental housing may have become more overcrowded. A response to this need would be to encourage production and preservation of dwellings with three and more bedrooms that are affordable to below moderate income families. There is a large inventory of such units, but most are single family homes that may not be affordable to lower income large families. Proposed policies include programs to rehabilitate existing older rental housing.

## **4.3 SPECIAL NEEDS**

For some households, limited income is not the only obstacle to finding adequate housing. California Government Code Section 65583(a)(6) requires analysis of any special housing needs, such as those of the handicapped, elderly, large families, farmworkers, female-headed families, and families and persons in need of emergency shelter. The needs of these groups should be discussed if they exist in the community. Unfortunately, even determining whether these needs exist is difficult, because little information on such groups is kept, and the information available is anecdotal, or based on client lists of individual service organizations.

### **Senior Residents**

Senior citizens are identified as a population in need of special housing because of physical constraints as well as limited incomes. Housing for the elderly should respond to this group's need for relatively easy access to shops, services and medical care, and to limitations on income and mobility. Typically, elderly individuals desire small, secure, low-maintenance homes. However, there are also needs for affordable apartments, and congregate care group facilities. As the baby boomers are now reaching retirement age, the percentage of elderly persons is expected to dramatically increase in future years.

The 2000 U.S. Census shows that there are 5,095 households (18.1 percent) with members age 65 or older. In addition, 1,810 persons age 65 or older live alone. According to the 1990 U.S. Census, 213 persons age 65 live below the poverty level. Such residents likely have fixed incomes that do not keep pace with increasing housing costs. Recent construction of senior restricted apartments with affordability restrictions will assist in fulfilling this housing need.

Mobility impairment may also require a need for a living arrangement that includes health, meals, cleaning and/or other services as a part of a housing package. A number of living arrangements are possible, from senior citizen developments with individual living units, to congregate care facilities, to 24-hour support services. In recent years, the private market has responded to this need with construction of new below market rate income restricted units as well as market rate senior restricted apartments and houses and construction assisted living facilities and congregate care apartments. One recently constructed project includes an Alzheimer's wing.

### **Large Families**

Large families are defined as families of five or more persons. Often, large families live in overcrowded conditions due to the lack of availability of larger units. Twelve percent of households in Vacaville have five or more members, and three percent are overcrowded, that is, have more than one person per room. Currently there are 330 households receiving or awaiting rental assistance that have five or more members.

Large families make up almost 17 percent of all rental households. An October 1988 survey of rental units constructed after 1986 showed, however, that of 1,930 units surveyed, only 5 were three-bedroom units. An October 2000 Rental Survey showed that 181 three-bedroom units were surveyed.

To address the need for large rental units for large families, four apartment complexes have been acquired and rehabilitated to include three bedroom units. All non-senior multifamily projects built in recent years include a component of three bedroom units. As an example, Lincoln Corner, a recently approved 134-unit income restricted apartment project includes 68 three bedroom units. But it should also be noted that over 40 percent of renting households in Vacaville live in single-family homes rather than apartments

### **Female-Headed Households**

Single mothers are identified as a special needs group because their level of income is often too low to pay for housing adequate to meet space and lifestyle needs. The 2000 U.S. Census shows that 8.4 percent (2,370) of households are headed by females with children under 18 years old. In 1990, of all family households living below the poverty level, 64.4 percent (547) were single mothers with children under age 18. The special housing needs of this group include low-cost housing, suitable for children (outdoor play space or proximity to parks would be preferable), and located near schools and childcare. These needs can be addressed through continued progress in efforts to acquire and rehabilitate rental housing, especially units with three or more bedrooms. Many of these households receive rental assistance from the Housing Authority. There are 435 female headed households now receiving rental assistance, nearly 45 percent of all program participants.

## **Farmworkers**

At one time, much of California's agricultural production depended primarily on farmworkers who migrated from place to place to pick various crops during the harvest season. Their housing needs consisted of "temporary shelter" close to their location of employment during harvest time. In addition, some would require housing at their "home base" during the remainder of the year.

The advent of mechanization in harvesting crops, new planting techniques, and changes in the types of crops grown have substantially reduced the overall number of farmworkers and the proportion of migrant farmworkers. Technology, along with urbanization, has decreased agricultural employment in Solano County and in the city of Vacaville, and therefore the number of farmworkers in the community.

ABAG projections 2000 forecasts that employment in agriculture will decline by 12 percent between 2000 and 2010, to 290 jobs. This projected decline is not surprising given urbanization that has taken place over recent years and changes in agricultural operations. Many once active orchards near Vacaville are no longer maintained due to lack of economic return. Vacaville was once a central fruit processing center, but almost all of the fruit processing related businesses have moved elsewhere making it uneconomical for farmers to transport their product. One of the last remaining fruit packing business in Vacaville is on a site that is proposed for commercial development.

As of November 1992, the State Office of Migrant Education and the Vacaville Unified School District Bi-lingual Education Department identified the number of households with migrant backgrounds with children enrolled in the Vacaville Unified School District (VUSD) to be 210. This includes the entire school district, which includes rural areas outside of the City limits. In 2001, the number has declined to 163 households, according to the State Office of Migrant Education. They indicate that the decline is mostly due to a decrease in the number of agriculture related jobs in the Vacaville area. In addition, they note that many former farmworkers are finding jobs in the service and construction sectors; therefore, these households require permanent rather than temporary housing. This information is consistent with employment projections from ABAG which shows a decline in agriculture related jobs for Vacaville.

Most farmworker households are monolingual Spanish speaking, so many farmworker families tend to live in close proximity in a supportive community environment. Local service providers believe most farmworkers live in lower-rent mobile home parks and apartments. While the special housing needs of the farmworker population are similar to that of other lower income residents, there is an emphasis on larger units (with 3 or more bedrooms), access to social services which serve their specialized needs (including ESL, naturalization, and health services) and access to transportation routes to outlying agricultural (employment) sites.

To the extent that farmworkers are primarily low-income residents, their housing needs are similar to other low-income households. Because most of the heads of households speak only Spanish, the City of Vacaville, the Vacaville Redevelopment Agency, the Vacaville Housing Authority, and local social services providers employ bilingual staff and use outreach methods and materials designed to reach Spanish speaking residents to inform households of affordable housing opportunities, particularly the Housing Choice voucher rental assistance program, housing counseling programs and subsidized rental units located throughout the city.

## **Mobility Impaired and Other Disabled Individuals**

Mobility impaired individuals have physical impairments that require special housing design for self-sufficiency. The impairment could include confinement to a wheelchair, an inability to negotiate steps, an inability to stoop and reach low places, or an inability to reach high places. There are two approaches to housing design for mobility impairment: adaptability and accessibility. Adaptable design is a design concept in which a dwelling unit contains features that allow for accessibility and use by mobility impaired individuals with only minor modifications. An accessible unit has the special features installed in the house (grab bars, special cabinets, etc.)

To address the need for adaptability and accessibility of housing by mobility impaired persons, the California Department of Housing and Community Development has adopted requirements for rental housing.

These regulations implement most requirements of federal law for federally financed housing projects, plus additional requirements. California law requires that five percent of dwelling units in a new apartment building, hotel, motel or lodge include design features for adaptable use by mobility impaired persons.

The state requirements address exterior and interior design features, such as walkways leading to a dwelling unit, the gradient of the accessway to the main entry, changes in level, entry width, threshold height, ramp and landing design, corridor widths, types of door locks and latches, electrical outlet and switch heights, bathroom configuration and clear space, ability to install grab bars in bathrooms, knee space under lavatories and sinks, counter top height and kitchen configuration.

According to the 1990 U.S. Census, there were 4,450 persons with mobility limitations, and 1,578 of these persons were age 65 and older. No data was available as to the degree of limitation. However, it can be assumed that many of these individuals have impairments that could be helped through special design features.. Although not all those persons with mobility limitations would require special housing, those with severe mobility constraints need specially designed housing, located near to transportation and shopping.

There is also a segment of the population with severe mental disabilities that requires special housing with supportive care. There is not available data to quantify this segment of the population. As noted in the following section on homeless, mental illness often is a factor that contributes to homelessness. Residential group home facilities for mentally ill or mentally disabled individuals, which are a permitted use in single family zoning districts, are a housing choice for these persons that do not require institutionalization. There is also a community care facility in Vacaville which has an Alzheimer's wing for persons afflicted with this disease.

### **Homeless**

The homeless population in Solano County has been estimated at between 500 and 2,000 persons and it is not known how many are within Vacaville. Factors that contribute to homelessness include lack of affordable housing to very low income persons, unemployment, reductions in government subsidies, deinstitutionalization of the mentally ill, domestic violence, drug addiction, dysfunctional families, and lifestyle choice.

The Solano Homeless Task Force conducted a survey in November 1991. The survey found that of the total homeless population in the county, 81 percent were part of single parent families, 57 percent were female, 47 percent were single adults, and 44 percent were children. Overall, families made up the largest percentage of homeless (over 83 percent).

The cities of Vacaville, Fairfield, and Suisun City conducted a survey in 1998 to find out more about the homeless who actually received services. Of those who received homeless services within Vacaville 37% were single adults, and 66% were families. The average family size was 2.93, primarily single parent (female) headed households. While there were many reasons for homelessness, the most commonly cited reason was inability to pay rent (39%). After receiving assistance, nearly a third, 30.6%, reported that they were able to move back into permanent housing. Although this survey did not arrive at an actual number of homeless in Vacaville, it provided a greater insight on those who received homelessness assistance in the community.

There are also periodic reports of people sleeping on the streets or under the bridges. Many of these individuals do not seek or accept services. There continues to be indications of a population "at risk" of homelessness in Vacaville. Nearly one-third of those who apply for, or become eligible for, the Vacaville Housing Authority Housing Choice Voucher Program report that they were sharing accommodations with relatives or friends.

A 24-bed emergency shelter, operated by Vacaville Social Services Corporation (VSSC), is located in Downtown Vacaville and was constructed during the timeframe of the prior Housing Element. VSSC also administers a transitional housing program that provides transitional housing to approximately 5 - 10 households per year. The Vacaville Community Welfare Association, as well as local churches continue to offer limited help and vouchers for overnight accommodation at local motels. The City and other local homeless assistance providers

participate in the Solano County Continuum of Care Collaborative to oversee the development of the Homelessness Continuum of Care.

### **Travis Air Force Base Families**

The availability of decent and affordable housing is also a special need for those military families based at nearby Travis Air Force Base. Travis AFB is vital to the local economy and it is in Vacaville's best interest to do what it can do to encourage the production of affordable housing for military families. A majority of active military families at Travis Air Force Base, 64% or 4,850 households, seek off-base housing because there is not an adequate inventory of on-base housing to serve the needs of the base. In 2000, there were 558 Travis families waiting for on-base housing with a waiting period of between 9 and 12 months. It is estimated that an additional 2,000 housing units are needed within a 30 mile radius of the base.

The off-base housing market is difficult for military families to utilize. As shown in Tables 18 and 19, apartment rents have escalated over the past two years and the vacancy rate is less than 2%. Developers of new market rate apartments typically target high income tenants. The military median income of Travis off base personnel is \$39,459, approximately 25% below the median civilian income in Solano County. The housing allowance for families who live off-base is based on housing that does not exist near the base. As a result, Travis households pay approximately 42% out of pocket to make up the difference between the market rent and their housing allowance.

### **Other Special Needs Groups**

The California Medical Facility and California State Prison at Solano experienced an expanded prison population from 3,000 in the 1980s to nearly 10,000 by 2001. Families sometimes move to Vacaville to be nearer to incarcerated relatives for daily visitation. The size of this population, however, is elusive because the California Department of Corrections will not release data concerning the location of inmates' families. This makes it difficult for the City to address this potential low-income housing need. It is likely that some of these families are served through the Housing Choice rental assistance program.

Residents who work within the community are another special needs group. Since 1990, more professional and higher skilled jobs are available within Vacaville. These jobs include those at the Kaiser Medical Center, Genentech, Alza Pharmaceutical and Travis Federal Credit Union, all built or expanded during the 1990s. However, many jobs added during the last ten years are also in the lower paying service, manufacturing and retail sector. Economic Development is a primary goal for the City and the City is proactive in attracting development with higher paying jobs which provide greater opportunity for Vacaville residents and an ability to seek more affordable housing.

## CHAPTER 5

### ABILITY TO MEET HOUSING NEEDS

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Sections 65583(a)(4-5) of the California Government Code require analysis of potential and actual governmental and non-governmental "constraints upon the maintenance, improvement, or development of housing for all income levels". This section describes those constraints, and Section 6 includes policies relevant to the reduction or elimination of the constraints identified.

#### 5.1 GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING

##### Land Use Controls and Growth Management

The City implements the General Plan's land use policies through its Land Use & Development Code and zoning map as well as policy plans, redevelopment plans and redevelopment programs. As further discussed in Section 6 of this element, General Plan policies emphasize maintaining Vacaville's single-family environment while encouraging a mix of housing types in new projects and coordinating the approval of such projects with the availability of needed infrastructure.

Two City land use actions may be considered "restraints" in that they seek to control, beyond the extent of usual land use and zoning measures, the type and amount of residential growth.

The first potential restraint measure is the General Plan housing mix policy, which specifies that there should be the following "approximate" housing mix:

1. Sixty percent standard single-family-detached units;
2. Twenty percent moderate density units (zero-lot-line single-family units, mobile homes, duplexes, triplexes and townhouses); and
3. Twenty percent apartment-type units (garden apartments, condominiums).

This policy provides a broad goal for residential development but is not itself a constraint to the development of affordable housing. A test to determine whether or not this policy is a constraint is if it is determined that there is an inadequate inventory of lands to meet the City's share of the regional housing need, especially for low and very-low income units. Another factor in determining whether it has been a constraint is whether there has actually been construction of affordable units.

Table 26 in this document contains an inventory of residential land available for development within the 1999-2006 timeframe of this Housing Element. This inventory includes only lands that are within the City limits or are pending annexation and is more than adequate to meet the City's share of the regional housing need as determined by the Association of Bay Area Governments. Since 1999, 2,160 new residential units have been built in Vacaville, including several multifamily projects. Also since 1999, 362 multifamily units with long-term affordability restrictions for low and very-low income households have been built or are pending construction.

Multifamily development is very cyclical. During much of 1990's, there was little multifamily construction because of private market constraints such as tax laws, availability of financing, stagnant rents and stable vacancy rates. These constraints, rather than perceived local governmental constraints, have been the primary factors that have limited multifamily construction during the past decade. With changes in the tax law, more

available financing, rising rents and low vacancy rates, the private market now has renewed interest in the construction of multifamily units. As shown by the data in Table 26 and the accompanying analysis in Section 5.3, there is more than an adequate inventory of lands, including for apartments, to satisfy Vacaville's housing need.

The second potential restraint measure is the City's Planned Growth Ordinance (PGO), adopted in 1991 and revised in 2000. The PGO was originally adopted following rapid residential growth that occurred in the 1990s. As a result of the rapid growth, water, sewer, streets, and schools were operating at or beyond capacity. The PGO is structured to ensure that new residential development has adequate infrastructure in place to serve the new housing units and future residents.

