

Vacaville General Plan



Housing Element

Adopted April 27, 2010
City Council Resolution 2010-32

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TABLE OF CONTENTS

		Page
CHAPTER 1	Introduction.....	1
	1.1 Relationship to the General Plan	1
	1.2 2001 Housing Element	1
	1.3 Housing Element Requirements	1
	1.4 Public Participation.....	2
	1.5 Housing Policies Resulting from Public Participation.....	4
	1.6 Information Sources	6
CHAPTER 2	Housing Programs	7
	2.1 New Construction	10
	2.2 Rehabilitation and Conservation.....	18
	2.3 Housing Support Services.....	21
	2.4 Program Evaluation	26
CHAPTER 3	Regional Context: Population and Employment Trends.....	30
	3.1 Population Characteristics	30
	3.2 Household and Age Characteristics.....	31
	3.3 Jobs/Housing Balance	35
	3.4 Employment Trends	36
CHAPTER 4	Existing Housing	39
	4.1 Housing Age and Condition	39
	4.2 Housing Type	41
	4.3 Housing Cost and Affordability.....	43
	4.4 Housing Vacancy.....	52
	4.5 Below Market-Rate Housing	54
	4.6 Preserving Below Market-Rate Housing.....	57
	4.7 Foreclosures.....	61
CHAPTER 5	Housing Need	63
	5.1 Regional Housing Need.....	63
	5.2 Immediate Need.....	64
	5.3 Special Housing Needs Analysis	65
CHAPTER 6	Ability to Meet Housing Needs	79
	6.1 Available Sites Inventory	82
	6.2 Zoning Appropriate To Accommodate Housing For Lower- Income Households Key Sites for Housing for Lower-Income Housing	82
	6.3 Key Sites for Lower Income Housing	84
	6.4 Key Sites for Moderate-Income Housing	91
	6.5 Key Sites for Above Moderate Income Housing.....	93
	6.6 Analysis of Non-Vacant and Underutilized Sites	93
	6.7 Substantially Rehabilitated Units	98
	6.8 Secondary Living Units	103
	6.9 Future Annexation Areas.....	104

6.10	Potential Development Constraints (For Sites Identified on a Land Inventory)	104
CHAPTER 7	Constraints on Production of Housing	112
7.1	Governmental Constraints on Production of Housing	112
7.2	Non-Governmental Constraints on Production of Housing	127
7.3	Energy Conservation	130
7.4	Priority for Water and Sewer Providers.....	132
CHAPTER 8	Evaluation of the Previous Housing Element	133
8.1	Construction and Acquisition	138
8.2	Rehabilitation and Conservation.....	141
8.3	Housing Support Services.....	144
8.4	Program Evaluation	148

LIST OF TABLES

Table	Page
1. Allocation of Low Income Housing Fund Monies.....	8
2. Summary of Quantified Goals for January 2007 to June 2014	9
3. Vacaville Quantified Affordable Housing Goals, January 1, 2007 to June 30, 2014	28
4. Vacaville Population	30
5. Projected Population Growth	31
6. Household Composition, 1990 and 2000	32
7. Solano County Income Levels, 2008	33
8. Households by Income Levels, 1990 and 2000.....	33
9. Age Characteristics, 1990, 2000, and 2006.....	34
10. Place of Work – County, City and MSP/MSA Levels, 2000	35
11. Solano County Employed Residents’ Journey to Work, 1980, 1990 and 2000.....	36
12. Ratio of Jobs to Employed Residents, 2000, 2010, 2020	36
13. Population and Employment Projections, 1990 to 2020	37
14. Occupation of Employed Persons, Vacaville, 1990, 2000 and 2006.....	38
15. Age of Existing Dwelling Units	39
16. Condition of Housing Over 20 Years Old, 2009.....	41
17. Construction by Type of Housing Unit, 1990 through 2008	42
18. Existing Housing Units by Type, January 2009.....	42
19. Housing Unit Tenure 1990, 2000 and 2007	43
20. Annual Home Sale Median Prices, 2000-2008	44
21. 2008 Affordable Renter-Occupied Housing Costs.....	45
22. Housing Affordability in the High Density Category	46
23. Housing Affordability Range Analysis	47
24. Representative “For Sale” Developments, 2008-2009	48

25.	Overcrowded Households, 2000	49
26.	Housing Cost as a Percentage of Household Income, 2000	50
27.	Percentage of Extremely Low, Very Low and Low Income Households Overpaying for Housing, 2000	51
28.	Apartment Vacancy Rates by Unit Size, October 2000 through October 2008	52
29.	Senior Restricted Apartment Vacancy and Rental Rates, October 2000 through October 2008	53
30.	Apartment Median Rents By Size, October 2000 through October 2008	53
31.	Vacancy Rates by Tenure, 2000.....	54
32.	Rent Subsidy Programs, 2009	56
33.	Low-Income Rental Units Subject to Termination of Federal Mortgage, and/or Rent Subsidies, February 2009	58
34.	Projected Replacement Cost of All At-Risk Units Through new Construction, Replacement Costs by Unit Type.....	59
35.	Projected Replacement Cost of All At-Risk Units Through new Construction, Replacement of Costs of At-Risk Units.....	60
36.	Vacaville Projected Housing Need by Income Category, 2007-2014	64
37.	Examples of Extremely Low Income Occupations	65
38.	Homeless Facilities In and Near Vacaville	70
39.	Householder by Tenure by Age, 2000.....	73
40.	Household Size by Tenure, 2000	74
41.	Female Headed Households, 2000	74
42.	Persons with Disabilities by Disability Type, 2000	76
43.	Summary of Vacaville’s Land Inventory	79
44.	Sample of Buildout Capacities Of Market Rate Apartment Projects	83
45.	Key Sites for Lower Income Housing	84
46.	Examples of Projects Constructed in Residential Overlay Zones	87
47.	Key Sites for Moderate Income Housing	91
48.	Callen Street Rehabilitation Project Properties	99

49.	Requirements to Count Substantially Rehabilitated Units Towards RHNA	101
50.	Opportunity Hill Master Plan Area	107
51.	Key Sites for Above Moderate Income Housing	Back of Chp. 6
52.	Land Zoned RM with Projects Constructed with Density Bonuses	116
53.	Residential Urban High Density Development Standards	118
54.	Parking for Multifamily Developments	120
55.	Maximum Affordable Purchase Price for Different Household Income Ranges	129
56.	Summary of Progress Made in Meeting Housing Need for Prior Housing Element.....	134
57.	Progress in Meeting Housing Need for Previous Housing Element.....	135
58.	Progress Made in Meeting Quantified Affordable Housing Goals, 1999 to 2008 and Progress Made in Meeting Goals.....	137

RESOLUTION NO. 2010-32

**RESOLUTION OF THE CITY COUNCIL ADOPTING
THE REVISED HOUSING ELEMENT OF THE VACAVILLE GENERAL PLAN
AND NEGATIVE DECLARATION**

WHEREAS, the Planning Commission of the City of Vacaville conducted a duly noticed public hearing on October 20, 2009, related to the revised Vacaville Housing Element of the Vacaville General Plan; and

WHEREAS, the Planning Commission received and considered testimony from City staff and interested parties regarding the proposed project; and, recommended approval of the revised Vacaville Housing Element; and

WHEREAS, the City Council of the City of Vacaville conducted a duly noticed public hearing on April 27, 2010, related to the revised Vacaville Housing Element; and

WHEREAS, the City Council's action is the culmination of a comprehensive public process related to the preparation of a new revised Housing Element; and

WHEREAS, a Negative Declaration was prepared for this project in accordance with the provisions of the Land Use & Development Code (Section 14.03.023.050) and circulated through the State Clearinghouse (SCH 2009052043), and the City Council finds:

- A. The project does not have the potential to substantially degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of major periods of California history or prehistory.;
- B. The project does not have the potential to achieve short-term environmental goals to the disadvantage of long-term goals;
- C. The project does not have environmental effects which are individually limited but are cumulatively considerable;
- D. The project will not have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly;
- E. The project is consistent with the biological opinion of the United States Fish and Wildlife for the Solano County Water Agency Contract Service Agreement, and has complied with the interim measures outlined in the biological opinion.
- F. No comments regarding the Negative Declaration were received during the 30-day review period.

WHEREAS, the City Council considered the recommendation of the Planning Commission, received testimony from City staff and interested persons regarding the proposed project and recommended approval of the General Plan Amendment.

WHEREAS, the City Council has reviewed and considered the revised Housing Element and hereby adopts the revised Housing Element by amending the General Plan, as shown in Exhibit A and dated April 2010, supported by the following findings of fact:

- A. The proposed amendment is internally consistent with the goals, objectives and policies of the General Plan;
- B. The proposed amendment would not be detrimental to the public health, safety, or welfare of the community;

- C. The proposed amendment would maintain the appropriate balance of land uses within the City;
- D. The proposed amendment is consistent with the provisions of Division 1 of Title 7 of the California Government Code pertaining to the amendment, update, or adoption of General Plans.

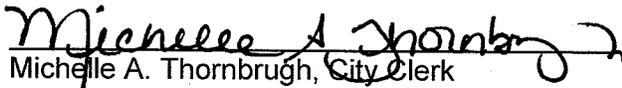
I HEREBY CERTIFY that the foregoing resolution was introduced and passed at a regular meeting of the City Council of the City of Vacaville, held on the 27th day of April, 2010 by the following vote:

AYES: Council members Clancy, Harris, Rowlett, Vice-Mayor Hunt and Mayor Augustine

NOES: None

ABSENT: None

ATTEST:


Michelle A. Thornbrugh, City Clerk

CHAPTER 1

INTRODUCTION

1.1 RELATIONSHIP TO THE GENERAL PLAN

State law requires the Housing Element to contain a statement of “the means by which consistency will be achieved with other General Plan elements and community goals” (California Government Code, Section 65583[c] [6] [B]). The Housing Element is one of seven required elements of a City’s General Plan. Unlike the other mandatory general plan elements, the Housing Element, required to be updated approximately every five years, is subject to detailed statutory requirements and mandatory review by the Department of Housing and Community Development (HCD), a State agency.

The Housing Element has been a mandatory element of the General Plan since 1969. This reflects the statutory recognition that the availability of housing is a matter of statewide importance and that cooperation between government and the private sector is critical to attainment of the State's housing goals. The regulation of the housing supply through planning and zoning powers affects the State’s ability to achieve its housing goal of “decent housing and a suitable living environment for every California family” and is critical to the State’s long-term economic competitiveness.

The 2007-2014 Housing Element is fully consistent with the adopted Vacaville General Plan. The Housing Element envisions housing development on land designated for such development by the General Plan. The Housing Element is also consistent with the overall vision for the community established by the General Plan, which emphasizes a variety of housing types and infill development.

1.2 2001 HOUSING ELEMENT

This Housing Element updates the 2001 Vacaville Housing Element, which was amended in 2003. Policies of the 2001 Housing Element were reviewed and evaluated in preparing the new housing program. The City's success in implementing the goals of the 2001 Element has been evaluated in Chapter 8.

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. The cornerstone of the State mandated requirements is the allocation of Statewide housing needs on a regional basis and the adoption by each community of its share of the projected regional need. The State requires that the Housing Element contain an identification and analysis of existing and projected housing need for individuals of all levels of income; a statement of goals, policies, and quantified objectives; programs to address identified housing needs; and an identification of an adequate number of sites for all types of housing (including rental, factory built, and mobile homes). 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 analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels.
2. An analysis and documentation of household characteristics, including level of payment compared to ability to pay; housing characteristics, including overcrowding; and housing stock condition.
3. An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and

services to these sites. The land inventory must demonstrate the City's ability to accommodate its fair share of regional housing needs as determined by the Association of Bay Area Governments (ABAG).

4. An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels and for persons with disabilities including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures.
5. An analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.
6. An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farm workers, families with female heads of household, and families and persons in need of emergency shelter.
7. An analysis of opportunities for energy conservation with respect to residential development.
8. An analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use.

Eight sections make up the Housing Element: the introduction, housing programs, sections covering regional context, existing housing, housing need, ability to meet housing need, and an evaluation of the 2001 Vacaville Housing Element.

1.4 PUBLIC PARTICIPATION

There was a significant amount of public participation efforts made in drafting this Housing Element update. These efforts have resulted in proposed housing programs, which have been tailored to address the local housing market and community needs.

Community Outreach

In an effort to educate the public about the Housing Element, the City provided information regarding the Housing Element on its website: www.cityofvacaville.com. The Housing Element webpage included the City's Regional Housing Needs Allocation (RHNA) numbers; identified housing topics that would be addressed in the Housing Element document; provided information about the ongoing Public Participation Process; included a link to the previous Housing Element and other Housing Element related websites; provided a Frequently Asked Questions (FAQ) sheet; and provided contact information for people seeking additional information regarding the Housing Element. The aforementioned FAQ sheet was available in the handout display located on the Planning Division counter.

In addition, the City contacted and had discussions with the following community stakeholders:

- Opportunity House
- Solano-Napa Habitat for Humanity
- Vacaville Chamber of Commerce
- Vacaville Social Services Corporation
- Napa Solano Head Start
- Children's Network
- Downtown Vacaville Business Improvement District
- California Apartment Association (Napa-Solano)
- Northern Solano County Association of Realtors

- Vacaville Community Housing
- Solano Economic Development Corporation
- Local residential developers, engineers, realtors and property managers

The Draft Housing Element was posted on the City's website during the public review period and interested persons were able to submit comments electronically through an email address located on the webpage.

Focus Group

On December 4, 2008, the City hosted a focus group meeting to solicit information, questions and comments from stakeholders in local housing and social services communities. Several issues were discussed including, but not limited to:

- Escalating foreclosure rates
- Increasing apartment vacancy rates
- Decrease in the number of qualified home buyers
- New construction selling at a financial loss
- The City's Planned Growth Ordinance (PGO)
- Amending development requirements for affordable and small lot subdivisions
- Development fees
- Business and job retention
- Limiting government interference
- Increasing the variety of available housing types

As a result of the Focus Group meeting, and subsequent individual meetings with some of the Focus Group members, the City incorporated housing polices into this document to address many of these issues. A summary of the Focus Group discussion has been included in the Appendix, and housing polices resulting from this meeting and other public meetings are listed in Section 1.5 of this chapter.

Public Meetings

The Planning Commission held study sessions on January 6, 2007, July 1, 2008, and April 7, 2009 to review the Housing Element update process, the Regional Housing Needs Allocation (RHNA), and to request input regarding proposed housing programs and policies. The meetings were televised live on the City's local access channel (Comcast Channel 26) and can continue to be viewed on the City's website. In addition, the staff reports are also available online on the City's website: www.cityofvacaville.com. The Housing and Redevelopment Commission reviewed the Housing Element update process at their May 11, 2008 and April 22, 2009 meetings.

The Planning Commission unanimously voted to recommend that the City Council adopt the Housing Element on October 20, 2009. On April 13, 2010, the City Council considered a report on homelessness, prepared and presented by the Department of Housing and Redevelopment. At this hearing, the City Council voted to support two housing programs proposed by the Ad-Hoc Homeless Task Force (H3- I 14 and H3- I 15) and supported the City's ongoing collaboration with the Ad-Hoc Homeless Task Force (H3- I 16). On April 27, 2010, the City Council unanimously adopted the Housing Element.

1.5 HOUSING POLICIES RESULTING FROM PUBLIC PARTICIPATION

As a result of public input, several policies are being proposed to address specific concerns and ideas. These policies have been incorporated into Chapter 2, Housing Programs, and are discussed below:

H.1- I 4 Consider implementation of a program to allow payment of development impact fees for new residential construction to be deferred and paid prior to the City's approval of occupancy.

Local developers strongly believe that the requirement to pay impact fees at the time of building permit issuance is a restriction on development. City development fees range from \$40,000 to \$50,000 for a typical single-family house. It is believed that payment of these fees at the time of building permit issuance places a large financial hardship on developers. Developers do not recoup the cost of impact fees until the houses are sold. This fact, along with the argument that new homes do not place demand on infrastructure until they are occupied, has led to a request that the City defer development impact fees until the housing unit is constructed and is ready to receive its final inspection.