The PGO, as amended in 2000, is based upon maintaining an inventory of 1,000 units within approved and unbuilt projects which have building permit allocations and are eligible to be issued building permits at any time. This actually allows a growth rate much higher than required by the housing need assigned for Vacaville. Vacaville's housing need is 4,636 units which is 618 units per year over the 7 ½ year timeframe of the Housing Element.

There is a process set forth in the PGO regarding the allocation process. As the inventory falls below 1,000 units, new projects are added to the inventory when a Final Map is recorded or, for multifamily projects, when the City Council approves an allocation following the approval of a Planned Development. When the inventory exceeds 1,000 units, the City Council has the flexibility to grant additional allocations on a case-by-case basis, provided that municipal infrastructure and services can accommodate the additional residential growth. During the past two years, several projects have been granted allocations, even though the inventory of unbuilt units exceeds 1,000 units. These projects have included several multifamily projects. Senior restricted units as well as projects with all affordable units are exempt from the Planned Growth Ordinance and have the right to be issued building permits at any time.

Every year since the establishment of the PGO, the number of approved allocations or the number of units eligible to build in a given year has exceeded the actual number of permits, sometimes by as much as 100-percent. As stated above, since 1999, 362 multifamily units income restricted for low and very-low income households have been built or are pending construction. The PGO had no impact on the development or the timing of development for these units because the ordinance permits them to be approved and constructed without any restrictions from the PGO.

Prior to amendment in 2000, the PGO required a builder to submit an annual request for building permit allocations. The allocations request was accompanied by a fee that cost approximately \$150 per unit. A request had to be submitted by September in the prior year. It is possible that this old process posed a constraint because a builder might have to wait a year in order to request an allocation and there was an additional cost involved. There is no longer an annual reservation process, thus this potential constraint has been removed.

### **Development Fees**

The justification for requiring buyers of new homes to pay through their mortgages for the partial cost of parks, schools, arterial streets, and other infrastructure that in the pre-Proposition 13 period was financed by taxes and assessments is widely debated. Where the land supply is constricted, fees are not compensated by lower raw land values as economic theory would suggest. Because virtually all jurisdictions have somewhat similar fee packages, it can be argued that housing prices in a metropolitan area include an "average fee" component whether the amount is collected by local governments or not. Fees saved that can effectively be included in sales prices are a windfall to the seller of a house built prior to enactment of fee requirements, or to the land seller or builder of house. The residential housing market impacts sales prices for new homes to much greater degree than development fees.

In 1992, as required by State law (Assembly Bill 1600), Vacaville completed a comprehensive development impact fee study. Through this study, the costs for infrastructure needed to serve future growth were

identified and the fees were adopted based upon future growth projections, infrastructure needs and infrastructure costs. It is expected that the fee study will be updated within the next two years.

Vacaville's development fees are comparable to other Cities with needs to build infrastructure to serve future development. As of July 2001, typical fees for single-family units range from \$23,398 to \$25,430 for dwellings between 1,000 and 1,400 square feet, and \$24,761 to \$26,791 for dwellings between 1,400 and 2000 square feet. Fees for a typical 2,500 square foot home are between \$26,440 and \$27,281; for a typical 3,000 square foot home are \$27,750; for a 3,500 square foot home are \$28,190. School impact fees are not included in these estimates. Set by State law, the school impact fee is \$1.93 per square foot. This is actually about half of what was collected several years ago, because of changes in State law which limit the amount that can be collected. However, in some instances, developers have agreed to provide further mitigation where school impacts are not fully mitigated by the standard fee.

Fees for apartments are significantly less than for single family development. The River Oaks Apartments, a 312-unit standard apartment project was subject to building and development fees that averaged \$12,746 per unit. This average includes the office and recreation building. For the 120-unit Saratoga Senior Apartments Phase 2, the total building and development fees averaged \$9,153 per unit.

The cost of development fees is a necessary component of new construction. Without adequate development impact fees, the City would be unable to serve future growth with adequate municipal services. These fees can add considerably to the cost of residential development, but these fees are necessary in order to provide municipal services and infrastructure for new development. It should be noted that the City has no control over fees assessed by other local agencies such as the school districts or Solano County.

### **Local Development Standards**

Development standards for Vacaville are set by the Land Use & Development Code and the 1998 California Building Code (CBC), as amended by Ordinance 1618, adopted in 1999. The ordinance includes these specific additions to the CBC: minimum Class B fire rating for wood roofing materials; concrete paving requirements for driveways; and a landscaping requirement for required yards. None of these requirements constitute a significant constraint on housing development. A more detailed discussion regarding zoning standards is provided below. In addition, the Appendix contains the applicable sections from the Land use & Development Code and other City documents. The Land Use & Development Code was completed in 1998 and was written to provide flexibility in applying standards to projects. Through a planned development, the Planning Commission has the ability to permit flexibility in various standards including setbacks, building height, landscaping, parking and design.

#### Analysis of Zoning District Standards

The Vacaville Land Use & Development Code, has established seven categories of residential zoning, all tied to General Plan density ranges. There are also two Overlay Districts related to residential development. The Land Use & Development Code contains the development standards for each district:

Rural Residential (RR):	2.5 to 10 acre minimum parcel sizes
Residential Estate (RE):	.5 to 3 units per acre
Residential Low Density (RL):	3.1 to 5 units per acre
Residential Low-Medium Density (RLM):	5.1 to 8 units per acre
Residential Medium Density (RM):	8.1 to 14 units per acre
Residential High Density (RH):	14.1 to 24 units per acre
Residential Overlay District (RO):	Commercial zoned parcels may be placed in this district, which permits densities allowed in the Medium and High Density districts
Urban High Density Overlay District (RU):	Parcels in the Downtown Commercial district may be placed in this district, which permits mixed use or residential only projects up to 36 units per acre.

Density ranges are further defined through specific lot size suffixes. For example, the Residential Low Density districts permit minimum lot sizes of 5,000 square feet, 6,000 square feet, 8,000 square feet and 10,000 square feet. The RLM, RE and RR zones also have similar suffixes. These districts primarily support single family dwellings. The RM District is a transitional district that supports small lot single family, courthomes, townhouses and attached single family. The RH, RO and RU Districts are intended for higher density multifamily development including apartments, condominiums and mixed use.

Single family districts require front setbacks of between 15 and 50 feet; side yards of between 0 and 30 feet; and rear yards of between 15 and 40 feet. Building heights are limited to between 30 and 40 feet. Parking standards are two enclosed spaces. Garage conversions are permitted.

The RM and RH Districts require 20 foot side, front and rear setbacks. Building height is limited to 40 feet. Parking standards for multifamily dwellings are 1.5 spaces per 1 bedroom unit, 2 spaces for 2 or 3 bedroom units, plus one guest space per every 5 units. One space per units must be covered. The Planning Commission may reduce the parking requirement for senior or subsidized housing. Parking costs can be a significant cost in urban areas with higher land costs where parking structures are needed in order to provide on-site parking for multifamily projects. However, in Vacaville, the cost of providing parking for multifamily projects is not identified as a constraint because land costs are relatively more affordable than in urban areas and parking structures are not required.

The RH and RO Districts, which allow up to 24 units per acre, require a private patio, balcony or yard for all units. A common open space recreational area is required for projects of ten or more units and is to include facilities such as picnic areas, tot lots, sports courts, swimming pools, club rooms and other similar facilities of a size commensurate with the size of the project. Standards for setbacks may be adjusted through a planned development.

The RU District, which allows up to 36 units per acre, is allowed in the Downtown area and requires between 0 and 20 foot side, rear and front yards. Maximum building height is 40 feet, but through a planned development, a 70 height is permitted. One parking space per unit is required per unit, although no parking is required when the upper floor of an existing commercial building is converted to residential use. Private balconies or patios are not required for units built within buildings within the Main Street Historic District.

Infill residential projects are subject to the Infill Standards for Residential Development, which requires infill projects to be compatible in design to adjoining residential uses.

A homeless shelter is permitted with a conditional use permit in the Downtown Commercial, General Commercial and Neighborhood Commercial zoning districts. This is typical of many suburban communities. These commercial districts make up the majority of the City's commercial land area. Homeless shelters are not listed as a permitted use in residential zoning districts. There are no special development standards for a homeless shelter. Such a use is subject to the standards in the applicable commercial zoning district. A 24 – bed homeless shelter, Opportunity House, was approved and built in the Downtown area during the timeframe of the prior Housing Element. There are underutilized commercial lands available for reuse, as well as vacant commercial lands, that could accommodate the development of additional homeless shelters. Homeless shelters are generally best suited close to transit and social service centers. Through the conditional use permit process, the City is able to ensure that a proposed location is best suited for the future clients of the shelter as well as compatible to adjoining uses.

Residential care facilities for the elderly, for persons undergoing alcohol or drug treatment, for the mentally or physically handicapped, and for intermediate care are permitted in all residential zoning districts. Such facilities are typically operated from a single family home and have a capacity of up to six residents. Such facilities often house individuals with low or very-low incomes. They are typically established in existing single family homes and are exempt from local zoning per State laws.

Lodginghouses are permitted in the RM and RH districts.

Community care facilities serving seven or more residents are a conditional use in the RL, RLM, RM, RH, CD, CG, CN, CO and CS districts. These type of facilities typically house elderly individuals or other persons that require assistance and can not live independently. Vacaville has approximately four such facilities including the 120-bed Summerfield House which includes a wing for Alzheimer's patients and was constructed during the timeframe of this Housing Element.

#### Landscaping Standards

Requirements for landscaping varies. Landscaping by developers is not required for single family projects of 3 or fewer units. Front yard and corner lot street side yard landscaping is required to be installed for all units in projects of 4 or more units. Landscaping must comply with the Water Efficient Landscape Requirements which encourage the use of plants which have a low water usage need. A yard tree is typically required in single family districts. For multifamily districts, 20 feet of landscaping is required along street frontages, ten feet is required next to a property line. Parking lots are required to have a shade plan which allows 50 percent of the lot to be shaded within ten years. The impact of the City's landscaping requirements is typical of most suburban cities and is not considered to be a constraint to residential development.

#### Other Development Standards

The Appendix includes copies of standard conditions placed on residential projects, including subdivision standards. These standards are fairly typical and do not pose constraints.

The Residential Design Requirements for New Single Family Development also contain standards for subdivision and single family design. These standards allow private roadways to serve single family development and these roadways can have a 20 foot width with reduced standards such as sidewalks on only one side of the street. There are no adopted residential design requirements for multifamily developments.

#### **Permit Processing Time**

Because most of Vacaville's residential development occurs in large, planned subdivisions, plan-check is fairly straightforward and lengthy delays are not encountered. The City of Vacaville prides itself on excellent customer service and this is evidenced by the timely review of development applications, subdivision maps and building permit requests.

City processing of residential developments is governed by federal, state and local regulations. For residential projects the City must adhere to the State Subdivision Map Act; State Planning, Zoning and Development Law; and the California Environmental Quality Act (CEQA). The timeframes for public review and permit processing outlined in regulations, as well as the regulations the has adopted to implement them, impact the cost and time associated with permit processing and approval. In addition, obtaining environmental clearances from the United States Fish and Wildlife Service (USFWS) is now required for many projects. Because of a federal requirement that the City prepare a Habitat Conservation Plan, development proposals within areas denoted as habitat for the California Red Legged Frog or Vernal Pool Shrimp must receive clearance from USFWS.

In 1992, the City eliminated the Design Review Committee which was a separate appointed body that reviewed most development proposals. Design review is now conducted at the staff level for staff approved projects or by the Planning Commission for projects requiring Planning Commission approval.

The Community Development Department coordinates the City's development review process. The Department's Customer Service Plan (CSP) contains processing timeline standards and is reviewed periodically to see if the standards are being met. The CSP includes the following performance standards for the processing of applications.

#### Planning Entitlements

- |                                 |   |
|---------------------------------|---|
| - Staff approvals               | 30 days from date application is complete |
| - Planning Commission approvals | 40 days from date application is complete |

Final Maps and Improvement Plan Check	
First submittal review	30 days
Subsequent submittal review	20 days
Building Permit Plan Check	
Residential plot plans	10 days
Single family residential	20 days
Multifamily residential	30 days
Building Inspections	
Inspection	same day
Phone Call returns	same day

The Department convenes the Project Review Committee (PRC) on a regular weekly meeting schedule. The members of the PRC are staff from each City department who review development applications. Applicants may request to attend these meetings to get early feedback on preliminary proposals that have not yet been formally submitted. The PRC also reviews applications to determine completeness and to determine whether a project meets City standards and requirements. Through the PRC, projects are reviewed in a efficient manner and any potential issues are identified at an early stage in the development review process.

Saratoga Apartments Phase 1 is a recently constructed apartment project. The project timeline is provided as an example of the City's dedication to processing applications in a timely manner:

Application submittal	August 5, 1998
Application determined complete	August 13, 1998
PRC discusses preliminary conditions	August 27, 1998
PRC identifies final conditions	September 14, 1998
Applicant submits revised plans	September 17, 1998
Planning Commission approval	October 20, 1998
Submittal for plan check	January 29, 1999
Plan check comments sent to builder	February 26, 1999
Resubmittal for plan check	April 21, 1999
Plan check comments sent to builder	May 10, 1999
Submittal of final plan details	May 21, 1999
Builder pays fees and permit is issued	May 25, 1999

The Department allows the concurrent processing of applications. For example, a project requiring a General Plan Amendment, Zone Change and a Planned Development can go through a single review and hearing process. For projects requiring an Environmental Impact Report (EIR), approximately six months can be added to the timeline for a project. EIR's are not typically required for individual residential projects. The City generally relies on area plan EIR's and in some instances a Negative Declaration, which does not require any additional processing time. All recently approved apartment projects required only a Negative Declaration.

In recent years, the City has held informal neighborhood meetings for most development applications. These meetings allow City staff and the builder to identify and resolve neighborhood issues prior to the formal public hearing process, eliminating the risk of a continued public hearing because of new issues that might arise at a public hearing.

## **5.2 NON-GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING**

### **Availability of Urban Services**

The availability of services constitutes a constraint primarily for new growth areas beyond the current City limits. The only remaining large growth areas within the City limits are Lagoon Valley and North Village. North Village, a community of 2,499 units, has significant infrastructure needs, however, there is an assessment district in place to finance the installation of needed improvements and construction is expected to begin within the next two years.

Chapter 5 of the General Plan includes analysis of existing capacity and projected need, and policies to ensure orderly development. Vacaville has water entitlements to provide water for all lands within the current City limits and also recently purchased additional supplies to serve additional growth beyond the existing City limits. Because of differing elevations, pump stations and reservoirs are needed to serve some development areas, such as Lagoon Valley. An expansion to the Easterly Wastewater Treatment Plant is underway and will increase the plant treatment capacity from 10 million gallons per day to 15 million gallons per day. The additional treatment capacity is scheduled to be online in 2003 and will be sufficient to serve growth within the timeframe of this Housing Element and beyond.

### **Land and Construction Costs**

Vacaville has experienced high growth rates in the 1980s and 1990s. However, land, construction and housing costs are lower than in the Bay Area at large. Land prices have increased significantly in recent years as Vacaville has become more developed, the amount of vacant land within the City limits has decreased and there is a greater regional demand on the Vacaville housing market. The cost of improved, serviced land will continue to increase not only because of its relative scarcity, but also because of increased demand as more people and jobs move to the area. It should be noted that there are several areas designated for future residential growth which are not yet within the City limits, however, most of these lands do not have readily available services.