The Community Development Department, in coordination with affected City departments, shall evaluate the feasibility of the implementation of a new program to allow builders of new affordable and/or market-rate residential units to pay City development impact fees prior to approval of occupancy instead of prior to permit issuance. The study will consider the potential benefits to the City through housing production, financial considerations of deferring collection of the fees and the administrative process for implementation. Community Development Department and Economic Development staff will complete the study by summer 2010, and if it is determined to be feasible, a proposal will be forwarded to the City Council for consideration by May 2011.

H.1- I 5 Review and update the development impact fee structure for residential projects.

Local developers claim that it is not profitable to construct smaller, potentially more affordable, units within new subdivisions. They claim the City's development impact fees for a small housing unit are roughly the same as the fees charged for larger homes. The fees for a smaller house equate to a high proportion of the house's cost, whereas the fees equate to much less of the total construction cost of a much larger, and costlier house. This makes constructing larger houses more profitable.

To address this issue, and to encourage the development of smaller and potentially more affordable houses, the City will initiate a comprehensive effort to review development impact fees through a process and parameters mandated by State Law. The impact fee studies will include an evaluation of changes to the current fee structure to consider a lower impact fee structure for small single family starter homes as compared to larger move-up and executive homes.

H.1- I 6 Evaluate and update the General Plan residential land use classifications and consistent zoning districts.

The Implementation section of the General Plan contains a Land Use/Zoning Consistency table (Table 11-1). Based on this table, the largest minimum lot size within a zoning district is consistent with the corresponding General Plan designation, while the smaller lot sizes within the same zoning designation are deemed consistent as part of a Planned Development, Policy or Specific Plan, or per City Council determination.

For example, in an area with a General Plan designation of Low Density Residential, the RL-10 (Low Density with a minimum lot size of 10,000 square feet) zoning designation is consistent. However, the RL-8 (Low Density with a minimum lot size of 8,000 square feet) and other Low Density designations with smaller minimum lot sizes are considered consistent with the General

Plan only when they are accompanied by a Planned Development, Policy or Specific Plan, or per a City Council determination.

Local developers believe the Land Use/Zoning Consistency table presents a constraint to residential development by stating a preference for larger lot sizes within subdivisions. Developers have voiced their opinion that the only way they can provide smaller, potentially more affordable, housing is to be permitted to construct homes on smaller lots. They believe zoning designations with smaller minimum lot sizes should be considered consistent with the corresponding General Plan designation, and zoning designations with larger minimum lot sizes should be considered consistent only with a Planned Development, Policy or Specific Plan, or per a City Council determination.

Staff believes this to be a valid issue worthy of further consideration. During the upcoming General Plan update, the residential land use categories and definitions will be analyzed and updated. Consideration shall be given to the citywide housing mix, infrastructure capacities and environmental constraints.

H.1- I 10 Consider expanding the supply of three-bedroom apartments to provide affordable multifamily housing for large families and young adult households.

Housing advocates claim there is a growing need for affordable housing for large families. Table 36, which indicates that 12 percent of all rental housing in Vacaville is overcrowded, supports this claim. To address this issue, the Planning Division will request the Planning Commission to initiate an amendment to the Land Use and Development Code to require a minimum of 15 percent of all units in new, non-senior apartment projects of over 50 units be three bedroom units.

H.1- I 15 Consider an amendment to the Land Use & Development Code and/or the Single Family Design Guidelines to include alternative development and design standards for small lot subdivisions, specifically for lots smaller than 5,000 square feet and for affordable housing developments.

Single-family zoning districts require front setbacks varying between 15 and 50 feet; side yards varying between 0 and 30 feet; rear yards varying between 15 and 40 feet maximum building heights varying between 30 and 40 feet. These zones require two enclosed parking spaces for each home. Local developers believe the current residential development standards present a constraint on small lot subdivisions. They claim the required setbacks result in too much unused space and a building envelope too small to accommodate a decent sized house.

In addition to the development standards, the Land Use and Development Code contains a *Residential Design Requirements for New Single Family Development* section, which identifies architectural standards regarding wall planes, siding materials, materials and features required on side and rear elevations, exterior colors, roofing, windows, garage design, entry treatments, and other architectural related items. Local developers have requested that the City consider alternative development and design standards for residential projects that include a significant number of smaller floor plans (less than 1,500 square feet). It is believed that development and design standards that allow homes to be affordable by design will encourage developers to build homes that will be affordable to entry-level buyers.

The Community Development Department will coordinate with other affected City departments, and consult with residential builders, to identify potential design and development standards specific to small-lot single-family projects, and request the Planning Commission to hold a public study session to review the potential changes and to consider initiating amendments to the Land Use and Development Code and/or Single Family Design Guidelines. The Planning Commission will hold a study session and consider initiating amendments by December 2012 following completion of the comprehensive General Plan Update currently underway.

1.6 INFORMATION SOURCES

The most comprehensive and authoritative source of information on population, housing, and economic data is the United States census. Census data within this report is from the Decennial (2000) Census, except in a few instances where information was available from the 2006 American Community Survey. The source for the majority of the data tables found in this report is from the Census' Summary File 3. Summary File 3 presents detailed population and housing data (such as place of birth, education, employment status, income, value of housing unit, year structure built) collected from a 1-in-6 sample and weighted to represent the total population.

While the 2000 Census is still considered the most reliable source of demographic information, it has now been ten years since the data was collected and therefore the validity of the numbers has lessened. To address this, the City supplemented the census data with data from other sources when possible. The additional data sources include:

- Demographic and housing data provided by the Association of Bay Area Governments (ABAG) and the State Department of Finance Economic Development Department.
- Median Income data provided by the U.S. Office of Housing and Urban Development (HUD).
- Housing market information, including foreclosure data and median sales data was purchased from Data Quick Services.
- Employment and commuter data provided by Metropolitan Transportation Commission (for the nine-county San Francisco Bay Area) (MTC).
- Demographic information from the 2006 American Community Survey.
- Housing condition information collected by a City windshield survey.
- Public and nonprofit agencies were consulted for data on special needs groups, the services available to them, and gaps in the system.
- Apartment vacancy and rental rate data was collected from annual City surveys.

CHAPTER 2

HOUSING PROGRAMS

This chapter describes the strategies to be carried out during the period January 1, 2007 to June 30, 2014 to meet Vacaville's housing needs. The policies and programs listed concentrate on providing affordable housing for extremely low, very low, low 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 at or below 120 percent 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 \$122 million that the City of Vacaville Redevelopment Agency (Agency) will receive from the Department of Housing and Urban Development (HUD), Department of Housing and Community Development (HCD), and through Redevelopment, \$3.0 million (2.5 percent) will be used to assist extremely low-income households, \$81.8 million (67.0 percent) will be used to assist very-low-income households; \$32.3 million (26.5 percent) will be used to assist low-income households; and \$5.0 million (4.0 percent) will be used to assist moderate-income households. In addition, these funds will leverage approximately \$40 million in tax-exempt bonds, tax credits, and private investment. The principal assumption made is that the City will aggressively pursue a wide variety of resources to meet its housing needs.

The Agency places 20 percent of its tax increment revenues into a Low Income Housing Fund (LIHF) as required. During the planning period of this Housing Element, it is estimated that \$52.3 million of LIHF will be utilized to carry out the following activities:

Owner Occupied Rehabilitation:	\$ 2.5 Million
Rental Acquisition and/or Rehabilitation:	\$13.5 Million
Direct Financial Assistance for New Construction:	\$12.0 Million
First Time Home Buyer Programs:	\$ 3.5 Million
Housing Support Programs:	\$ 3.0 Million
Bond Debt Service:	\$10.8 Million
Planning, Administration, Management, Monitoring:	\$ 7.0 Million
	=====
Total	\$52.3 Million

The three major funding sources for supportive housing activities are the HUD Housing Choice Voucher Program (approximately \$75 million during the planning period); Community Development Block Grant Funds (approximately \$3 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 (estimated at \$300,000 during the planning period); California Home Ownership Preservation Initiative grant (\$100,000 during the planning period to provide pre-foreclosure counseling); and \$1.1 million from the Neighborhood Stabilization Program. The programs and annual goals are described in section 2.3 - Housing Support Services.

Income Proportionality Test and Housing Need

Under California Redevelopment Law, the Agency must target set-aside expenditures in accordance with an income proportionality test. The income proportionality test requires the Agency target set-aside expenditures to the relative percentage of unmet need for very-low-, lower-, and moderate-income units, as determined by the Association of Bay Area Governments (ABAG). During the planning period, the estimated \$52.3 million of Redevelopment LIHF monies are allocated based upon the proportional allocations illustrated in Table 1.

**TABLE 1
ALLOCATION OF LOW INCOME HOUSING FUND MONIES**

Income Categories	RHNA	Fair Share of Housing (Percentage)	ABAG Proportional Allocation (Approx.)	Planned LIHF Allocation (Percentage)	Proportional LIHF Allocation (Approx.)¹
Very-Low and Low	1,222	70.4%	\$36.8 Million	94.5%	\$49.4 Million ²
Moderate	515	29.6%	\$15.5 Million	5.5%	\$2.9 Million
Total	1,737		\$52.3 Million		\$52.3 Million

Notes: ¹ In accordance with California Redevelopment Law, the planned allocation of the LIHF exceeds the ABAG proportional allocation for the very low and Low-income category. At least \$49.4 million dollars of the LIHF will be allocated to very-low and low-income housing.

² Of the \$49.4 million allocated for very-low and low income housing, \$3.0 million will serve households with extremely-low incomes (less than 30% of median income), \$19.1 million will serve households with very-low incomes (less than 50% of median income), and \$27.3 million will serve households with low-incomes (less than 80% of median income).

In addition, the majority of funds spent assisting lower-income households with incomes between 50 percent and 80 percent of the local area median income will be spent on households with incomes at the lower end of the range with incomes below 60 percent of the local area median income.

The Housing Element goals, policies and programs are based on the City’s commitment to affordable housing, available resources, past experience, the evaluation of the past Housing Element and understanding of the market forces which drive housing development. Existing successful programs have been carried over from the prior Housing Element, while new programs have been identified in order to comply with new state statutes, to address new housing challenges based on the current housing market, and to incorporate feasible programs suggested by housing and social service stakeholders convened in a Housing Element Focus Group.

Table 2 shows the number of units to be achieved during the period January 1, 2007 through June 30, 2014. The total new construction goal meets the total housing need determined by the Association of Bay Area Governments (ABAG). Though City growth policies allow a growth rate that far exceeds the total housing need as determined by ABAG, the Housing Element goals for new construction are based upon a more conservative growth rate due to the current economy and housing market. Should the residential housing market conditions significantly improve, it is expected that actual construction will exceed the goals. As documented in the inventory of vacant lands, the City has an ample inventory of residential land. Table 3, at the end of this chapter, provides a detailed breakdown of the quantified goals.

**TABLE 2
SUMMARY OF QUANTIFIED GOALS FOR JANUARY 2007 THROUGH JUNE 2014**

	Very-low and Low Income	Moderate Income	Above Moderate Income	Total
Housing Need (ABAG Housing Need Determination)	1,222	515	1,164	2,901
New Construction Goal	749 ¹	518	1,634	2,901
Existing units acquired and/or rehabilitated	220 ²	20	-	240
Existing units conserved/preserved	45	-	-	45

Notes: ¹ Ten of these units will be restricted to households with income below 30 percent of the local area median (AMI)

² Ten of these units will be restricted to households with income below 30 percent of the local area median (AMI)

The goal is for 749 new units in the very-low and low-income ranges to be constructed. Although it is not expected that the total housing need of 1,222 very-low and low-income new construction units will be met through new construction, at least 389 of the units in the very-low and low income category will be restricted to households with incomes below 60 percent of median. The primary reason why housing can be accomplished at 60 and not 50 percent 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 percent rather than 50 percent.

Together with new construction, the goal is to construct and acquire/rehabilitate 969 units affordable to very-low and low income households – 447 units affordable to households earning below 60 percent of the median household income; 172 units affordable to households earning below 50 percent of the median household income; and 20 units affordable to households earning below 30 percent of the median household income

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

- 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 2 and 3.

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. The Land Use Element also addresses residential development, residential land supply and land use controls. The programs in the Housing Element deal with more fine-grained questions of providing housing and are consistent with policies contained within the Land Use Element.

Educational Revenue Augmentation Fund

One of the greatest challenges facing the City, particularly the Agency, is the State's ongoing efforts to balance its budget through the Educational Revenue Augmentation Fund (ERAF). During fiscal year 2008-2009, the approved State budget included a provision to take \$350 million in redevelopment funding from cities and counties to fund state obligations. Vacaville was at risk of losing \$1.9 million in local redevelopment funding. A lawsuit was filed by the California Redevelopment Association (CRA) to fight this provision. The courts found in favor of the CRA, with the State choosing not to appeal the court's decision.

However, in an attempt to pass the State's budget in fiscal year 2009-2010, legislators once again called for the taking of redevelopment money. This time, through ABX4-26, redevelopment agencies across the state would be required to pay \$2.05 billion in to the State. Vacaville's required portion will be approximately \$9.5 million in fiscal year 2009-2010 and \$1.9 million in fiscal year 2009-2010 for ERAF. Again, the CRA has filed a lawsuit challenging this legislation. In the meantime, approximately \$1.9 million has been borrowed from the Low Income Housing Fund (LIHF), and placed in an escrow account, so that the Agency can meet this financial obligation. The borrowing of nearly 30 percent of the annual LIHF has greatly affected the Agency's short-term ability to improve the supply of affordable housing. Even though the State must repay the \$1.9 million loan over the next five years, it is likely that there will be inadequate funding until the fifth year of repayment for the Agency to collaborate with anyone to develop an affordable housing project.

It is unclear how State legislators intend to address Redevelopment funds in the upcoming years. These funds are the City of Vacaville's greatest affordable housing financing tool. Until ERAF is resolved, many of Vacaville's affordable housing programs, listed below and described within this document, are suspended:

First Time Home Buyer (FTHB) Loan Programs:

- Down Payment Assistance (DPALs)
- Shared Equity
- Section 8 FTHB Match

Rehabilitation Loan Programs:

- Owner Occupied
- Owner/Investor

Other Programs:

- Senior Home Improvement (SHIP)
- Security Deposit Loans

2.1 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 ensuring the implementation of planning and building related policies. The City of Vacaville Department of Housing and Redevelopment, which also staffs the 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 749 housing units affordable to very-low and low-income households. The goal is to construct 518 moderate-income units. Units with long-term affordability agreements will include 10 extremely low-income units, 517 very-low/low income units, and 18 moderate-income units. Of those 527 very-low/low income units with affordability restrictions, 389 (74 percent) will be affordable to households with incomes below 60 percent 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 from HCD, 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 funding. It is anticipated that the LIHF will generate \$12 million over the period covered by this Housing Element to assist with new construction of affordable housing, most of which will be affordable at 60 percent of median income. Approximately \$2 million of the LIHF will be used for the construction of rental units affordable to households below 30 percent of the area median income. It is estimated that HCD and LIHF will leverage over \$40 million of tax-exempt bonds, tax-credits, and private funding for new construction activities.

Guiding Policies

- H.1- G 1** Ensure a supply of housing of differing type, size, and affordability in order to meet Vacaville's housing needs for the current and future residents and workers within the community.
- H.1- G 2** In conjunction with policies in the Land Use Element 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.
- H.1- G 3** Remove constraints to the production and availability of housing to the extent consistent with other General Plan policies.
- H.1- G 4** Ensure the development and availability of housing appropriate for special needs groups including young adults, young families, seniors, disabled and homeless.
- H.1- G 5** Establish development and construction standards that encourage energy conservation in residential areas.
- H.1- G 6** Aggressively participate in all programs, state and federal, private and public, suitable for maintaining and increasing the supply of affordable housing.
- H.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

- H.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: On an ongoing basis, the Community Development Department and the Department of Housing and Redevelopment will continue to make developers aware of the provisions in the Density Bonus ordinance.

- H.1- I 2** **The Planned Growth Ordinance shall continue to provide exemptions to the allocation process for the construction of dwellings affordable to very low and low-income households.**

Implementation: On an ongoing basis, the Community Development Department shall make builders of affordable projects aware of the provisions in the Planned Growth Ordinance. The Lincoln Corner affordable apartments are an example where affordable units were given preference for construction under the Planned Growth Ordinance. Any future amendment of the ordinance shall maintain the exemption for low and very-low income projects.