Based on interviews with local developers and real estate brokers specializing in land sales, improved land costs are estimated at between \$50,000 and \$100,000 per lot for 6,000 to 10,000 square foot lots. These figures are for finished lots, ready to build. Land costs have substantially increased from 1990 and are now a major component of housing cost. Land cost is the most variable cost in residential development because it varies considerably depending upon the site.

Local residential construction costs are between \$52 and \$65 per-square-foot, below the Bay Area norm.

### **Cost of Financing**

Although they have remained fairly low in recent years, mortgage interest rates will continue to play a major role in determining the affordability of housing. As of August 2001, average interest rate for a 30 year, fixed rate, conventional loan is 6.91 percent. Table 25 illustrates the potential effect of an interest rate increase from 6.91 to 7.99 (the rate one year prior in August 2000) on housing prices affordable by low- and moderate-income households.

Interest rates and availability of financing in Vacaville are no different than in the region. There are no known areas or income groups that are undeserved for new construction or rehabilitation loans. However, to specifically target lower income households, the City does have available below-market-rate low interest rehabilitation loans for rental and owner-occupied housing for very low-income and low-income households.

A variety of federal, state, and local programs exist to provide homebuyers with below-market-rate mortgages, either by insuring loans, purchasing them on the secondary mortgage market, or making them

directly. The effectiveness of these programs usually depends on their income and sales price ceilings and how competitive market-rate loans are. Generally, when interest rates are low, there is little incentive to use these programs. Interviews with local developers, realtors, and mortgage bankers indicate that Federal Housing Administration, Veteran's Administration, and California Housing Finance Agency (CHFA) loans are being used, but are limited for the most part to townhouses and condominiums. Even for financing the purchase of these units, price limits are too low to allow broad use of the programs. A combination of Mortgage Credit Certificates and below market rate loans funded by the Redevelopment LIHF have assisted over 694 families to purchase their first home.

The 1986 Tax Reform Act reduced the attractiveness of both real estate investment and tax-exempt bond financing by reducing marginal tax rates, lengthening depreciation schedules, eliminating capital gains exemptions, increasing requirements for below-market-rate bond projects, tightening installment sale rules, and generally reducing real estate tax shelters. These factors discouraged some housing construction, especially rental and low income units, causing rents to rise until they approximate the after-tax net profit realized by the investors before the 1986 Tax Reform Act. This was a constraint discussed at great length in 1997 by a focus group invited by the City to discuss constraints to development of multifamily housing. Since then, as the residential market has changed, multifamily development is again profitable for developers and there has been substantial interest in multifamily construction using tax exempt bond financing and tax credits.

**TABLE 25  
MAXIMUM AFFORDABLE PURCHASE PRICE FOR DIFFERENT HOUSEHOLD INCOME RANGES  
AND INTEREST RATES**

Income Category	6.91% APR			7.99% APR		
	Affordable Purchase Price, With 5% Down	Affordable Purchase Price, With 10% Down	Affordable Purchase Price, With 20% Down	Affordable Purchase Price, With 5% Down	Affordable Purchase Price, With 10% Down	Affordable Purchase Price, With 20% Down
Very Low <i>Below \$27,850</i>	Below \$93,188	Below \$97,490	Below \$107,404	Below \$85,194	Below \$89,194	Below \$98,439
Low <i>\$27,850 to \$44,550</i>	Up to \$149,068	Up to \$155,949	Up to \$171,809	Up to 4136,280	Up to \$142,679	Up to \$157,467
Moderate <i>\$44,550 to \$55,700</i>	Up to \$223,653	Up to \$233,976	Up to \$257,771	Up to \$204,466	Up to \$214,067	Up to \$236,254
Above Moderate <i>Above \$66,850</i>	Above \$223,653	Above \$233,976	Above \$257,771	Above \$204,466	Above \$214,067	Above \$236,254

Notes: Assumes a four-person household, paying 30 percent of its annual income for housing, 10 percent of which goes to taxes, insurance, and utilities; 30-year fixed-rate loan; down payment as specified. Loan organization fees (points), title insurance, and other closing costs could add another 3 percent to the down payment and effectively lower the affordable purchase threshold.

Income ranges are shown are based on 2001 income limits for Solano County published by California Department of Housing and Community Development.

Interest rate comparisons are the national averages for August 2000 and August 2001 for 30 year, fixed rate, conventional loans.

### Community Concerns

An additional constraint to housing is community concern over the affect of new development. In recent years, more and more residential development is occurring within infill areas and as a result there is greater community and neighborhood interest regarding proposed projects. There is very often strong neighborhood concern, especially to multifamily projects, regarding the impacts of new development to existing neighborhoods. In an effort to inform the community, as a part of the 1997 Citywide Multifamily Study, the City prepared a report that provided data and documentation that disputed many of the fears that neighbors commonly have in regards to multifamily housing.

Residents also have expressed concern about growth in the community. This has been a common concern voiced in the visioning meetings during past months. Although affordable housing is also a common concern, many residents want to maintain a “small-town” community character. In the near future, it is expected that the City will initiate a comprehensive General Plan update and as part of that process decisions will be made regarding the location and type of growth for areas beyond the current City limits.

### **5.3 RESIDENTIAL LAND INVENTORY**

In order to evaluate the residential land inventory as required by State Housing Element law, it is necessary to analyze only those lands that have developed or are potentially developable from 1999 through 2006. Therefore, the analysis in this section is based upon lands that are within the City limits and lands designated for near term annexation in the Comprehensive Annexation Plan (CAP) that have development potential within this time frame.

The City maintains a land use database which includes a detailed inventory of existing development and future development that can be accommodated on vacant lands. There are 6,290 additional units that can be accommodated on vacant lands within the City limits. There are an additional 5,500 units that can be accommodated on lands designated in the General Plan for residential growth that are not yet annexed to the City. 1,077 of these additional units are designated as near-term annexation areas and potentially available for development within the timeframe of this Housing Element, however, only lands for 382 units are rezoned and are assured for development prior to 2006.

Table 26 provides a detailed summary of the acreage of land available within each of the density ranges in the General Plan. All of these lands have residential zoning designations consistent with the General Plan land use designation. They are within the City limits and municipal services are already in place to serve development, are available to be extended or in some instances are pending construction. Most residential development that remains within the City is considered infill development with readily available municipal infrastructure and services, with the exception of the North Village Specific Plan Area and the Lower Lagoon Valley Policy Plan Areas, both of which are pending development.

A large portion of the inventory is within the North Village Specific Plan, which is subject to a development agreement. The 820-unit first phase of the 2,499-unit North Village Specific Plan is going through the development review process (as of July 2001) and includes 262 low density single family units, 330 medium density units and 228 multifamily units. The density of the 228-unit multifamily site in North Village is 22 units per acre. It should be noted that the development agreement was recently amended to increase the density for this site from 17 to 22 units per acre. There is also a 15 acre multifamily site in a subsequent phase, approved for a density of 17 units per acre. Construction of the first phase of North Village is expected in 2002 and the development agreement allows up to 450 units per year to be constructed within North Village

The only other active development agreement for residential development is for the Alamo Place subdivision, which was annexed in 2002. Alamo Place has been approved for a 265-unit single family subdivision. The developer of Alamo Place has donated to the City the 8.4 acre parcel to be developed for military housing, and can accommodate 117 medium density units.

There are two pending annexation areas listed within Table 26. These areas, Alamo Place and a 8.4 acre site that will be donated to the City for military housing, have now been annexed to the City. The table does not include lands outside the City limits that have not been rezoned.

The General Plan also identifies additional residential growth areas. As of June 2003, two of these areas, the Rice-McMurtry Area and the Southtown Area, are going through the environment and development review process. However, because none of the growth areas are rezoned, they are not included in the City’s residential land inventory for purposes of meeting the Housing Element inventory standards. The inventory in Table 26 intentionally does not include these areas, although it is possible that development in one or more of these areas might occur within the timeframe of this Housing Element.

Table 26 summarizes the vacant lands for single family and multifamily densities. The number of units is based upon approved projects or development agreements where applicable. For sites without development approvals, the number of units was determined by the developable acreage and the midpoint of the General Plan land use designation. The basis for using the midpoint of the density range is consistent with assumptions in the Land Use Element of the Vacaville General Plan ( Section 1.1). The General Plan uses the midpoint of each density range as the basis for determining the population holding capacity. The Land Use Element notes that a density of any specific site may be greater or less than the midpoint. The Residential Development Standards within the Land Use & Development Code also have provisions regarding minimum density. These provisions allow the density of a residential project to be no less than ten-percent below the bottom of a density range, and only if the City Council makes a finding that there are unusual site conditions that constrain development within the General Plan density range.

The inventory shows that there are adequate vacant lands to accommodate the remaining housing need for 1999 to 2006 as determined by ABAG and shown in Table 24. Table 24 indicates that the remaining need for very-low and low income units is 1,699 units. These units are typically higher density units and Table 20 provides examples of affordable projects constructed in the RH district. The vacant lands inventory in Table 26 indicates that there are 177 acres zoned for high density, which can accommodate 2,408 units. The inventory also notes that there is a potential for the construction of 105 urban high density units within the Downtown area, although these are not included in the inventory because lands are not rezoned for this density. This inventory exceeds the acres needed to accommodate 1,699 high density units. In regards to moderate income households, Table 15 indicates that there are small lot single family subdivisions with models that are affordable for moderate income households. The vacant lands inventory indicates that there is a potential for construction of 1,030 units in the RLMD district and 783 units in the RMD District, which would accommodate small lot single family, cluster home and townhouse type development. In conclusion, the total remaining housing need of 3,205 units which is indicated in Table 24 can easily be met by the inventory of 1,568 vacant acres of residential land which can accommodate 7,613 units.

In addition to sufficient developable vacant residential land to accommodate meeting housing needs, the City has adopted several policies to encourage the development of affordable housing and to assist families with very low, low and moderate income households. Incentives for developers include density bonuses, exemption from the Planned Growth Ordinance, and in particular situations, streamlined processing and reductions in design and infrastructure standards (e.g. reduced parking requirements, reduced street widths). Strategies to assist households include assisting families with rental assistance through the Housing Choice rental assistance program, city issued bond programs, and working to preserve at-risk units. Further assistance is provided to first time homebuyers through programs such as the Mortgage Credit Certificate Program and the Single Family Mortgage Revenue Bond Program, Rent-To-Own Program, and/or the locally funded loan program for first time homebuyers. These strategies are explained in more detail in the Housing Program (Chapter 7) of the Housing Element.

The analysis contained in Table 20 demonstrates the affordability of housing in the High Density category to very low, low and moderate income households. Several rental projects were identified along with the unit types and rents. These include projects were constructed between the late 1980s and 2000 and represent a variety of high density, large rental projects. Using HUD-established affordability guidelines of no more than 30 percent of household income for housing costs, it was found that brand new housing multifamily units without income restrictions in the high density range are generally affordable to above moderate income households. Newer market rate complexes tend to be more upscale and have much higher rents than older units. However, there are examples where recently constructed multifamily units are affordable to very low income households through income restrictions.

New construction does not typically provide affordable units to very low income households. Without some type of subsidy, it is difficult for the market to accommodate very low income units. As an example, the Saratoga Apartments, a senior restricted apartment complex offers rents affordable to very low and low income households, with a portion of the units affordable to households earning less than 30-percent of the median income. All of the units have affordability restrictions. This project was assisted by the City's Redevelopment Agency.

Lincoln Corner, 134-unit apartment project is going through the development review process (as of July 2001). Lincoln Corner will have affordability restrictions and serve low income families, and is also receiving assistance from the Vacaville Redevelopment Agency . .

Although new construction is not expected to fully address the needs of very low and low income households, Vacaville has been very successful in providing very low income housing units. Through rehabilitation of existing units, the City expects to add 50 units of very low income units per year. In addition, Vacaville has a very large supply of older apartment units which typically help provide for lower income households.

The provision of density bonuses and other incentives and/or subsidies will further contribute to affordability of housing for the needs of low and very low income households. The Housing Element has many policies in Chapter 7 to promote the private sector construction of affordable units for very low income households.

The General Plan incorporates a land use designation, Urban High Density, which is designated for the downtown area. This designation allows a very high density (up to 36 units per acre) in the downtown area where dwellings will be in close proximity to shopping and services, an important factor for lower income households. However, sites for this land use would require redevelopment of existing properties.

The City has incorporated the State laws regarding density bonuses into the Land Use & Development Code. There are several projects which used this incentive in the past. The Autumn Leaves 56 unit seniors apartment complex was granted a density bonus in order to allow a density of 38.9 units per acre. A 3 unit apartment complex on West Street was granted a density bonus which resulted in a density of 33 units per acre. The Saratoga Apartments were granted a density bonus to build at 24 units per acre. It is hoped that multifamily projects will continue to utilize this process in the future as well. This will further ensure that projected housing needs for lower income levels will be met.

The General Plan designates specific sites for manufactured housing parks at densities of 6.1 to 10 units per acre. These sites will provide another opportunity for a more affordable type of housing. Plan policies allow these sites to be for other types of affordable housing, provided that the developer ensures that units are affordable to moderate income households. However, these sites are all within outlying development areas which are not yet within the City limits and are not included within the inventory in Table 26.

**TABLE 26**  
**INVENTORY OF DEVELOPABLE VACANT RESIDENTIAL LAND**  
**JUNE 2001 (Updated June 2003 to reflect zoning actions post-June 2001)**

Zoning/ Land Use Category	Density Range	Within City Limits <sup>1</sup>		Pending Annexation <sup>2</sup>		Total	
		Vacant Acres	Potential Units	Vacant Acres	Potential Units	Total Acres	Total Units
RLMD	5.1-8 units/acre	157	1,030			157	1,030
RLD	3.1-5 units/acre	551	2,229	64	265	615	2,494
RE	.5-3 units/acre	509	891			509	891
RR	.1-.4 units/acre	28	7			28	7
RMD <sup>5</sup>	8.1-14 units/acre	74	666	8	117	82	783
RHD <sup>5</sup>	14.1-24 units/acre	177	2,408			177	2,408
RUHD	24-36 units/acre	0	0 <sup>4</sup>			0	0
TOTAL		1,496	7,231	72	382	1,568	7,613

<sup>1</sup> As noted in the text of this chapter, all lands within the City limits and included in this inventory have a residential zoning. Infrastructure is readily available to all parcels within the City.

<sup>2</sup> As noted in the text of this chapter, there are two sites outside the limits that have been rezoned and are pending annexation. As of June 2003, these sites have been annexed to the City.

<sup>3</sup> The inventory of RH lands includes 12 sites that can yield between 52 and 580 units per site. All of the RH zoned sites have flat topography.

<sup>5</sup> The RUHD District is a mixed use district for the Downtown area. Housing Program Policy 7.1 – I 4 requires the Planning Commission to identify potential sites for this use. As of December 2001, there are no sites with a RUHD zoning designation and zero of these units are included in the inventory.

<sup>6</sup> The Appendix contains a detailed inventory of RMD and RHD sites, including location, size and potential units for each site.