H.1- I 3 Consider an amendment to the Land Use and Development Code to allow innovative and affordable 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: In conjunction with adoption of this Housing Element, the Community Development Department will request the Planning Commission to initiate an amendment to the Land Use and Development Code to allow secondary living units to be a permitted use when constructed at the same time as a new single family home and to permit duplexes and attached single homes to be allowed in residential Planned Developments where the overall density of the project is consistent with the underlying zoning and General Plan designations. If initiated, the ordinance amendment will be scheduled for a public hearing before the Planning Commission by May 2011. It should be noted that through the Specific Plan or master plan process, this program may be implemented prior to adoption of an amendment.

Considering the requirement for second dwelling units in the Southtown residential project and the number of second dwelling units constructed annually for the past nine years, in concert with local housing needs and development trends, and adoption of new incentives, the City is projecting that 30 secondary units will be approved and constructed during the current planning period. As provided for in Government Code Section 65583.1, the City is applying secondary living units towards its adequate sites requirement. In Vacaville, secondary living units are usually occupied by elderly parents or young, single adults.

H.1- I 4 Consider implementation of a program to allow payment of development impact fees for new residential construction to be deferred and paid prior to the City’s approval of occupancy.

Implementation: The Community Development Department, in coordination with affected City departments shall evaluate the feasibility of the implementation of a new program to allow builders of new affordable and/or market-rate residential units to pay City development impact fees prior to approval of occupancy instead of prior to permit issuance. The study will consider the potential benefits to the City through housing production, financial considerations of deferring collection of the fees and the administrative process for implementation. Community Development Department and Economic Development staff will complete the study by summer 2010 and if it is determined to be feasible, a proposal will be forwarded to the City Council for consideration by May 2011.

H.1- I 5 Review and update the development impact fee structure for residential projects.

Implementation: Following the comprehensive General Plan update, initiated by the City Council in March 2010, the City will initiate a comprehensive effort to review development impact fees through a process and parameters mandated by State Law. Adoption of the fee studies and updated fees would happen within two years of adoption of the updated General Plan. The impact fee studies will include an evaluation of changes to the current fee structure to consider a lower impact fee structure for small single family starter homes as compared to larger move-up and executive homes.

H.1- I 6 Evaluate and update the General Plan residential land use classifications and consistent zoning districts.

Implementation: The City Council initiated a comprehensive General Plan Update in March 2010. During the update, the residential land use categories and definitions will be analyzed and updated. Consideration shall be given to the citywide housing mix, infrastructure capacities and environmental constraints. An alternative option to be considered for the single family classifications will be the designation of compatible zoning districts that are at the high end of the density range allowed per the General Plan.

H.1- I 7 Assist affordable housing developers to construct 527 new housing units affordable to households with incomes below 80 percent of median, with 74 percent of these units being affordable at 60 percent or below median, and 10 of these units being affordable to families with incomes below 30 percent of median.

Implementation: This is an ongoing effort by the City of Vacaville Redevelopment Agency. 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. The primary funding source for this activity will be the Redevelopment Low Income Housing Fund (LIHF). It is anticipated that \$12 million of LIHF will be used to develop 527 units.

The City has already made great headway to achieve these goals. The 60-unit Senior Manor (also known as the Lawrence Drive Apartments), four Habitat for Humanity houses and ten Lincoln Corner Apartments were completed during the timeframe for this Housing Element. All of these projects are affordable to households earning below 60 percent of median income.

H.1- I 8 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 off-base housing units that are affordable to active military families at Travis AFB.

Implementation: The City owns an 8.4-acre site, donated by the developer of the Alamo Place Subdivision. In 2004, a 93-unit affordable apartment and town home project was approved for the site. The project approval lapsed and the non-profit developer is no longer involved in the project. 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 Redevelopment Agency shall pursue development of the property.

H.1- I 9 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 and will continue to make apartment developers aware of the zoning option to request to construct apartments on commercial lands as an alternative land use. The Residential Overlay District Ordinance has been and will continue to be an effective tool to add multifamily units the City's housing inventory. To date, several apartment projects have been built as a result of implementation of this policy. River Oaks (312 units), Saratoga Phase I (108 units), Walnut Grove (117 units), The Commons (208 units), Lincoln Corner (134 units) and Northpointe Apartments (312 units) were approved and construction is complete. All of these projects were developed at a density at or above 20 units per acre.

H.1- I 10 Expand the supply of three-bedroom apartments to provide affordable multifamily housing for large families and young adult households.

Implementation: In conjunction with adoption of this Housing Element, the Community Development Department will request the Planning Commission to initiate an amendment to the Land Use and Development Code to require new non-senior apartment projects of over 50 units to include a minimum of 15 percent three bedroom units. If initiated by the Planning Commission, the ordinance amendment will be scheduled for public hearings by May 2011.

H.1- I 11 Strengthen anti-NIMBY protections including no-net loss housing development capacity requirements.

Implementation: In conjunction with adoption of this Housing Element, the Community Development Department will request the Planning Commission to initiate an amendment to the Land Use and Development Code to set forth specific findings and the required analysis needed in conjunction with consideration of rezonings of residential land in order to find that the inventory of residential land does not fall below the minimum required to meet the City’s housing goals as determined by ABAG. On an ongoing basis, the Community Development Department’s Planning Division will incorporate project specific conditions of approval as a part of the project entitlement process to require identification signs on properties approved for multi-family housing developments through specific project entitlements and for sites in master planned areas reserved for multifamily development. If initiated by the Planning Commission, the ordinance amendment will be scheduled for public hearings by May 2011.

H.1- I 12 Amend the Land Use and Development Code and Zoning Map to identify Special Standard Overlay zones that permit Social Services Facilities without a conditional use permit.

Implementation: In 2008 and 2009, the City Council adopted Special Standard Overlay Zones in the Callen Street and Bennett Hill Court area that permit the development of homeless shelters, transitional housing and related support and social services without a conditional use permit. The Vacaville Redevelopment Agency owns land in the area which is zoned as Residential High Density. Approval was granted to convert existing structures to accommodate a 48-bed homeless shelter.

This project will replace and increase the capacity of the existing 24-bed Opportunity House homeless shelter. The new project will have capacity to serve the homeless population documented in the most recent January 29, 2009 homeless survey. In addition, the Redevelopment Agency owns additional lands within the Special Standards Overlay zone, which have the capacity to accommodate additional future facilities and programs.

In conjunction with adoption of this Housing Element, the Community Development Department will request the Planning Commission to initiate an amendment to the Land Use and Development Code to permit Social Services Facilities in the Special Standard Overlay zones (SS-10 and SS-11) located in the Callen Street and Bennett Hill Court area. If initiated by the Planning Commission, the ordinance amendment will be scheduled for public hearings by May 2011.

H.1- I 13 Initiate an amendment to the Land Use and Development Code to comply with SB 2 (Cedillo), the “Fair Share Zoning” law.

Implementation: In conjunction with adoption of this Housing Element, the Community Development Department will request the Planning Commission to initiate an amendment to the Land Use and Development Code to:

- Define transitional and supportive housing in the glossary.
- Permit transitional and supportive housing, without the need for a conditional use permit, in residential zones, subject to the same development standards as residential development within the same zone.
- Amend the definition of “Social Service Facilities” to include transitional and supportive housing.

If initiated by the Planning Commission, the ordinance amendment will be scheduled for public hearings by May 2011.

H.1- I 14 Implement the Opportunity Hill Master Plan by identifying lands to be rezoned to a density greater than the maximum density of 36 units per acre as currently permitted by the Urban High Density (RUHD) Residential Overlay District.

Implementation: In 2008, the City Council adopted the Opportunity Hill Master Plan and Design Guidelines. In order to implement the Plan, the City Council also initiated a General Plan Amendment to allow up to 65 units per acre within the Opportunity Hill Master Plan area. The Opportunity Hill project will intensify land uses and revitalize portions of the Downtown Area. Land use recommendations identified specialty retail, office uses, housing opportunities (including live/work units, for-sale, and affordable housing component), entertainment and restaurant uses, and a continuation of heritage tourism that celebrates Vacaville’s rich history. This project will be an infill project and the Redevelopment Agency has already acquired a significant number of parcels in the area that are now vacant. The project will be required to comply with the adopted Master Plan design and development guidelines. The Opportunity Hill General Plan and Zoning Amendments will be considered with the Comprehensive General Plan Update, which was initiated by City Council in March 2010. The Comprehensive General Plan Update will occur over a two-year timeframe.