## 5.4 ENERGY CONSERVATION

Vacaville has utilized opportunities for energy conservation and policies in the General Plan call for expanding other opportunities:

- All new developments must meet State energy requirements including dual-pane windows and insulation. This contributes to lower utility bills for affordable units.
- The General Plan allows "Residential Urban High Density" units at 36 units per acre in the downtown core area. Higher densities can make more efficient use of land and also result in lower costs per unit.
- The City has adopted a reduced width street standard which can be utilized in residential areas. The reduced street width results in lower infrastructure costs which in turn results in lower housing costs.
- The City, through the Office of Housing and Redevelopment, provides low-interest rehabilitation loans to low- and very-low-income households for purposes of weatherization.

## CHAPTER 6

### EVALUATION OF THE 1990 VACAVILLE HOUSING ELEMENT

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Between January 1988 and December 1999, Vacaville added a total of 8,345 residential dwelling units, based on building permits issued for new construction. This included 7,563 single-family homes and 782 multifamily units. It should be noted that the original timeframe of the Housing Element was 1988 through 1995, however, State law extended the timeframe through 1999. The total units produced from during the timeframe exceeded the City's total need of 4,597 as determined by ABAG. The majority of these units were in the above moderate price range, although in some of the subdivisions, there were models with small floor plans that were affordable to moderate income households. Although the goals for new construction for Very Low and Low Income households were not met, 316 units were constructed during a period which was not favorable for new construction of rental units for any price range. During much of the period, apartment vacancy rates were between 3% to 4%, and rents were stable with small annual increases. With the exception of units developed by one private developer, Terra Nova, the only housing units developed for very low and low income households were developed with Federal, State, and local government assistance. It is anticipated that there may be more interest in developing rental housing in the near future, as evidenced by apartment construction during the past two years. The positive side of rent increases and a strong housing market is that they encourage the development of new rental housing, and new development relieves vacancy pressures for tenants. This has been evident in the last two years as apartments have been constructed for the first time since the 1980s, and the vacancy rate rose slightly from .96% in 1999 to 1.6% in 2000. The rate of rent increases is expected to slow down.

As shown on Table 27 and 28, during the reporting period, 819 units were acquired and/or rehabilitated, including 799 units for very low and low income households. Although the acquired/rehabilitated units did not add to the overall inventory of units, they did have a significant impact on the inventory of units with long-term affordability restrictions for low and very-low income households. It should be noted that 575 units, approximately 68% of the newly constructed and rehabilitated units for the Low Income category (50% to 80% of median), were restricted for households with incomes below 60%, the low end of the range. Two affordable housing developers, Vacaville Community Housing and Bay Development, acquired 390 apartments. The apartments were in substandard condition and required substantial rehabilitation. Because at the time of acquisition the rental market was stagnant with vacancy between 3% and 5%, and rents increasing less than 3% each year, the acquisition prices were favorable. At first the restricted rents that were charged were 5%-10% below market. Now, however, as market rates have escalated, the restricted rents are 25%-30% below market. The acquisition/rehabilitation efforts are having an ever increasing impact on affordable housing.

A total of 555 units were conserved/preserved through new Federal rental assistance Housing Choice Vouchers (449 units) and preserving units that re-financed with extended affordability rather than opt-out of their affordability requirements (106 units). In addition, loans were provided to develop a 24-bed homeless shelter and assistance was provided to establish an agency to operate the facility.

Table 27 provides a summary of the number of units achieved during the period January 1, 1988 through December 31, 1999. It should be noted again that per State legislation, the timeframe for the previous Housing Element was extended from 1995 to 1999. Therefore, at the direction of California Department of Housing and Community Development staff, units constructed from 1995 through 1999 go towards meeting the goals of the previous Housing Element.

During the timeframe of the previous Housing Element, the City conducted several housing studies that provided a public forum for discussing housing affordability issues as well as local constraints on the production of housing. These included the 1992 "Housing Opportunities Report," which outlined housing issues and identified policy changes which were subsequently adopted by the City Council such as the creation of the Residential Overlay District. In 1997, the Planning Commission held numerous public meetings to discuss the

Citywide Multifamily Study. A focus group of housing advocates and builders identified actions for the City to take to encourage the production of multifamily housing. These included an increase in the density range for high density projects. In October 2000, the “Housing Affordability in Vacaville” report was prepared and was a first step in the update of the Housing Element. The report identified potential policies and programs for consideration in the Housing Element update process.

**TABLE 27**  
**PROGRESS MADE IN MEETING HOUSING NEED FOR PREVIOUS HOUSING ELEMENT**

	<b>Very Low Income (Less than 50% of Median)</b>	<b>Low Income (50 to 80% of Median)</b>	<b>Moderate Income (80 to 120% of Median)</b>	<b>Above Moderate Income (Over 120% of Median)</b>	<b>Total</b>
Housing Need, 1988 – 1995 (extended to 1999)	1,057	781	1,057	1,702	4,597
New construction 1988 – 1999	78 <sup>1</sup>	238 <sup>2, 3</sup>	1,225	6,946	8,487
Additional units Acquired and/or rehabilitated	186	613 <sup>3</sup>	20	-	819
Additional units conserved/preserved	449	106	-	-	555

<sup>1</sup> These include Saratoga Apartments Phase 1 (20 units); Habitat for Humanity houses (2 units); Autumn Leaves Apartments (56 units). All of these units are restricted to very low income households.

<sup>2</sup> These include Saratoga Apartments Phase 1 (88 units); apartments constructed with 1986 multifamily mortgage revenue bond financing (150 units).

<sup>3</sup> Approximately 68% of these units (575 of 851 units) in the Low Income Category (50%-80% of median) were restricted to households with incomes below 60% median.

A more detailed review of the 1990 element follows, including Table 28 which provides a specific program listing of goals and units achieved.

**TABLE 28  
VACAVILLE QUANTIFIED AFFORDABLE HOUSING GOALS AND PROGRESS IN MEETING GOALS  
1990 to 1995 (extended through 1999)**

Program (Policy)	Units Affordable To Income Ranges Over 5-year Timeframe							
	Very Low Income Goal	Income Actual	Low Income Goal	Income Actual	Moderate Income Goal	Income Actual	Above Mod. Income Goal	Income Actual
<b>Construction and Acquisition</b>								
New construction,	1,057	78	781	238	1,057	1,225	1,702	6,946
Housing Opportunity Areas/Density Bonus	0		50	56	50			
Incentives/Innovative Housing	75		145		175	312		
Support Non-Profit Agencies / Redevelopment LMIH Fund (7.1 I 5 and 8)	275	119	200	437*	175	0		
Mortgage Revenue Bonds and Tax Credits (7.1 I 10)	0	46	0	204	100	791		
<b>Rehabilitation and Conservation</b>								
Below-Market-Rate Rehabilitation Loans (7.2-I1)	280	186	70	613**	0	20		
<b>Housing Assistance</b>								
Housing Support Services Program (7.3 I 1)		9280		2320				
Emergency Housing (Rent) Program (7.3.-I2)	150	1000	0		0			
Section 8 Certificates and Vouchers (7.3-I3)	250	449	0		0			
Mortgage Subsidies (7.3-I4, I5)	0	23	0	174	100	517		
Provide Emergency Shelter (7.1-I9)	50	11,491***	0		0			

- \*Of the 437 new construction units, all are restricted to households with incomes less than 60 percent of median
- \*\* Of the 613 rehabilitated units, 487 are restricted to households with incomes less than 60 percent of median.
- \*\*\* Includes 7,884 bed nights at the Opportunity House and 3,607 emergency vouchers

## 7.1 CONSTRUCTION AND ACQUISITION

### Guiding Policies

- 7.1-G 1** Ensure a supply of housing of differing type, size, and affordability in order to meet Vacaville's housing needs.
- 7.1-G 2** In conjunction with policies in the Land Use section of the Vacaville General Plan, ensure that an adequate supply of developable land is available to meet Vacaville's housing need, particularly for affordable housing.
- 7.1-G 3** Remove constraints to the production and availability of housing to the extent consistent with other General Plan policies.
- 7.1-G 4** Ensure the development and availability of housing appropriate for special needs groups.
- 7.1-G 5** Establish development and construction standards that encourage energy conservation in residential areas.
- 7.1-G 6** Aggressively participate in all programs, state and federal, private and public, suitable for maintaining and increasing the supply of affordable housing.

### Implementing Policies

- 7.1-I 1** Continue to use Housing Opportunity Areas to grant density bonuses above the State-mandated minimum in return for an increased share of affordable units. Reevaluate specific requirements and income limits and revise in accordance with State law. Also see policy 7.1.-I2.

Implementation: In conjunction with adopting regulations pursuant to policy 7.1.-I2, reevaluate HOA's and revise density bonus regulations in accordance with State Law. The Planning and Community Services Commission will consider by June 1992.

*Implementation Update: In 1995, the Density Bonus section of the Land Use & Development was adopted, replacing the previous provisions for "Housing Opportunity Areas." The new Density Bonus section is consistent with State Law provisions related to the granting of a density bonus. In addition, it allows further incentives. An additional 25 percent density bonus may be granted for projects with further affordability.*

*The Autumn Leaves senior apartment project (56 units) was granted a density bonus.*

- 7.1-I 2** Amend or adopt regulations to grant incentives for developments with affordable housing. A comprehensive incentive program shall be formulated in the near-term by the Planning Commission, in consultation with the Housing and Redevelopment Commission, and shall specifically identify incentives, including but not limited to targeting specific income groups and setting design standards for affordable housing.

Implementation: Community Development Department staff will prepare a Housing Opportunity report to examine incentives for developments with affordable housing. The Planning Commission and Housing and Redevelopment Commission will review the report and make recommendations for implementation by June 1993.

*Implementation Update: The Housing Opportunity Report was prepared in 1992. As result of that report, several actions were taken to implement the recommendations in the report, including: adoption of standards for medium density projects to encourage medium density projects such as courthome; creation of the Residential Overlay Zoning District which allows apartments to be built on vacant commercial lands, giving property owners a second land use option on their property; and adoption of the Density Bonus section of the Land Use & Development Code. In addition, the Planned Growth Ordinance was amended to exempt affordable projects from the building permit allocation process. The Land Use & Development Code also allows senior restricted apartment projects to be eligible for reduced parking standards.*

*In 1996, the Apartments Prohibited zoning overlay district and General Plan designation was abolished. Created in the 1980s, this overlay district had been placed on several vacant residential properties.*

*In 1994, the Residential Overlay zoning district was created. This district was created to encourage the construction of multifamily units during a downturn in multifamily construction. At the time, there were many vacant commercial sites, which were identified as potential multifamily sites. Property owners were unwilling to rezone properties to a “lesser use,” however, the new policy created a potential secondary land use option for many property owners. Several projects have been approved as a result of this policy, including the 312 unit River Oaks apartments which was constructed in the timeframe of the prior Housing Element.*

**7.1-I 3**

Amend the Planned Growth Ordinance to provide exemptions for the construction of dwellings affordable to very low, low and moderate income households. An exemption will allow a project to go through the building permit process without first applying for a reservation. The number of units exempted in each income category shall not exceed the housing needs as determined by ABAG.

Implementation: The Planned Growth Ordinance was adopted in September 1991 and exempts affordable projects that are publicly subsidized or below market rate, as well as senior and handicapped residential projects, from going through the permit reservation process. The ordinance will be amended by June 1993 to allow exemptions for all affordable units.

*Implementation Update: The Planned Growth Ordinance was completely revised in 2000. Projects with all affordable units for low and/or very low income units are exempt from the building permit allocation process and can proceed with building permit issuance at any time after project approval. The ordinance also has provisions that allow a project to be granted allocations outside of the normal process if there is adequate public infrastructure and a public benefit. Under this provision, the City has granted special allocations to several projects, including two large market rate apartment projects of 312 and 208 units and several senior restricted apartment projects.*

**7.1-I 4**

Encourage innovative housing, including mobile and manufactured homes, shared and congregate housing, and second units, by adopting regulations allowing placement in residential areas by right or use permit and by helping sponsoring organizations obtain federal and state funds and committing local funds where necessary and appropriate.

Implementation: The Planning and Community Services Commission will consider by June 1992.

*Implementation Update: Several community care facilities were built during the 1990s. These include the Summerfield Assisted Living Facility. The second unit ordinance was updated in 1995 and brought into conformance with State law. The maximum size restrictions were revised to allow larger units. Second units are approved administratively. In 1996, the Manufactured Housing Park zoning district was added to the Land use and Development Code.*

**7.1-I 5** Support the efforts of non-profit agencies to provide affordable housing and other housing-related services.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

*Implementation Status: The City assisted in the formation of Vacaville Community Housing in November 1989 and has continued to support its efforts to increase and preserve the supply of affordable housing. Through VCH, 325 apartments were acquired, rehabilitated and put back on the market with permanent affordability restrictions for low income households. The City, through the Redevelopment Agency, also assisted Bay Development in the acquisition and rehabilitation of 158 units which are affordable to very low income households. The City, through the Redevelopment Agency, has also assisted St. Anton Partners in the construction of 228 apartments for low-income seniors, The City has assisted Habitat for Humanity in the development of two ownership units for lower-income households. The City also assisted in the formation of the Vacaville Social Services Corporation, which operates Opportunity House, a homeless shelter, and provides a transitional housing program. Furthermore, the City provides administrative assistance for the Vacaville Community Welfare Association's emergency housing voucher program. Ongoing support includes the use of City and redevelopment agency funds, assistance finding and acquiring sites, and technical aid.*

**7.1-I 6** Set specific standards for senior and multifamily housing regarding density, design, parking, access, and open space.

Implementation: The update to the Zoning Ordinance will be initiated in January 1993 and will include these standards.

*Implementation Status: In 1996, the Residential District standards, including those for the Medium Density and High Density districts. A new Urban High Density district was created, allowing up to 36 units per acre. The Urban High Density district was created to implement a new land use category in the 1990 General Plan. Parking standards were revised in 1997 and allow the Planning Commission to reduce the number of parking spaces for senior or special purpose housing. In 1997, following the Citywide Multifamily Study, the high end of the density range for Residential High Density was increased from 20 to 24 units per acre.*

**7.1-I 7** Provide for emergency and transitional shelter by investigating appropriate permanent funding, creating a working group of local service providers charged with establishing a program and finding appropriate sites, and prescribing regulations for such shelters, including where they are to be allowed as of right and with use permits, and what conditions may be imposed. Amend Zoning Ordinance to allow in specific zoning districts, by use permit, emergency and transitional shelter housing.

Implementation: The Planning Commission will consider by June 1992.

*Implementation Status: Social service facilities, including emergency shelters, were added as a conditional use in the CD, CG and CN zoning districts. Transitional housing for alcohol and drug treatment, elderly, or mentally and physically handicapped persons is a permitted use in most residential zoning districts, provided the facilities serve six or fewer persons.*

*In 1992, the City and the Redevelopment Agency assisted through the provision of staffing and funding to acquire and rehabilitate a former single family home into Opportunity House, a new 24 bed emergency shelter. The City also assisted in the formation of the Vacaville Social Services Corporation (VSSC), which operates Opportunity House. VSSC was assisted by the City in developing and securing funding and partners in a scattered site transitional housing program which serves 6 to 10 families per year.*

**7.1-I 8** Continue to carry out the 5 Year Implementation Plan for the use of redevelopment agency Low- and Moderate-Income Housing Funds (LMIHF) for assisting in the construction of affordable housing, the rehabilitation of existing affordable housing and other identified means of expanding the stock of affordable housing.