H.1- I 15 Consider an amendment to the Land Use & Development Code and/or the Single Family Design Guidelines to include alternative development and design standards for small lot subdivisions, specifically for lots smaller than 5,000 square feet and for affordable housing developments.

Implementation: The Community Development Department will coordinate with other affected City departments and consult with residential builders to identify potential design and development standards specific to small-lot single family projects and request the Planning Commission to hold a public study session to review the potential changes and to consider initiating amendments to the Land Use and Development Code and/or Single Family Design Guidelines. The purpose of the review will be to identify standards to require such projects to include a significant number of smaller floor plans or less than 1,500 square feet which are affordable by design and to identify alternative design standards to encourage developers to build homes that will be affordable to entry level buyers. The Planning Commission will hold a study session and consider initiating amendments by December 2012 following completion of the comprehensive General Plan Update currently underway.

H.1- I 16 High Density Residential (RHD) lands identified in the Residential Land Inventory shall be required to develop with a minimum density of 20 units per acre.

Implementation: On an ongoing basis, as a part of the discretionary development review process, the Community Development Department will require RHD sites to be designed with a minimum density of 20 units per acre in order to implement the policies of the Housing Element. All recently approved high density projects have been constructed with an average density of 20 units per acre density, except for projects with density bonuses approved at higher densities.

H.1- I 17 Continue to monitor changes in State Law related to housing issues and initiate amendments to the Land Use and Development Code as needed to ensure consistency of local ordinances with State Law.

Implementation: Most recently, in 2008, the City Council repealed and replaced Chapter 14.09.116 of the Land Use and Development Code relating to the Density Bonus. The new Ordinance was written to comply with State Law (SB 1818 and SB 435). Following the adoption of the Density Bonus Ordinance, a new Assembly bill was adopted (AB 2280), which makes a number of changes to density bonus law. In conjunction with adoption of the Housing Element, the Community Development Department staff will request the Planning Commission to initiate an amendment to the Density Bonus Ordinance in order to amend the current local regulations to be consistent with State Laws. On an ongoing basis, each year, as a part of the preparation of the

Status of the General Plan report, new state legislation related to housing issues will be reviewed and the Community Development Department staff will request the Planning Commission to initiate changes to the Land Use and Development Code as required to maintain consistency with State Law. If initiated by the Planning Commission, the ordinance amendment will be scheduled for public hearings by May 2011.

H.1- I 18 Implement California energy conservation standards.

Implementation: On an ongoing basis, the Community Development Department's Building Division enforces the state energy standards, as adopted and amended by the California Building Standards Commission, as a part of the building plan check and permitting process for all residential projects.

H.1- I 19 Implement the California Green Building Standards Building Code.

Implementation: The California Green Building Standards Code, adopted in July 2008, went into effect January 2010. The Community Development Department's Building Division has implemented the changes in the Code as they apply to all residential projects.

H.1- I 20 Encourage energy-conserving development patterns.

Implementation: On an ongoing basis, as a part of the development review process, the Community Development Department will promote neighborhood design with pedestrian and bicycle oriented circulation to reduce automobile trips. As an example, the Southtown master plan incorporates a neighborhood center comprised of a central park and neighborhood commercial center which is easily accessible by all future residents in the project via pedestrian pathways.

H.1- I 21 Encourage energy conservation through energy-reducing landscaping, orientation and configuration of buildings, site, and other factors affecting energy use.

Implementation: On an ongoing basis, through the building permit process for new development, the Community Development Department enforces the water efficiency standards for landscaping. Through the environmental review process, energy efficiency is evaluated and where appropriate, mitigation measures are required to address landscaping and parking lot shading.

H.1- I 22 Continue to allow manufactured homes on foundations on residential land, subject to the same development standards as site-built housing.

Implementation: The Land Use and Development code permits manufactured homes to be constructed in single family zoning districts, subject to the same design review process as a site-built house.

H.1- I 23 The City of Vacaville, in its capacity as the City's water and sewer service provider, will grant priority for service allocations to proposed developments that include housing units affordable to lower-income households.

Implementation: During the review of development entitlements for proposed residential projects affordable to very-low and low income households, the Community Development Department, in conjunction with the Utilities Department, will evaluate wastewater treatment capacity and water allocations required to serve the project and give priority for allocations except where capacity has already been granted to other approved projects. There are no known treatment capacity or water allocation shortfalls which would impede residential development during the timeframe of this Housing Element.

H.1- I 24 The City will consider developing a more formalized reasonable accommodation procedure that will provide an administrative exception process in zoning and land use matters for housing for persons with disabilities.

Implementation: In conjunction with adoption of this Housing Element, the Community Development Department will request the Planning Commission to initiate an amendment to the Land Use and Development Code as needed to allow a process for reasonable accommodation for housing with persons with disabilities. The process may include minimal review by the Planning Director and may include the following criteria: the request for reasonable accommodation will be used by an individual with a disability protected under fair housing laws; the requested accommodation is necessary to make housing available to an individual with a disability protected under fair housing laws; the requested accommodation would not impose an undue financial or administrative burden on the City; the requested accommodation would not require a fundamental alteration in the nature of the City's land-use and zoning program. In addition, the amendment would include provisions to allow accessible ramps for disabled persons to be located within required setback areas on lots zoned as single family residential. If initiated by the Planning Commission, the ordinance amendment will be scheduled for public hearings by May 2011.

H.1- I 25 Amend Section 14.09. 128.080, Required Off-Street Parking Designated, of the Land Use and Development Code to include parking requirements for studio apartments.

Implementation: In conjunction with adoption of this Housing Element, the Community Development Department will request that the Planning Commission initiate an amendment to the Land Use and Development Code to include parking requirements for studio apartments. If initiated by the Planning Commission, the ordinance amendment will be scheduled for public hearings by May 2011.

H.1- I 26 Consider implementation of a program to provide subsidies to partially fund the Public Safety Community Facilities District (CFD) costs for affordable multi-family housing with long term affordability agreements.

Implementation: The Community Development Department and the Department of Housing and Redevelopment, in coordination with affected City departments, shall evaluate the feasibility of the implementation of a new program that would provide subsidies to partially fund the ongoing Public Safety Community District costs for affordable multifamily housing projects with long-term affordability restrictions. The Community Development Department and Department of Housing and Redevelopment will study the financial impacts to both the City and potential developers of affordable housing. If subsidies are determined to be feasible, a proposal will be forwarded to the City Council for consideration by May 2011.

2.2 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 three percent, and preserving federally assisted units which may convert to market rate.

In 2007, using Agency Low Income Housing Set-Aside funds and taxable bonds monies in the amount of \$18 million, the City of Vacaville Redevelopment Agency (Agency) acquired market-rate multi-family residential complexes along Callen Street, Bennett Hill Drive, and Bennett Hill Court: 17 four-plexes, three duplexes, and one eight-plex. The goal of these acquisitions is to provide comprehensive neighborhood revitalization through rehabilitation of these units for affordable housing. Pursuant to Government Code Section 65583.1(c), the City counts these units towards its RHNA. See Section 6.7 of this document for more information about these substantially rehabilitated units.

Guiding Policies

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

Implementing Policies

- H.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 Department of Housing and Redevelopment. Currently there are 103 affordability agreements covering 967 units, including homes purchased under the City's Shared Equity Loan Program. During the planning period, it is expected that the Agency will annually monitor up to 200 agreements covering 1,500 units.

- H.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 Department of Housing and Redevelopment. During the planning period, 150 units will be acquired and/or rehabilitated, and all will have long-term affordability agreements. Of the 150 units, 120 will be affordable for households with incomes below 60 percent of median. 10 units will be affordable for households with extremely low incomes below 30 percent of median. Approximately \$2.5 million of Redevelopment LIHF will be used for owner occupied rehabilitation, and \$13.5 million will be used for rental acquisition and/or rehabilitation over the planning period of this Housing Element. Of the \$13.5 million of the LIHF for acquisition and/or rehabilitation, \$1 million will be used to subsidize 10 units, which will be affordable for households with income below 30 percent of the area median income.

In addition, the Department of Housing and Redevelopment 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, 74 rental units have been acquired and/or rehabilitated. During the planning period, 90 owner-occupied units will be rehabilitated.

Of the 90 single-family homes, 50 will be owners with very-low incomes below 50 percent of median, 20 will have low incomes below 80 percent of median and 20 will have incomes below 120 percent of median.

H.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 that all housing owners participating in the program comply with Housing Quality Standards (HQS). The Department of Housing and Redevelopment, which provides staffing for the Vacaville Housing Authority (VHA), inspects each unit at move-in and annually thereafter to ensure HQS compliance. Special inspections may also be conducted at the request of the landlord or the tenant. Information regarding the rehabilitation loan programs is provided to owners, who are encouraged to participate.

At this time there are 1,143 Housing Choice Vouchers. The VHA will apply for and accept additional vouchers as they become available.

H.2- I 4 Continue to enforce the Public Nuisance Ordinance (PNO) to encourage property maintenance and to promote improved quality of life in Vacaville’s communities.

Implementation: This ordinance is enforced by the Department of Housing and Redevelopment. The Department of Housing and Redevelopment receives and investigates approximately 2,000 calls per year regarding the PNO. These calls/cases relate to property accumulations, overgrown vegetation, abandoned vehicles, etc. By working with the responsible party to correct the violations, the overall quality of life is preserved and/or enhanced in the neighborhood. The City established the Neighborhood Team (a multi-disciplinary approach) to respond to concerns about and take action to reverse neighborhood decline and prevent blight. Some of the Neighborhood Team’s activities have included coordinating with public safety efforts such as Neighborhood Watch, Neighborhood Forums, Neighborhood Clean Up and Spruce Up Days, installation of landscaping and entryway features, multi-disciplinary approaches to enforcement of serious offenders, and encouraging participation in the City’s Crime Free Multi-Housing Program.

H.2- I 5 Continue to enforce and update the Condominium Conversion Ordinance.

Implementation: Passed in 1982, this ordinance states that no applications for conversion will be accepted if the apartment vacancy rate is below three percent. The Department of Housing and Redevelopment conducts an annual vacancy survey to determine the current vacancy rate. On an ongoing basis, the Community Development Department enforces the Condominium Conversion Ordinance by accepting applications for conversions only when the citywide apartment vacancy rate is above 3 percent. In conjunction with the adoption of this Housing Element, the Community Development Department will request the Planning Commission to initiate an amendment to the ordinance to include provisions to protect existing tenant rights during the conversion process including first right-of-refusal for purchase. In addition, in order to conserve affordable housing for seniors on a fixed income, consideration will be given to include provisions in the ordinance to require the annual vacancy survey to separately document the vacancy rate for senior-restricted apartments and preclude conversions of senior units when the senior apartments vacancy rate is below 3 percent. If initiated by the Planning Commission, the ordinance amendment will be scheduled for public hearings by May 2011.

H.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 of 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 Department of Housing and Redevelopment. There are two complexes which have affordability agreements with the U.S. Department of Housing and Urban Development (HUD) which terminate during this planning period. The first, Autumn Leaves is an age-restricted complex and 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, DHR would work with the current and/or new owner to ensure that the units continue to remain permanently affordable. The second complex, Twin Oaks, has 45 units. Their affordability agreement expires in October, 2013. At this time, there is no information available to determine the likelihood that Twin Oaks will terminate their agreement. However, historically when properties terminate affordability agreements with HUD, HUD has offered what is called a Preservation Voucher for each affected tenant to ensure the continued affordability of their housing. In these cases, DHR (as the Vacaville Housing Authority, or VHA) has been invited to accept and administer these vouchers. Should Twin Oaks terminate their affordability agreement and should HUD extend a similar invitation, the VHA will accept and administer any such vouchers.

H.2- I 7 Support the development of Extremely Low Income rental housing by seeking additional funding sources from State and Federal resources.

Implementation: The Department of Housing and Redevelopment will continue to seek out additional funding sources to support the development of Extremely Low Income rental housing. The Department of Housing and Redevelopment will apply for development funding from the new National Housing Trust Fund when the program becomes available in 2010.

In addition, the Department of Housing and Redevelopment will continue to apply annually for the HOME federal grant, during the annual application cycle, which is typically during the summer months. Funds received from this grant will be allocated to the development of housing affordable to extremely low, very low, and low-income households.

H.2- I 8 Continue to Promote Community Viability through Comprehensive Neighborhood Revitalization in Target Areas.

Implementation: The draft 2009/11 City of Vacaville Strategic Plan identifies a goal to continue comprehensive neighborhood revitalization activities in targeted areas. This project will continue Neighborhood Team efforts to improve the physical and social conditions of targeted neighborhoods experiencing a decline in their quality of life.

H.2- I 9 Continue the Process of Acquiring and Converting Market Rate Multi-family Rental Housing Units In The Callen Street/Bennett Hill Drive/Bennett Hill Court Revitalization Area for the Purpose of Substantial Rehabilitation and Converting the Units to Affordable Housing Units.

Implementation: In 2007, the City of Vacaville Redevelopment Agency issued taxable housing bonds in the amount of \$18 million for the purpose of acquiring and converting market rate multi-family rental housing units in the Callen Street, Bennett Hill Drive/Bennett Hill Court revitalization area. A portion of these funds were used, along with Low Income Housing Set-Aside funds, to acquire 17 four-plexes, three duplexes, and one eight-plex. With acquisitions

complete, the Agency is soliciting responses to a request for Qualifications/Request for Proposals (“RFQ/RFP”) for the rehabilitation and management of 58 of the 82 multi-family housing units on 16 separate Agency-owned parcels.

Bond proceeds are expected to be used to conduct a portion of the rehabilitation portion of the project. Eight of the units not included in the RFQ/RFP at this time are to be rehabilitated for the purpose of relocating and expanding the Opportunity House Shelter (see Chapter 2 for more information on this project). The Agency is seeking a partnership with a non-profit organization that will promote the substantial rehabilitation of eight additional Agency-owned units to provide transitional, supportive, and/or other affordable housing opportunities in the neighborhood. For more information regarding the Callen Street Rehabilitation project, see Section 6.5 in Chapter 6.

2.3 HOUSING SUPPORT SERVICES

In addition to efforts to preserve and conserve the stock of affordable housing, the Department 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, including pre-foreclosure counseling, and family resource information and referral. Support for securing funding, outreach, education, intake, eligibility determination, and tracking are provided to non-profit entities that assist the homeless and those in danger of losing their housing. Direct housing assistance includes rental assistance paid to owners through the Housing Choice Voucher Program, deep subsidies for rents affordable at below 50 percent of the local area median income, and loans to assist first time homebuyers.

The three major funding sources for supportive housing activities are the HUD Housing Choice Voucher Program (approximately \$75 million during the planning period); Community Development Block Grant Funds (approximately \$3 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 (estimated at \$300,000 during the planning period); California Home Ownership Preservation Initiative grant (\$100,000 during the planning period to provide pre-foreclosure counseling); and \$1.1 million from the Neighborhood Stabilization Program. The programs and annual goals are described below:

During this planning period, it is estimated that 500 emergency vouchers will be provided, 375 households will utilize loans to purchase first homes, and over 4,000 people will receive housing support services including housing counseling and assistance provided through the Housing Counseling Center.

Guiding Policies

- H.3- G 1** Promote equal housing opportunity for all.
- H.3- G 2** Assist in the providing of direct assistance to households in need of housing.

Implementing Policies

- H.3- I 1** **Work to ensure that individuals seeking housing in Vacaville are not discriminated against on the basis of age, race, disability, gender, familial status, national origin, or other protected categories.**

Implementation: This is an ongoing effort through the Department of Housing and Redevelopment’s Housing Counseling Center programs, consisting of many different activities such as Fair Housing Month, tenant/landlord counseling, and providing assistance with filing a fair housing complaint.

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 age, 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 persons with disabilities are exempt from these provisions against child discrimination.