Implementation: This is an ongoing effort of the Office of Housing and Redevelopment as part of its Redevelopment efforts.

*Implementation Status: Implementation Plans were prepared for the periods July 1, 1994 through June 30, 1999 and July 1, 1999 through June 30, 2004. The purpose of the Plan is to review the progress made during the previous period, state the goals and objectives and how expenditures will eliminate blight, the specific programs, potential projects, and estimated expenditures, and the implementation of low and moderate income housing set-aside and housing production requirements. The goals in the Implementation Plan for 1999 through 2004 are incorporated into this Housing Element in Chapter 7.*

*The Low Income Housing Funds (LIHF) are generated through the State mandated requirement to set-aside 20% of the funds generated through tax increment in Redevelopment Areas to expand and conserve the supply of affordable housing. During the reporting period, the LIHF grew from approximately \$675,000 in 1988 to approximately \$2.8 million in 1999. The total generated during the period was approximately \$18 million. These funds were used to newly construct 316 units with affordability restrictions for very low and low income households, acquire and rehabilitate 528 units with restrictions for very low and low income households, and rehabilitate 291 rental units and owner-occupied homes for very low, low and moderate income households; and assist 694 households to buy their first homes. In addition, the funds were used to develop a shelter for the homeless; to provide a wide variety of housing support services including housing counseling, administer emergency vouchers, reverse mortgage assistance, and fair housing activities; and to coordinate with other local entities providing a wide spectrum of housing, health, education, transportation, recreation, and social services.*

**7.1-I 9** Apply to participate in mortgage-revenue-bond programs that provide tax exempt low-cost financing to developers of projects making a portion of units affordable. Apply for mortgage-revenue-bond programs when the housing market is favorable for such a program.

Implementation: This program is ongoing, contingent upon the market being favorable. The Office of Housing and Redevelopment will be responsible for the ongoing review of feasibility and be responsible for applying to a mortgage-revenue-bond program.

*Implementation Status: The Redevelopment Agency was instrumental in issuing tax-exempt bonds for the financing and refinancing of loans to Vacaville Community Housing to acquire and rehabilitate 298 rental units. All of the units are affordable for households with low incomes, and 30 units are affordable to households with very, very low incomes (below 30% of the local area median income).*

*The nature of the single family bond program has changed to the point where Vacaville was eligible for less than 10 mortgage credit certificates each year. Through the California Rural Gold Program, it became possible to leverage the small allocations of MCCs into a larger pool of first time homebuyer mortgages. As a result 20 households, rather than less than 10, have been assisted in purchasing their first homes.*

**7.1-I 10** Assist non-profit housing corporations, which develop low income housing projects in Vacaville, to apply for Low-Income Housing Tax Credits.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment

*Implementation Status: The Office of Housing and Redevelopment assisted two affordable housing developers, St. Anton Partners and Bay Development to utilize tax-exempt bonds and tax credits. St. Anton Partners used this financing to develop 228 units. Bay Development used this financing to develop 131 units.*

- 7.1-I 11** Continue to apply for federal and state housing program funds as available to continue and expand affordable housing programs. These programs include the HUD rental housing assistance program, the HUD Community Development Block Grant (CDBG) program and the HUD Home Investment Partnerships (HOME) program to be administered by HCD which is ongoing. The City will continue to pursue housing programs which may become available, such as the Mortgage Credit Certificate and Mortgage Revenue Bond programs if they are reauthorized by Congress and new programs which may be offered by the Federal or State governments.

Implementation: This is an ongoing activity by the Office of Housing and Redevelopment.

*Implementation Status: Funding for the Section 8 Rental Assistance Program increased from 443 to 892 units. This represents a 101% increase in the number of households that could be assisted. CDBG moneys have been fairly consistent over the past years, as the City is an entitlement community. CDBG moneys are used as “glue” money to continue and expand the City’s affordable housing programs. The City has consistently applied for HOME moneys, resulting in \$6 million that have been used in preserving affordable housing. Other affordable housing funds the City has secured, or been a partner in securing include:*

*Family Self-Sufficiency  
Housing Counseling  
Youthbuild  
Safe Neighborhoods  
Workforce Investment Act  
Family Resource Center  
McKinney Continuum of Care  
Emergency Housing Assistance*

- 7.1-I 12** Continue to enforce California Title 24 energy requirements and encourage development and construction standards that promote energy conservation.

Implementation: This is ongoing and enforced by the Building Division. The Office of Housing and Redevelopment provides rehabilitation loans for weatherization on an ongoing basis.

*Implementation Status: The Office of Housing and Redevelopment has provided loans for the rehabilitation of 306 single family units, including weatherization improvements. Weatherization measures are also generally installed during multi-family rehabilitation. During this time period, 528 rental housing units were rehabilitated using local funds.*

## **7.2 REHABILITATION AND CONSERVATION**

### **Guiding Policies**

- 7.2-G 1** Maintain Vacaville's housing stock in sound condition.
- 7.2-G 2** Preserve and protect historical and architectural resources.
- 7.2-G 3** Take action to preserve existing housing and neighborhoods.

- 7.2-G 4 Maintain the total number of affordable units, present and future, at price levels affordable to the intended income groups.

### Implementing Policies

- 7.2-I 1 Continue to operate and expand below-market-rate loan programs for the rehabilitation of housing occupied by lower-income owners and renters.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

*The Office of Housing and Redevelopment provides a variety of low cost loans for rehabilitating affordable housing units. Between 1990 and 1999, programs include United States Department of Housing (HUD) Rental Rehabilitation, the HOME Program, and the local Neighborhood Conservation Program (NCP), which is funded in part through redevelopment LMIFH money. Federal Community Development Block Grants (CDBG) help pay administrative costs for these programs.*

*Implementation Status: During the reporting period, 76 single family (owner-occupied) and 616 rental units were rehabilitated with low-cost loans provided by the City. Of the 758 total units rehabilitated, 528 had affordability restrictions.*

- 7.2-I 2 Continue to enforce the Condominium Conversion Ordinance.

Implementation: The Office of Housing and Redevelopment conducts an annual rental survey. On an ongoing basis the Planning Division enforces the Condominium Conversion Ordinance.

*Implementation Status: Passed in 1982, this ordinance states that no applications for conversion from apartments to condominiums will be accepted if the apartment vacancy rate is below three percent. The ordinance was revised in 1998 as part of the update to the Land use and Development Code. The apartment survey is now done once annually, each October. No conversions were approved during the 1990s.*

- 7.2-I 3 Establish a Neighborhood Preservation Ordinance to encourage property maintenance and upgrading by setting minimum standards necessary to prevent blighting and setting up a mechanism for enforcement.

Implementation: The City Council will consider this by June 1992. Enforcement will be through the City Manager's Office.

*Implementation Status: The City Council adopted, and subsequently modified an ordinance to encourage property maintenance and to promote improved quality of life in Vacaville's communities. This ordinance is enforced by the Office of Housing and Redevelopment. The office receives approximately 2,000 calls per year regarding the ordinance. The City established the Neighborhood Team (a multi-disciplinary approach) to respond to concerns about and take action to reverse neighborhood decline. Some of the Neighborhood-Teams activities have included coordinating with public safety efforts such as Neighborhood Watch, Neighborhood Forums, Neighborhood Clean Up and Spruce Up Days, and installation of landscaping and entryway features.*

- 7.2-I 4 Adopt appropriate measures to ensure the long-term affordability of units produced by local housing programs.

Implementation: As part of the regulations to be adopted pursuant to Policy 7.1-I2, the Planning Commission and Housing and Redevelopment Commission will consider by June 1992.

*Implementation Status: As part of the program design, below market rent loans are made to owner-investors who are willing to enter into long term affordability agreements. The terms of these agreements are generally 30 years or longer. A total of 844 housing units have long term affordability agreements. Of these, 316 were newly constructed units. The balance, or 528 rental units were previously market rate, but now are affordable. In addition, the vast majority of these 844 units were either constructed or rehabilitated by non-profit entities, which are committed to ensuring the units are affordable for perpetuity.*

- 7.2-I 5** Assist in maintaining the affordability of units produced through federal and state programs by working with appropriate organizations to identify units which may convert to market-rate units.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

*Implementation Status: A nation-wide affordable housing crisis has emerged over the last few years: namely, contracts to keep units and projects affordable are reaching term. While this has first come to a forefront with projects built with federal assistance, maintaining the affordability of assisted units, whether federal, state or locally funded, is a challenge that all jurisdictions must meet.*

*In recognition of this, a 1989 amendment to California Government Code Section 65583(a) requires local jurisdictions, by amendment to their housing elements, to analyze existing housing developments that may convert to market rate units within the next ten years, provide a detailed listing of all such projects, a listing of all bodies that have the capacity to take over such projects and maintain their affordability, and an analysis of available federal, state and local resources for that purpose. This has been done with an amendment to the Housing Element in December 1992 which can be found in Chapter 3, Section 3.A, "Preserving Below-Market Rate Housing." The section includes an inventory of units at risk, the degree of risk, cost analysis of preserving the units, resources for preservation and the local government response.*

*Due to market conditions (high market rents, low vacancy) the owners of the Spring Glenn, Vacaville Parks, and Aegean Apartments (a total of 102 Section 8 rental assisted units) converted to market rate. Providing the level of economic incentives needed to preserve the units was not feasible. The US Department of Housing and Urban Development requested that the Vacaville Housing Authority administer 102 Section 8 vouchers to assist those lower-income households who resided in the complexes converting to market rate. As part of the conversion process, housing authority staff provided additional support and assistance to assure that all affected households had the ability to remain or relocate based on their individual circumstances.*

*Quail Run and the Sycamores refinanced during this time period and the affordability was extended to 2018 and 2029, respectively.*

## **7.3 HOUSEHOLD ASSISTANCE**

### **Guiding Policies**

- 7.3-G 1** Promote equal housing opportunity for all citizens.
- 7.3-G 2** Attempt to provide direct assistance to households in need of housing.

### **Implementing Policies**

**7.3-I 1**

Work to ensure that individuals seeking housing in Vacaville are not discriminated against on the basis of age, sex, family structure, national origin, or other arbitrary factors.

Implementation: This is an ongoing Housing Counseling Program by the Office of Housing and Redevelopment. If unused, the Office of Housing and Redevelopment assists renters in filing complaints to appropriate agencies.

*Implementation Status: Equal access to housing is protected by state and federal law. Discrimination on the basis of race, ethnic or national origin, religion or marital status is prohibited by the federal Civil Rights Act of 1968 and by Section 53 of the California Unruh Civil Rights Act. The federal Fair Housing Amendments Act of 1988 prohibits discrimination based on handicap and familial status. The Rumford Fair Housing Law (part of the California Fair Employment and Housing Act of 1980) also protects an individual's access to housing.*

*The California Supreme Court ruled that discrimination against children in housing is prohibited under the Unruh Civil Rights Act in its decision, Marina Pt. Ltd. v. Wolfson, (1982) 30 Cal.3d 721. The Fair Housing Amendments Act also prohibits discrimination against children. Mobile home parks and other developments designed specifically for seniors or handicapped are exempt from these provisions against child discrimination.*

*The City of Vacaville actively promotes fair housing opportunities through its Housing Counseling Program, various financial assistance initiatives, and affordable housing/neighborhood revitalization programs.*

*The City's existing Housing Counseling Program which provided information and referral to landlords, tenants, homeowners and homeless people on a wide variety of topics including landlord/tenant disputes, finding and securing houses, and housing discrimination (including referral to the appropriate investigative and enforcement entity) was expanded. The program was certified by the US Department of Housing and Urban Development to provide the above mentioned services as well as to provide pre-foreclosure prevention counseling, reverse mortgage certification, home education training, etc. The Housing Counseling Program has co-sponsored Fair Housing Workshops with Legal Services, has sponsored Landlord Training and Tenant Credit Repair Workshops, conducts a monthly tenants' rights clinic, and publishes a quarterly landlord/tenant newsletter.*

*The City celebrates Fair Housing Month every April. Fair Housing Month activities kick off with the Mayor's proclamation that "April is Fair Housing Month, and includes essay, poetry, and art contests in the schools and Neighborhood Centers; public service announcements and features on the local television cable channel, newspaper articles and editorials, public forums and workshops. In addition, all Office of Housing and Redevelopment publications include the Fair Housing logo.*

*Through the City's various efforts to promote fair housing and provide housing support services through the certified Housing Counseling Program, the City assisted 11,600 lower-income households during the reporting period.*

**7.3-I 2**

Continue to support the Vacaville Community Welfare Association's (VCWA) emergency housing program.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

*Implementation Status: The VCWA emergency housing program providing one month's rent was administered by OHR until 1995. At that time the program was redesigned to provide overnight vouchers at motels. The City has since provided this program on behalf of VCWA. The City conducts screening for the Season of Sharing and Youth Connections programs. The two*

privately funded programs provide emergency rental assistance to eligible lower-income Vacaville households. These programs assisted nearly 4,000 households with emergency housing over the reporting period.

*Emergency rental assistance to prevent homelessness is provided by Solano County through the Health and Social Services Department Cal-Works Homelessness Program. Under the program, households may receive \$30 - \$60 per night for 16 nights in a motel. The program will pay the last month's rent and/or a security deposit for up to twice the monthly rent. This program also pays utility deposits. It is only available for those enrolled in the Cal-Works (Welfare to Work) Program. It is estimated that nearly 1,000 households have benefited from this program.*

### 7.3-I 3

Continue to operate and expand the HUD Section 8 certificate and voucher programs.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

*Implementation Status: The Office of Housing and Redevelopment has administered the Section 8 Certificate and Voucher Programs since 1978. In 1998, the US Department of Housing and Urban Development merged the two programs into the Housing Choice Voucher Program. The program continues to be administered by the Vacaville Housing Authority and provides monthly rent subsidies to very-low-income households. Funding for the Housing Choice Voucher Program increased during the reporting period from 443 to 892 units, representing a 101% increase in the number of households that could be assisted. The annual turnover rate for households assisted with vouchers is approximately 30 percent. This enables the Housing Authority to assist over 1,300 families on an annual basis.*

*In the summer of 2001, the Vacaville Housing Authority was notified that it would receive an additional 251 vouchers. This will make the total of 1,145 vouchers available on an annual basis.*

*Redevelopment Agency Low-Income Housing funds have been used to provide mortgage subsidies in exchange for affordable restrictions for extremely low income (less than 30% of median income). During the reporting period, 70 subsidized units have been purchased using this mechanism.*

### 7.3-I 4

Apply for mortgage credit certificates when the housing market is favorable to first-time homebuyers.

Implementation: This is an ongoing program implemented by the Office of Housing and Redevelopment.

*Implementation Status: These certificates, issued to first-time homebuyers making less than 115 percent of the median income, allow the homebuyers to deduct from their federal income tax liability an amount equal to a portion of their yearly interest payment. Unlike the standard mortgage interest rate deduction, which is subtracted from the adjusted income before calculating income tax owed, this credit is deducted from the actual money owed. The credits are in addition to the standard deduction. To issue MCCs, state and local governments exchange some of their authority to issue mortgage revenue bonds. From 1991 to 1997, the City was very successful in competing for Mortgage Credit Certificates. In 1997, the nature of the single family bond program changed to the point where Vacaville was eligible for less than 10-mortgage credit certificates each year. Through the California Rural Gold Program, it became possible to leverage the small allocations of MCCs into a larger pool of first time homebuyer mortgages. As a result 20 households, rather than less than 10, are typically assisted in purchasing their first homes.*

*In 1996 the City developed a Downpayment Assistance Loan payment program using Redevelopment Low-Income Housing Funds. Households can make up to 115% of median income to be eligible for loans of up to \$10,000 (maximum award). Since 1996, an average of 100 families per year are assisted. In 1999, the average household income of households who participated in the program was \$43,000, or 88 percent of the median income. This is at the low end of the moderate income category.*

*In 2000 the City again saw an opportunity to assist first time homebuyers through participation in the Pacific Housing Finance Agency Rent-To-Own Program. Due to market conditions this programs has met limited success, although many applicants have been deemed eligible to participate.*

*During the reporting period, 694 households became first homebuyers through the MCC, Rural Gold, and Down Payment Assistance Loan Programs. These included 3 very low income, 174 low income and 517 moderate income households.*

- 7.3-I 5** Evaluate opportunities for providing specific financial assistance for Vacaville jobholders seeking housing in the community.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

*Implementation Status: Because the City is concerned about traffic congestion and commuting issues, it consistently markets its housing programs to local lenders, service agencies, and providers. The Office of Housing and Redevelopment evaluated its existing programs to determine the need to provide special financial assistance for Vacaville jobholders seeking housing in the community. During the reporting period, the Vacaville Housing Authority expanded its local preference system to those living or working in Vacaville.*

- 7.3-I 6** Continue to implement the relocation plan for households displaced as a result of local public action.

Implementation: As needed, this is an ongoing program by the Office of Housing and Redevelopment.

*Implementation Status: The City's policy is to avoid displacing households whenever possible. However when households are relocated, the Office of Housing and Redevelopment strives to make the relocation a positive experience. In most cases, the purpose of the relocation has been to remove blighted, dilapidated structures and to assist households to move from these structures to safe, decent, and sanitary housing. Staff meets with each household facing relocation to determine their needs and housing preferences. If appropriate, the household is offered assistance through the Housing Choice Voucher program or relocation benefits provided in accordance with State Relocation Law. The assistance includes referrals to available housing and payments for moving expenses and relocation. Since 1988, 36 households have received relocation assistance.*

## **7.4 PROGRAM EVALUATION**

### **Guiding Policies**

- 7.4-G 1** Actively evaluate, on a regular basis, the success of housing programs in meeting Vacaville's housing needs.

## Implementing Policies

### 7.4-I 1 Regularly compile and analyze data relevant to housing need.

Implementation: The Office of Housing and Redevelopment and Planning Division will implement this in conjunction with the annual review of the Housing Element Implementation.

*Implementation Status: Vacaville compiles inventories of current development projects, vacant residential lands, conducts rent surveys, and ascertains vacancy rates. The intention of this policy is to place such efforts on a more formal and comprehensive basis to ensure sound information is available for making sound decisions. In 1997, as a part of the Citywide Multifamily Study, the City reviewed multifamily housing issues, including constraints to production. In 2000, the City prepared a Housing Affordability report, which analyzed housing cost trends in Vacaville and compared to the region. Every five years, the Office of Housing and Redevelopment conducts a housing conditions survey. Also, the Redevelopment Plans require progress reporting every 2 ½ years. The Consolidated Plan requires updating every 5 years and is reviewed annually.*

### 7.4-I 2 Evaluate the success of programs in meeting housing needs and goals in a regular and comprehensive fashion.

Implementation: The Office of Housing and Redevelopment and Planning Division will report annually to the Housing and Redevelopment Commission and Planning Commission.

*Implementation Status: To be effective, housing policies must be constantly monitored and, when necessary, revised. This policy seeks to make policy analysis, usually conducted every five years during housing element reviews, a more regular and frequent process, to ensure policies are revised quickly enough. Presentations are made regularly to both commissions. The Office of Housing and Redevelopment monitors the success of its programs in meeting its goals by providing at least annual reporting to its funding sources, including the California State Housing and Community Development Department and US Department of Housing and Redevelopment. Also, the Redevelopment Plans require progress reporting every 2 ½ years. The Consolidated Plan requires updating every 5 years and is reviewed annually. In addition, periodic updates on programs are provided to the Housing and Redevelopment Commission.*

## CHAPTER 7

### HOUSING PROGRAMS

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This chapter describes the strategies to be carried out during the period January 1, 1999 to June 30, 2006 to meet Vacaville's housing needs. The policies and programs listed concentrate on providing affordable housing for lower- and moderate-income families and individuals; housing for those with above-moderate income seems to need no encouragement. The City's affordable housing strategy is to provide a wide range of housing services to benefit households with incomes below 120% of median, but to concentrate on helping those in the very low and low income categories. The City strives to provide a full continuum of housing services, from providing support services to entities serving the homeless, to rental assistance, to multi-family mortgage subsidies, to assistance for first time homebuyers. Housing counseling, support services, and fair housing assistance for all households are also provided. Of the approximately \$77 million that the City/Redevelopment Agency will receive from HUD, HCD, and through Redevelopment, \$52 million (68%) will be used to assist very low income households, \$21 million (27%) will assist low income households, and \$4 million (5%) will assist moderate income households. In addition, these funds will leverage approximately \$60 million in tax-exempt bonds, tax credits, and private investing. The principal assumption made is that the City will aggressively pursue a wide variety of resources to meet its housing needs.

Based on the City's commitment to affordable housing, available resources, past experience, and understanding of the market forces which drive housing development, Table 29 shows the number of units to be achieved during the period January 1, 1999 through June 30, 2006. The total new construction goal exceeds the housing need determined by ABAG, by 320 units. This is based on City growth policies which strive for an average annual growth rate of 750 units. Table 30, at the very end of this chapter, provides a more detailed breakdown of the quantified goals.

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**TABLE 29**  
**SUMMARY OF QUANTIFIED GOALS FOR JANUARY 1999 THROUGH JUNE 2006**

	<b>Very Low and Low Income (Less than 80% of Median)</b>	<b>Moderate Income (80 to 120% of Median)</b>	<b>Above Moderate Income (Over 120% of Median)</b>	<b>Total</b>
<b>ABAG Housing Needs Determination (Including transfers from Solano County)</b>	<b>2,164</b>	<b>1,194</b>	<b>2,007</b>	<b>5,365</b>
New Construction Goal	1,080*	1,772	2,773	5,625
Existing units acquired and/or rehabilitated	740*	20	-	760
Existing units conserved/preserved	286**	-	-	286

\* 230 units of the new construction and 201 acquired/rehabilitated are units already committed with restrictions for households with incomes below 60% of median, at the lower end of the low income level range.

\*\* 286 new Housing Choice Vouchers including 35 administered on behalf of residents of the Shasta Terrace apartment complex which will opt-out of its affordable housing commitment. These are all affordable to very low income households.

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The goal is for 1,080 new units in the very low and low income ranges to be constructed. Although it is not expected that the total housing need of 2,164 very low and low income new construction units will be met, at least 350 of the units in the very low and low income category will be restricted to households with incomes below 60% of median. The primary reason why housing can be accomplished at 60% and not 50% is because of the funding restrictions for tax-exempt bonds and tax credits which are the primary financing tools. The restriction for units assisted with these funds is 60% rather than 50%.

Together with new construction, the goal is to construct and acquire/rehabilitate 762 units affordable below 60% of median.

The housing program includes policies and programs in four distinct subject areas. These policies and programs address a continuum of housing needs, from homeless, rental assistance and first time home buyers. However, the majority of funding is targeted to very low and low income households.

- Construction and Acquisition
- Rehabilitation and Conservation
- Housing Support Services
- Program Monitoring

As required by Section 65583 of the Government Code, housing program policies in this section seek to meet the quantified housing goals set forth in Tables 29 and 30.

As noted previously, it is more appropriate for the Land Use Element of the General Plan to address residential policies such as land use, growth, density and design. The Land Use Diagram, which is a part of the General Plan, provides information on planned land use and densities for land within the planning area. The zoning map provides more detailed information for zoning of parcels within the City limits.

There are several policies included in the Land Use Element which deal directly with issues of residential land supply and relevant land use controls. Relevant policies include the following:

- 2.1-G 1** Maintain Vacaville as a freestanding community surrounded by foothills, farmland and other open space.
- 2.1-G 8** Preserve the predominant single-family residential character of Vacaville while providing other housing opportunities. Protect established neighborhoods from incompatible uses.
- 2.1-I 9** Continue code enforcement and provide assistance where needed to eliminate substandard buildings and improve the appearance of neighborhoods and commercial areas.
- 2.2-G 1** Establish a long-term Planning Area, and within this area distinguish an agricultural service zone and an urban service zone.
- 2.2-G 2** Establish a growth strategy for the urban service zone that matches residential growth with adequate public facilities. Plan the rate of commercial growth to ensure that it does not overburden the City.
- 2.2-G 3** Ensure that scarce natural resources, such as water, are allocated and utilized to maximize community benefits, and manage growth so that the quantity and quality of public services and utilities within the City provided to existing businesses and residents will not drop below an acceptable level of service because of new development. New development is not responsible for resolving all existing service or facility deficits. Existing development bears some responsibility to fund improvements that will resolve such deficits, and development is likewise responsible for funding the costs of maintenance and depreciation of facilities.

- 2.2-G 6** Strive to maintain a reasonable balance between potential job generation and the local job market with a long-term goal of one job for each employed resident.
- 2.2-I 2** Continue to implement and refine the Planned Growth Ordinance with both short-term and long-term elements.
- 2.5-G2** Provide a citywide housing mix of approximately 60 percent single-family detached, 20 percent single-family with zero lot lines, duplexes, triplexes, mobile homes, and townhouses, and 20 percent garden apartments and condominiums. To achieve this approximate housing mix citywide, new development areas must contain a larger component of certain housing types as specified in Policy 2.5 I 3.
- 2.5-G4** Broaden the choice of type, size, and affordability of single-family homes.
- 2.5-I3** In any development exceeding 400 units, require a mix of development types and/or densities, including a component of larger lots (at least 10 percent of the total). This policy also requires new growth areas to have a component of moderate and high-density units.
- 2.5-I5** Allow medium, high and urban high-density housing in the Downtown core area in mixed-use buildings or projects or separate residential projects subject to conditional use permit approval. Construction of new, detached housing in the downtown area is not permitted.
- 2.5-I 7** Implement density bonus regulations to encourage construction of affordable Housing in Housing Opportunity Areas by allowing increases in density over the maximum otherwise permitted, consistent with State law.
- 2.5-I 12** Establish regulations to encourage neighborhood conservation and enhancement by requiring adequate property maintenance and elimination of nuisances and unsightly conditions.
- 2.5-I 17** Medium and high density residential uses may be allowed in areas designated for commercial or business park use if the property is located within a residential overlay district

With these and the other growth management and land use policies establishing the basic regulatory framework, it remains for policies contained in this Housing Element to deal with the more fine-grained questions of providing housing.

## **7.1 NEW CONSTRUCTION**

The two types of strategies to be employed are planning policies and housing programs. The City of Vacaville Community Development Department will be responsible for implementing the planning policies. The City of Vacaville Office of Housing and Redevelopment (OHR) which staffs the City, Redevelopment Agency, and Housing Authority will be responsible for carrying out the housing programs that expand, conserve, and preserve affordable housing and provide needed housing related services.

The goal during the planning period is to construct 1,080 housing units affordable to very low and low income households. The goal is to construct 1,772 moderate income units. Units with long term affordability agreements will include 515 very low/low income units and 160 moderate income units. Of the 1,080 to be affordable below 80% of median, 420 or 35% will be affordable to households with incomes below 60% of median. Planning policies such as density bonuses for affordability and gap financing such as rent and mortgage subsidies will be utilized to meet these goals.

The primary sources of funding for new construction activities are the California Department of Housing and Community Development (HCD), local Redevelopment 20% Set-Aside funding for the Low Income Housing

Fund (LIHF), and tax-exempt bonds and tax credits. It is estimated that during the period covered by this Housing Element, the City will apply for approximately \$6 million of HOME funds to carry out various new construction and/or acquisition/rehabilitation activities. In addition, when possible, the City will apply for other HCD programs such as the new Jobs-Housing Balance Improvement Program, for which as much as \$2 million may be available. It is anticipated that the LIHF will generate \$12 million over the period covered by this Housing Element to assist with the construction of affordable housing, most of which will be affordable at 60% of median. It is estimated that the HCD and LIHF will leverage over \$40 million of tax-exempt bonds, tax-credits, and private funding for new construction activities.

### **Guiding Policies**

- 7.1-G 1**      Ensure a supply of housing of differing type, size, and affordability in order to meet Vacaville's housing needs for the residents and workers within the community
- 7.1-G 2**      In conjunction with policies in the Land Use section of the Vacaville General Plan, ensure that an adequate supply of developable land is available to meet Vacaville's housing need, particularly for affordable housing.
- 7.1-G 3**      Remove constraints to the production and availability of housing to the extent consistent with other General Plan policies.
- 7.1-G 4**      Ensure the development and availability of housing appropriate for special needs groups.
- 7.1-G 5**      Establish development and construction standards that encourage energy conservation in residential areas.
- 7.1-G 6**      Aggressively participate in all programs, state and federal, private and public, suitable for maintaining and increasing the supply of affordable housing.
- 7.1-G 7**      Ensure the viability of Travis Air Force Base through the provision of an adequate supply of affordable housing for military families.

### **Implementing Policies**

- 7.1-I 1**      Continue to use the Density Bonus provisions in the Land Use & Development Code to grant density bonuses above the State-mandated minimum in return for an increased share of affordable units.

Implementation: The Community Development Department and the Office of Housing and Redevelopment will continue to make developers aware of the of the provisions in the Density Bonus ordinance. The Community Development Department shall amend the ordinance as necessary to maintain consistency with State law.

- 7.1-I 2**      The Planned Growth Ordinance shall continue to provide exemptions for the construction of dwellings affordable to very low and low-income households. An exemption will allow a project to go through the building permit process without going through the building permit allocation process.

Implementation: The Community Development Department shall make builders of affordable projects aware of the provisions in the Planned Growth Ordinance. Any future amendment of the ordinance shall maintain the exemption for low and very-low income projects. The two phases of Saratoga Apartments, senior affordable units, were exempt from the Planned Growth Ordinance.

**7.1-I 3** Amend the Land Use & Development Code to allow innovative housing within new single family subdivisions. This could include provisions that allow duplexes to be built on the larger corner lots and secondary living units to be built in conjunction with new homes.

Implementation: The Planning Commission will consider by December 2002.

**7.1-I 4** Review the Residential Urban High Density zoning districts and identify appropriate sites in the Downtown area for this land use.

Implementation: By 2003, the Planning Commission will study sites in the Downtown that have potential to develop or be redeveloped with Urban High Density uses.

**7.1-I 15** Review and modify the General Plan apartment percentage policy (2.2-I 3) which requires annual monitoring of the housing mix to ensure that apartment type units do not exceed 20 percent southeast and northwest of Interstate 80. The policy shall be modified to allow sites already in the City and zoned for multifamily uses to be constructed, within the provisions of the Planned Growth Ordinance.

Implementation: The Planning Commission and City Council shall consider an amendment by December 2001.

**7.1-I 6** Assist affordable housing developers to construct 1,010 housing units affordable to households with incomes below 80% of median, with 68% of these units being affordable at 60% or below median. Future construction efforts will include meeting the needs of households associated with Travis Air Force Base.

Implementation: This is an ongoing effort by the City of Vacaville Office of Housing and Redevelopment. Implementation includes working with local non-profit entities to mobilize a wide variety of funding, negotiate long-term affordability agreements, participate in project design, assist with planning and building approvals, monitor the affordability agreements, and report to funding sources.

During the planning period, OHR will apply for approximately \$4 million of State administered funds such as the HOME program and the Jobs-Housing Balance Improvement Program, and will allocate approximately \$12 million of Redevelopment Housing Funds (LIHF) toward affordable new construction projects. In addition, OHR will assist developers to secure approximately \$40 million of tax-exempt bond, tax-credit, and private financing for new construction projects.

The City has made great headway to achieve these goals. Already 110 units for households with incomes below 60% of median (20 of them for households with incomes below 30% of median) have been constructed. 120 units affordable to households with incomes under 60% of median are under construction (20 of them for households with incomes below 40% of median). Funding has been committed for an additional 124 new units, all of which are affordable below 80% of median and 68 of which are affordable below 60% of median.

**7.1-I 7** Identify sites that are appropriate for military families based at Travis Air Force base and work with Air Force housing officials and non-profit housing groups to build affordable off-base housing units that are affordable to active military families at Travis AFB.

Implementation: As a part of a development agreement for the Alamo Place subdivision, the developer will be donating an 8.4 acre site to the City. The City intends to pursue development of an affordable housing project, restricted for military families. The site has been rezoned to Medium Density and has a Special Standards Overlay which restricts use of the parcel for

affordable military housing. The Office of Housing and Redevelopment shall pursue development of the property by 2006.

- 7.1 – I 8** Continue to implement the Residential Overlay District Ordinance by supporting development of apartments on vacant commercial lands which are appropriate sites for multifamily development

Implementation: The Community Development Department implements the ordinance on a regular basis. To date, several apartment projects have been built as a result of this policy and others are pending consideration by the City. River Oaks (312 units), Saratoga Phase I (108 units) and Walnut Grove (117 units) are already built. The Commons (208 units) is under construction. Lincoln Corner (134 units) is pending construction. Three additional projects totaling 984 units are in preliminary review as of August 2001.

- 7.1 – I 9** When reviewing development proposals for new multifamily projects, encourage developers to provide a component of three bedroom units within projects for large families.

Implementation: This will be an ongoing effort by the staff of the Community Development Department Planning Division and Office of Housing and Redevelopment.

- 7.1 – I 10** Analyze and determine whether there are constraints on the development, maintenance and improvement of housing intended for persons with disabilities, consistent with Senate Bill 520 enacted January 1, 2002. The analysis will include an evaluation of existing land use controls, permit and processing procedures and building codes. If any constraints are found in these areas, the City will initiate actions to address these constraints, including removal of the constraints or providing reasonable accommodation for housing intended for persons with disabilities.

Implementation: The Community Development Department will conduct an evaluation by July 2004 and if any constraints are found a report with recommended actions will be forwarded to the City Council.

## **7.2 REHABILITATION AND CONSERVATION**

Conserving and preserving the existing stock of affordable housing is critical to meeting Vacaville's housing needs. These efforts include enforcing existing affordable housing agreements, making funds available for the acquisition and/or rehabilitation of existing housing units and installing weatherization methods, requiring Housing Quality Standards (HQS) for all Housing Choice Voucher units, enforcing the new ordinance to encourage property maintenance and promoting improved quality of life, disallowing condominium conversions when vacancy is below 3%, and preserving federally assisted units which may convert to market rate.

### **Guiding Policies**

- 7.2-G 1** Maintain Vacaville's housing stock in sound condition.
- 7.2-G 2** Preserve and protect historical and architectural resources.
- 7.2-G 3** Take action to preserve existing housing and neighborhoods.
- 7.2-G 4** Maintain the total number of affordable units, present and future, at price levels affordable to the intended income groups.

### **Implementing Policies**

- 7.2-I 1** Continue to enforce housing affordability agreements between the owners and the City/Redevelopment Agency.
- Implementation: This is ongoing and enforced by the Office of Housing and Redevelopment. Currently there are 29 affordability agreements covering 737 units. During the planning period, it is expected that OHR will monitor 40 agreements covering 1,380 units.
- 7.2-I 2** Continue to operate and expand below-market-rate loan programs for the acquisition and/or rehabilitation (including installation of weatherization measures) of housing occupied by lower-income owners and renters.
- Implementation: This is an ongoing effort by the Office of Housing and Redevelopment. During the planning period, 595 units will be acquired and/or rehabilitated, and 535 will have long-term affordability agreements. Of the 595 units, 435 will be affordable for households with incomes below 60% of median. Approximately \$8 million of Redevelopment LIHF will be used for this activity over the planning period. In addition, OHR will apply to State HCD for approximately \$3 million of HOME funds and will assist non-profit owners to apply for approximately \$20 million of tax-exempt bond, tax credit, and private financing. Approximately \$65,000 per year of CDBG funds are used for the administration of the rehabilitation programs.
- To date, 167 units have been acquired and/or rehabilitated. Of these 167 units, 147 are restricted to households with incomes below 60% of median.
- 7.2-I 3** Continue to operate and expand the HUD funded Housing Choice Voucher Program to preserve the stock of existing housing.
- Implementation: A key component of the Housing Choice Voucher Program is the requirement of all housing owners participating in the program to comply with Housing Quality Standards. OHR which provides staffing for the Vacaville Housing Authority (VHA) inspects each unit at move-in and annually thereafter to ensure HQS compliance. Information regarding the rehabilitation loan programs is provided to owners who encouraged to participate.
- At this time there are 849 Housing Choice Vouchers, and the Vacaville Housing Authority has been notified that it was been awarded an additional 286 units. The VHA will apply for and accept additional vouchers as they become available.
- 7.2-I 4** Continue to enforce the ordinance to encourage property maintenance and to promote improved quality of life in Vacaville's communities.
- Implementation: This ordinance is enforced by the Office of Housing and Redevelopment. The office receives approximately 2,000 calls per year regarding the ordinance. The City established the Neighborhood Team (a multi-disciplinary approach) to respond to concerns about and take action to reverse neighborhood decline. Some of the N-Teams activities have included coordinating with public safety efforts such as Neighborhood Watch, Neighborhood Forums, Neighborhood Clean Up and Spruce Up Days, and installation of landscaping and entryway features.
- 7.2-I 5** Continue to enforce the Condominium Conversion Ordinance. Passed in 1982, this ordinance states that no applications for conversion will be accepted if the apartment vacancy rate is below three percent.

Implementation: The Office of Housing and Redevelopment conducts an annual rental survey. On an ongoing basis the Community Development Department enforces the Condominium Conversion Ordinance.

- 7.2-I 6** Assist in maintaining the affordability of units produced through federal and state programs by working with appropriate organizations to identify units which may convert to market-rate units, analyzing the cost keeping the units as affordable, and taking measures to ensure continued affordability or providing assistance to residents if the affordability of the units is removed.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment. There are two complexes which have affordability agreements which terminate during this planning period or the subsequent five years. The first, Shasta Terrace has affordability agreements which expire December 2001. There are 24 project based units at this complex which will be turned over to the Vacaville Housing Authority (VHA) as participant based Housing Choice Vouchers. VHA staff will meet with each household to streamline the conversion process and assist them to secure housing elsewhere if they choose. The second complex, Autumn Leaves has an affordability agreement which expires in 2010. All 56 units have project based Section 8 assistance. It is highly unlikely that this complex will terminate its agreement. The project was constructed under the HUD 202 program and is owned by a private, non-profit housing corporation. If the present owner entity does sell the complex, it will be sold to another non-profit entity. At that time, OHR would work the current and/or new owner to ensure that the units continue to remain permanently affordable.

### **7.3 HOUSING SUPPORT SERVICES**

In addition to efforts to preserve and conserve the stock of affordable housing, the Office of Housing and Redevelopment provides a wide variety of support services as well as direct services to meet the community's housing needs. These efforts include educating the community about fair housing and equal housing opportunity, providing housing counseling services and family resource information and referral. Support for securing funding, outreach, education, intake, eligibility determination, and tracking are provided to non-profit entities who assist the homeless and those in danger of losing their housing. Direct housing assistance includes rental assistance paid to owners through the Housing Choice Vouchers, deep subsidies for rents affordable at below 50% of the local area median income and loans to assist first time homebuyers.

The three major funding sources for these activities are the HUD Housing Choice Voucher Program (\$40 million during the planning period); Community Development Block Grant Funds (approximately \$1.5 million during the planning period) and Redevelopment Low-Income housing funds (approximately \$3 million during the planning period). Other sources include a grant for Housing Counseling from U.S. HUD (\$65,000 during the planning period); State Office of Child Abuse Prevention and Family Strengthening (\$260,000 during the planning period to operate Family Resource Center); and private donations. The programs and annual goals are described below.

To date, the Housing Authority has been notified of the additional 286 new Housing Choice Vouchers it will receive to preserve affordable housing. During this planning period, 511 emergency vouchers have been provided, 137 households utilized loans to purchase first homes, and over 4,000 people have received housing support services including housing counseling and assistance provided through the Family Resource Center.

#### **Guiding Policies**

- 7.3-G 1** Promote equal housing opportunity for all.
- 7.3-G 2** Assist in the providing of direct assistance to households in need of housing.

## **Implementing Policies**

### **7.3-I 1**

Work to ensure that individuals seeking housing in Vacaville are not discriminated against on the basis of age, sex, family structure, national origin, or other arbitrary factors.

Implementation: This is an ongoing effort through the Office of Housing and Redevelopment's Housing Counseling/Family Resource Center Programs consisting of many different activities.

Equal access to housing is protected by state and federal law. Discrimination on the basis of race, ethnic or national origin, religion or marital status is prohibited by the federal Civil Rights Act of 1968 and by Section 53 of the California Unruh Civil Rights Act. The federal Fair Housing Amendments Act of 1988 prohibits discrimination based on handicap and familial status. The Rumford Fair Housing Law (part of the California Fair Employment and Housing Act of 1980) also protects an individual's access to housing.

The California Supreme Court ruled that discrimination against children in housing is prohibited under the Unruh Civil Rights Act in its decision, *Marina Pt. Ltd. v. Wolfson*, (1982) 30 Cal.3d 721. The Fair Housing Amendments Act also prohibits discrimination against children. Mobile home parks and other developments designed specifically for seniors or handicapped are exempt from these provisions against child discrimination.

The City of Vacaville will actively promote fair housing opportunities through its Housing Counseling Program, various financial assistance initiatives, and affordable housing/neighborhood revitalization programs. The City's HUD Certified Housing Counseling Program will continue to provide information and referral to landlords, tenants, homeowners and homeless people on a wide variety of topics including landlord/tenant disputes, finding and securing houses, housing discrimination (including referral to the appropriate investigative and enforcement entity), foreclosure prevention counseling, reverse mortgage certification, home education training, etc. to those individuals who call or come in. The Housing Counseling Program will actively promote fair housing education by sponsoring, in partnership with others, Fair Housing Workshops, Landlord Training and Tenant Credit Repair Workshops, conducts a monthly tenants' rights clinic, and publishes a quarterly landlord/tenant newsletter. Housing Counseling staff will continue to work closely with local churches, local non-profit agencies, the Solano County Legal Services, the California Rental Apartment Association, and the federal Department of Housing and Urban Development to provide ensure community support for fair housing concerns and provide 3,000 housing and family resource services each year.

The City will continue to celebrate Fair Housing Month each April by promoting youth and adult education and outreach activities including essay, poetry, and art contests in the schools and Neighborhood Centers; public service announcements and features on the local television cable channel, newspaper articles and editorials, public forums and workshops. In addition, all Office of Housing and Redevelopment publications will include the Fair Housing logo.

The primary funding for these services are the US HUD CDBG and Housing Counseling programs (approximately \$50,000 per year); the State Office of Child Abuse Prevention and Family Strengthening (approximately \$40,000 per year); and the Redevelopment LIHF (approximately \$50,000 per year).

### **7.3 I 2**

Provide technical and/or support services to non-profit and agencies and other entities serving the homeless.

Implementation: This is an ongoing effort of the Office of Housing and Redevelopment.

The City will assist Vacaville Social Services Corporation, Vacaville Community Welfare Association, The Salvation Army, and the Solano County Continuum of Care Consortium, as well as others who provide homeless services through the provision of technical and/or support assistance. As each entity has different needs, the City will provide technical support in those areas that would ensure the ongoing viability of the agency and the services the entity provides. Some of these technical and/or support services may include providing staff, counseling or meeting space; assisting in the development of funding proposals; securing partners for potential projects; participating on collaboratives or boards that address the issues of homelessness; provide on-site training for program participants or agency staff; and/or determining eligibility to receive homeless services. Included in these services is the provision of 7,500 shelter nights at the homeless shelter in Vacaville, Opportunity House and assist 10 families per year with transitional housing.

**7.3-I 3** Continue to support the Vacaville Community Welfare Association's (VCWA) emergency voucher and other emergency housing related programs.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

The partnership between the City and VCWA to provide emergency housing through motel vouchers will continue during the upcoming Housing Element period. OHR staff will provide outreach, intake, verification, and record-keeping services to the VCWA, which uses United Way and Federal Emergency Management Agency (FEMA) funds to provide 300 emergency vouchers per year for to households to stay overnight at motels. The program often bridges the gap between moving into a new housing unit, securing space at Opportunity House (the emergency shelter), or arranging to stay with family or friends.

The City will also provide support for other emergency housing related programs and activities. It will conduct screening for the Season of Sharing and Youth Connections programs. The two privately funded programs provide emergency rental assistance to approximately 250 eligible lower-income Vacaville households each year. In addition, staff will screen for eligibility for utilities assistance on behalf of PG&E.

Although not a direct service, the City will continue to support the Emergency rental assistance to prevent homelessness provided by Solano County through the Health and Social Services Department Cal-Works Homelessness Program. (In general, Cal-Works eligible participant households receive \$30 - \$60 per night for 16 nights in a motel and/or the last month's rent and/or a security deposit for up to twice the monthly rent utility deposits.) City staff will continue to participate on the local Cal-Works Advisory Committee to provide local feedback and input on how the overall Cal-Works program (including the emergency rental component) is working. The City expects that nearly 1,000 Vacaville households will be assisted each year through the efforts of this program.

This effort is part of the Housing Counseling/Family Resource Center Program described above and therefore is operated through the funding for that program

**7.3-I 4** Continue to operate and expand the HUD Housing Choice Voucher Program and other related rent subsidy programs.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

The Housing Choice Voucher Program will continue to be administered on behalf of the Vacaville Housing Authority (VHA) by the Office of Housing and Redevelopment. The funding level for this program is approximately \$6 million per year or \$40 million during the planning period. This program provides monthly rent subsidies for very-low-income households. In August 2001, the VHA has been notified that it is being awarded an additional 251 subsidies to assist additional

very-low income Vacaville households. This will make the total of 1,145 households that will be assisted on an annual basis. The VHA will continue to compete for additional Housing Choice Vouchers as additional funding becomes available.

All of the vouchers administered by the VHA thus far have been participant based; participants are issued a voucher and are responsible for selecting housing which meets Housing Quality Standards. The VHA will utilize 223 of its 1,145 vouchers as project based vouchers. The VHA will contract with five to ten rental complexes to reserve units at their complexes for participants. This will guarantee that a set pool of units are available for program participants and may encourage participating complexes to accept participant based Vouchers in addition to their contracted project based Vouchers.

By January 1, 2002, the VHA will also develop and implement a "Section 8 Homeownership" Program to provide homeownership opportunities for eligible lower-income households.

**7.3-I 5** Continue to provide mortgage subsidies to increase affordability to levels below 50% of median.

Implementation: This is an ongoing program by the Office of Housing and Redevelopment.

When possible, LIHF and HOME funds will be used to reduce affordability to a greater degree than might be allowed by other funding sources participating in a project. For example tax-exempt bond and tax credit financing have income levels at 50% and 60% of median. When feasible, LIHF and/or HOME funds will be loaned in exchange for affordability below 50% of median. The goal is to reduce affordability to below 50% for 80 units for which approximately \$2.5 million of LIHF/HOME will be utilized.

**7.3-I 6** Continue to provide First Time Homebuyer opportunities through various funding mechanisms including mortgage credit certificates, down payment loans, homebuyers education activities, rent-to-own programs.

Implementation: This is an ongoing program implemented by the Office of Housing and Redevelopment.

The City will continue to provide and seek additional first time homebuyer opportunities through various funding mechanisms. These mechanisms will include mortgage credit certificates (MCCs) or California Rural Gold Program that leverages the smaller allocations of MCCs into a larger pool of first time homebuyer mortgages. This generally results in twice as many households being assisted.

The City will continue to provide a Downpayment Assistance Loan program using approximately \$4 million of Redevelopment Low-Income Housing Funds. This program permits households making up to 115% of median income to be eligible for the \$10,000 (maximum award).

The City will also continue to participate in the Pacific Housing Finance Agency Rent-To-Own Program and provide homebuyer education through the Housing Counseling Program's Homebuyer Education and Learning Program.

The City expects that 500 Vacaville households (77 per year) will be assisted during the planning period through the Rural Gold Program and the first time homebuyer program. Of the 500, 100 will have incomes below 80% of median. And 400 will have incomes between 80% and 120% of median.

**7.3-I 7** Continue to implement the relocation plan for households displaced as a result of local public action.

Implementation: As needed, this is an ongoing program by the Office of Housing and Redevelopment.

The City's policy is to avoid displacing households as a result of local public action. However when households are to be relocated, the Office of Housing and Redevelopment will strive to make the relocation a positive experience for the household being relocated. In most cases, the purpose of the relocation will be to remove blight, dilapidated structures and to assist households to move from substandard housing to decent, safe and sanitary housing.

Staff will meet with each household facing relocation to determine their needs and housing preferences. If appropriate, the household will be offered assistance through the Housing Choice Voucher program or relocation benefits provided in accordance with State Relocation Law. The assistance will include referrals to available housing and payments for moving expenses and relocation.

## **7.4 PROGRAM EVALUATION**

### **Guiding Policies**

**7.4-G 1** Actively evaluate, on a regular basis, the success of housing programs in meeting Vacaville's housing needs.

### **Implementing Policies**

**7.4-I 1** Regularly compile and analyze data relevant to housing need and affordability.

Implementation: Annually the Office of Housing and Redevelopment will conduct a rent and vacancy survey of local rental units to better understand the rental market and to determine whether or not apartment units may be converted to condominiums. In addition, a windshield survey will be conducted once every 5 years to determine the condition of the existing housing stock and assess the need for rehabilitation. The most recent rent vacancy survey was conducted in October of 2000 and the most recent windshield survey was conducted in July of 2001.

The Community Development Department and the Office of Housing and Redevelopment will provide an annual report to the Planning Commission and Housing and Redevelopment Commission on the annual review of the Housing Element Implementation. This report will be prepared each January and forwarded to the State Department of Housing and Community Development. The report shall identify changes in the housing market which affect housing need and affordability in the community.

Vacaville compiles inventories of current development projects, vacant residential lands, conducts rent surveys, and ascertains vacancy rates. The intention of this policy is to place such efforts on a more formal and comprehensive basis to ensure sound information is available for making sound decisions. In 2000, the City prepared a Housing Affordability report, which analyzed housing cost trends in Vacaville and compared to the region. Every five years, the Office of Housing and Redevelopment conducts a housing conditions survey. Also, the Redevelopment Plans require progress reporting every 2 ½ years. The Consolidated Plan requires updating every 5 years and is reviewed annually.

**7.4-I 2**

Evaluate the success of programs in meeting housing needs and goals in a regular and comprehensive fashion.

Implementation: Annual progress reports regarding housing related accomplishments are made to the following entities: U.S. HUD for the Housing Choice Voucher Program, the Housing Counseling Program, and the Community Development Block Grant Program; HCD for the housing provided with Redevelopment Low Income Housing Funds, HOME funds, and other funds administered through HCD programs; and to the City Council, Planning Commission, and Housing and Redevelopment Commission. In addition, progress in meeting the goals of the Redevelopment Implementation Plan are prepared for the Redevelopment Agency every two and one-half years. The last progress report was prepared in December of 1999 and the next will be prepared in December of 2001.

**TABLE 30  
VACAVILLE QUANTIFIED AFFORDABLE HOUSING GOALS, JANUARY 1999 TO JUNE 2006**

Program (Policy)	Total Units (Goal)	Units Affordable To Income Ranges				
		Very Low Income (below 50% of median)	Low Income (50%-60% of median)	Low Income (60%-80% of median)	Moderate Income (80%-120% of median)	Above Moderate Income (above 120% of median)
<b>NEW CONSTRUCTION TOTAL</b>	<b>5,625</b>	<b>90</b>	<b>330</b>	<b>660</b>	<b>1,772</b>	<b>2,773</b>
Units w/o Affordability Restrictions	4,880			495	1,612	2,773
Units with Affordability Restrictions	745	90	330	165	160	
<b>REHABILITATION AND CONSERVATION TOTAL</b>	<b>972</b>	<b>552</b>	<b>280</b>	<b>120</b>	<b>20</b>	
Units with Acquired and/or Rehabilitated with Affordability Restrictions	535	165	270	100		
Units Rehabilitated without Affordability Restrictions	60	10	10	20	20	
Units Preserved through Housing Choice Voucher Program	286	286				
At Risk Units Preserved	91	91				
<b>Housing Support Services</b>						
Housing Counseling/Fair Housing Counseling Services	3,000/yr	1,500/yr.	1,000/yr.	500/yr.		
Assist Providers of Emergency Rental Assistance to Provide:						
Shelter Nights	7,500/yr	7,500/yr				
Transitional Housing to Families	10/yr.	10/yr				
Emergency Vouchers	550/yr.	550/yr				
Emergency Rental Assistance	1,000/yr	1,000/yr				
Operate the Housing Choice Voucher Program	1,145/yr	1,145				
Provide Mortgage Subsidy to Reduce Rents	80	80				
Provide Loans for First Time Home Buyers	500			100	400	

# APPENDIX

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**The following are items contained within the attached Appendix:**

Detailed Inventory of Vacant RM and RH Lands

March 20, 2002 Letter from state of California Department of Housing and Community Development

January 6, 2004 Letter from state of California Department of Housing and Community Development

**The following items listed in the Appendix are supporting and background information and are available upon request:**

Excerpts from the Land Use & Development Code:

Division 14.09.074 Residential Districts Development Standards

Division 14.09.075 Residential Districts Summary of Uses

Division 14.09.084 Commercial Districts Development Standards

Division 14.09.085 Summary of Uses in Commercial Districts

Division 14.09.104 Residential Urban High Density Overlay District Uses and Standards

Division 14.09.106 Residential Overlay District Uses and Standards

Division 14.09.128 Off-Street Parking and Loading Standards

Division 14.12 Dedications and Improvements

Design Requirements for New Single Family Development

Standard Conditions of Approval for Residential Development

Standard Conditions of Approval for Tentative Maps

Standards Provided as Information to Project Applicant

Excerpt from Customer Service Plan

**Detailed Inventory of Vacant RM and RH Lands Within City Limits (Updated June 2003 to reflect zoning actions/annexations post-June 2001)**

**RH Zoned Lands:**

NAME/LOCATION	UNITS	ACRES	NOTES
Vaca Villa Town Homes/near terminus of Butcher Road	19	2.01	Final Map
Leisure Town Apts/ near Leisure Town Center near Yellowstone Drive	78	4.11	
North Village Specific Plan	255	15	Development Agreement
Lincoln Corner/ Monte Vista Ave. at Scoggins Court	134	8.3	Approved PUD for income restricted units for very low and low income units. Ten additional units already exist on-site.
Damiano/ Harbison Dr. at Ulatis (Morgan Park)	148	6.2	Proposal is pending Planning Commission review
Redevelopment Agency Land/ Harbison Dr. at Ulatis	144	6.24	
Saratoga 2	120	6.2	Senior income restricted apartments are under construction
The Commons	208	11.8	Market-rate apartments are under construction
North Village Specific Plan	206	9.9	Development Agreement
Quinn Road Apartments	312	17.3	
Vasquez Deli Mixed Use	3	.18	Mixed use apartments/restaurant
Rose Garden Senior Apartments Phase 3	52	2.2	Third phase of senior project is approved
Lawrence Dr. Redevelopment Agency Land	60	2	Low-income senior project
Nut Tree Mixed Use Project	580	79	Nut Tree Policy Plan/zoning allows up to 580 units
Downtown Underutilized Land (Stevenson St. area)	32	1.81	Existing older single family or duplex units on individual lots
Downtown Underutilized Land (West/Kendal area)	47	4.09	Existing older single family or duplex units on individual lots
Habitat for Humanity Project 2	10	1	Markham area, attached single family units
TOTAL	2,408	177.3	

Note: This inventory does not include projects which were completed prior to June 2001. Projects completed between January 1999 and May 2001 are credited during the timeframe of this Housing Element and are listed in Table 24.

**RM Zoned Lands**

NAME/LOCATION	UNITS	ACRES	NOTES
South of Vaca Villa Town Houses/ Butcher Road	48	4	Approved Final Map
Montgomery Estates Duplex	2	Less than 1	
Marshall/Davis Street	4	Less than 1	
The Oaks/ Peabody Road at Alamo Creek	78	6.6	Permits issued for a senior restricted market rate apartment project
Villa Knolls	53	2.92	Approved Final Map for condominiums
Mediterranean Villas / Ulatis Drive at Ulatis Creek	45	5.5	Tentative Map has expired
North Village Specific Plan	98	12.2	Development Agreement
Markham Area	28	2.78	
North Village Specific Plan	162	19.56	Development Agreement
North Village specific Plan	148	18.6	Development Agreement
Military Housing	117	8.4	Site pending annexation and donation to City for affordable military housing site
TOTAL	929	80.56	

Note: Although the Lagoon Policy Plan allows for RM units, lands are not yet zoned and therefore, these units are not included in the inventory.

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

Division of Housing Policy Development

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March 20, 2002

Mr. John P. Thompson, City Manager  
City of Vacaville  
650 Merchant Street  
Vacaville, California 95688

Dear Mr. Thompson:

**RE: Review of Vacaville's Adopted Housing Element**

Thank you for submitting Vacaville's adopted housing element, received for our review December 21, 2001. As you know, the Department of Housing and Community Development (Department) is required to review adopted housing elements and report our findings to the locality pursuant to Government Code Section 65585(h).

The adopted element adequately addresses the statutory requirements described in our October 30, 2001 review letter and therefore, we are pleased to find the adopted element substantially complies with State housing element law (Article 10.6 of the Government Code). We commend the City for its diligence in adopting a housing element that addresses the housing needs of its residents and includes innovative land-use strategies such as identifying additional sites through Program 7.1-I4 (Residential Urban High Density) in the City's downtown area. We understand the City also removed General Plan Policy 2.2-I3 regarding the annual monitoring of the City's housing mix, which eliminates a potential constraint to addressing the regional housing need.

We wish the City continued success as it implements the housing element. We appreciate the cooperation of Ms. Maureen Traut and Ms. Terry Rodgers during the course of our review. If you should need any assistance in the implementation of your housing programs, please contact Mario Angel, of our staff, at (916) 445-3485.

In accordance with requests pursuant to the Public Records Act, we are forwarding copies of this letter to the persons and organizations listed below.

Sincerely,

Cathy E. Creswell  
Deputy Director

cc: Ronald Rowland, Community Development Director, City of Vacaville  
Maureen Trout, Senior City Planner, City of Vacaville  
Terry Rodgers, City Housing and Redevelopment Director, City of Vacaville  
Mark Stivers, Senate Committee on Housing & Community Development  
Catherine Ysrael, Supervising Deputy Attorney General, AG's Office  
Terry Roberts, Governor's Office of Planning and Research  
Kimberley Dellinger, California Building Industry Association  
Marcia Salkin, California Association of Realtors  
Marc Brown, California Rural Legal Assistance Foundation  
Rob Weiner, California Coalition for Rural Housing  
John Douglas, AICP, Civic Solutions  
Deanna Kitamura, Western Center on Law and Poverty  
Greg Spiegei, Western Center on Law and Poverty  
Alexander Abbe, Law Firm of Richards, Watson & Gershon  
Ruben Duran, Law Firm of Neufield, Jaffe & Levin  
Dara Schur, Protection & Advocacy, Inc.  
Deborah Collins, Legal Services of Solano County  
David Booher, California Housing Council  
Sue Hestor, Attorney at Law  
Gary Hambly, Building Industry Association  
Jim Ragsdale, David Evans Associates  
Paul Campos, Home Builders Assoc. of Northern California  
Shannon Dodge, Non-Profit Housing Association of Northern California  
Eve Bach, Arc Ecology  
William Litt, Bay Area Legal Aid

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January 6, 2004

Mr. David VanKirk  
City Manager  
City of Vacaville  
650 Merchant Street  
Vacaville, California 95688

Dear Mr. VanKirk:

**RE: Review of the City of Vacaville's Adopted Housing Element Amendment**

Thank you for submitting Vacaville's adopted housing element amendment, received for our review on November 6, 2003. As you know, the Department of Housing and Community Development (Department) is required to review adopted housing elements and report our findings to the locality pursuant to Government Code Section 65585(h).

As you know, the Department's September 17, 2003 review letter found adoption of the proposed draft amendment to the adopted element would not affect the compliance of the element. As a result, the City's amended adopted housing element remains in full compliance with State housing element law (Article 10.6 of the Government Code). We wish the City continued success as it implements the housing element. If you should need any assistance in the implementation of your housing programs, please contact Mario Angel, of our staff, at (916) 445-3485.

In accordance with requests pursuant to the Public Records Act, we are forwarding copies of this letter to the persons and organizations listed below.

Sincerely,

Cathy E. Creswell  
Deputy Director