The City of Vacaville will actively promote fair housing opportunities through its Housing Counseling Center programs, various financial assistance initiatives, and affordable housing/neighborhood revitalization programs. The City's HUD-certified Housing Counseling Center will continue to provide information and referral to landlords, tenants, homeowners, potential homeowners and people experiencing homelessness on a wide variety of topics including landlord/tenant disputes, finding and securing housing, housing discrimination (including referral to the appropriate investigative and enforcement entity), foreclosure prevention counseling, reverse mortgage certification, home education training, etc. to individuals in need of services. The Housing Counseling Center will actively promote fair housing education by sponsoring, in partnership with others, Fair Housing Workshops, Landlord Training and Tenant Credit Repair Workshops. Housing Counseling staff will continue to work closely with local faith-based organizations, local non-profit agencies, Legal Services of Northern California, the California Rental Apartment Association, and the federal Department of Housing and Urban Development to ensure community support for fair housing concerns and provide over 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 which may include essay, poetry, and art contests in the schools and Vacaville Neighborhood Boys and Girls Clubs; public service announcements and features on the local television cable channel; newspaper articles and editorials; public forums and workshops. In addition, all Department of Housing and Redevelopment publications will include the Fair Housing logo.

The primary funding for these services are the U.S. Department of Housing and Urban Development, through its CDBG and Housing Counseling programs (approximately \$50,000 per year), and the Redevelopment LIHF (approximately \$75,000 per year).

H.3- I 2 Provide technical and/or support services to non-profit agencies and other entities serving the homeless.

Implementation: This is an ongoing effort of the Department of Housing and Redevelopment. The City will assist the Vacaville Social Services Corporation, the Vacaville Community Welfare Association, and the Community Action Partnership of Solano (CAP Solano), 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 54,000 shelter nights at the homeless shelter in Vacaville, Opportunity House, and assisting between five to ten families per year with transitional housing.

H.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 Department 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. DHR 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 approximately 300 emergency vouchers per year for households to stay overnight at motels, as well as emergency food and transportation. 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 program. The privately funded program provides emergency rental assistance to eligible lower-income Vacaville households each year. In addition, staff will screen for eligibility for utilities assistance on behalf of PG&E.

H.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 Department of Housing and Redevelopment. The Housing Choice Voucher Program will continue to be administered on behalf of the Vacaville Housing Authority (VHA) by the Department of Housing and Redevelopment. The funding level for this program is approximately \$10 million per year or \$75 million during the planning period. This program provides monthly rent subsidies for very-low-income households. Seventy-five percent of newly admitted households must have incomes below 30 percent of area median. Currently the VHA has 1,143 vouchers to assist eligible households.

In 2009 and again in 2010, VHA applied for 50 family unification vouchers. Family unification vouchers are made available to families for whom the lack of adequate housing is a primary factor in the separation, or threat of imminent separation, of children from their families or in the prevention of reunifying the children with their families. Family unification vouchers enable these families to lease or purchase decent, safe and sanitary housing that is affordable in the private housing market. As required by State law, if the City U.S. Department of Housing and Urban Development (HUD), if VHA receives these additional housing vouchers, 75 percent, or 38 vouchers, will be allocated to extremely low-income households. The VHA will continue to apply for additional Housing Choice Vouchers as additional federal and state funding becomes available.

The VHA has also implemented a “Section 8 Homeownership” Program to provide homeownership opportunities for eligible lower-income households.

H.3- I 5 Continue to provide mortgage subsidies to increase affordability to levels below 50 percent of median.

Implementation: This is an ongoing program by the Department of Housing and Redevelopment. When possible, LIHF and HOME funds will be used to increase 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 require income levels at 50 percent and 60 percent of median. When feasible, LIHF and/or HOME funds will be loaned in exchange for affordability below 50 percent of median.

H.3- I 6 Continue to provide First Time Homebuyer opportunities through various funding mechanisms including down payment loans, shared equity loans, the Neighborhood Stabilization Program, and homebuyers education activities.

Implementation: This is an ongoing program implemented by the Department of Housing and Redevelopment. The City will continue to provide a Down Payment Assistance Loan program using Redevelopment Low-Income Housing Funds. This program permits first time homebuyer households making up to 120 percent of median income to be eligible for \$15,000 (maximum award). The City will also continue to provide Shared Equity loans to households making up to 100 percent of median income, with a maximum loan amount of \$50,000 for first time homebuyers. In addition, through the Neighborhood Stabilization Program, households will be able to apply for down payment loans to purchase foreclosed homes, contingent upon funding. It is estimated that the City will be able to assist 375 first-time homebuyers during the reporting period using \$3.5 million of LIHF and revolving loan fund repayments.

The City will also continue to provide homebuyer education through the Housing Counseling Program's Homebuyer Education and Learning Program. Unfortunately, until the issue with the Educational Revenue Augmentation Fund (ERAF) is resolved, many of Vacaville's affordable housing programs, including the First Time Homebuyers program, have been suspended.

H.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 Department of Housing and Redevelopment. The City's policy is to make every effort to avoid displacing households as a result of local public action. However, when households are to be relocated, the Department 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.

H.3- 1.8 As appropriate, work to ensure that new and rehabilitated affordable units, in particular multifamily units, are developed with supportive services, such as child care, English as a second language, and job training, nearby or as a component of the development.

Implementation: The Department of Housing and Redevelopment, in cooperation with the Department of Community Development, will evaluate opportunities on an ongoing basis. The provision of child care and job training, in conjunction with multifamily housing developments, will better serve the residents, improve a parent's ability to find and access employment, and reduce vehicle trips. Childcare, when it is affordable and of high quality, can enable a parent to move towards economic self-sufficiency.

H.3- I 9 Continue to provide housing counseling assistance to residents to help preserve homeownership and rental tenancy.

Implementation: The Department of Housing and Redevelopment will continue to provide a wide range of housing counseling services including landlord/tenant rights and responsibilities; foreclosure prevention counseling and workshops; credit counseling and workshops; reverse mortgage counseling and certification; and intake and referral for emergency shelter, food, transportation, and rent assistance to households of which 90 percent will have incomes below the

local area moderate income level. This program is funded by HUD and the local Redevelopment LIHF, which will provide approximately \$375,000 during the planning period of this Housing Element.

H.3- I 10 Continue to conduct Code compliance activities to ensure vacant homes do not become nuisances and contribute to neighborhood blight.

Implementation: The City's Public Nuisance Ordinance requires owners of vacant buildings to maintain them and to register them with the Department of Housing and Redevelopment's Code Compliance Division if the buildings are anticipated to be vacant for more than 30 days. The Neighborhood Services Division will continue to identify and inspect vacant buildings and require that violations be corrected in a timely manner to ensure that vacant properties, especially units in the foreclosure process, do not become blighted and undermine neighborhood stability. This program is primarily funded by the City's General Fund. It is estimated that \$525,000 of the LIHF will be used for this program during the planning period of this Housing Element.

H.3- I 11 Continue to address the needs of local military personnel and their families.

Implementation: The Housing and Redevelopment Department and City Manager's Office will continue to participate in the Travis Regional Armed Forces Committee (TRAFAC) to discuss the needs of military personnel and their families.

H.3- I 12 Continue to activate and operate emergency cooling and warming centers at the City's community centers during times of extreme weather, which are available to all City residents. In addition, the City will activate and operate emergency shelters during catastrophic events requiring emergency evacuations of City residents.

Implementation: The Community Services Department will collaborate with the Public Information Officer and Fire Department to develop operational protocols/guidelines for activation of the City's Emergency Shelters. These protocols/guidelines will be developed by June 2010 and added to the City's Emergency Operations Plan. The Community Services Department will collaborate with the American Red Cross and local Health and Human Service agencies to offer new and refresher trainings on shelter activation and management, and common shelter clientele needs such as homelessness, medical, mental, emotional needs and/or support.

H.3- I 13 Continue to participate in the Community Action Partnership of Solano (CAP Solano) to oversee the development of the Homelessness Continuum of Care.

Implementation: A City Council member and the Director of the Community Development Department currently participate in the CAP Solano. The City will continue to participate with the Solano County Continuum of Care Collaborative.

H.3- I 14 Collaborate with local faith-based organizations to develop appropriate housing and support services to implement a "Housing First" or similar type program.

Implementation: On April 13, 2010, the City Council considered and supported the proposed housing programs identified in a report, the "White Paper," about homelessness in Vacaville. As identified in the White Paper, the City will collaborate with local faith-based organization to develop appropriate housing and support services. Specifically, the Redevelopment Agency intends on renting two properties, comprised of eight rental units, to a local faith-based organization, at a subsidized rate for the purpose of creating transitional housing for homeless individuals and families. The two properties are located on Callen Street and are part of the Callen Street Rehabilitation Project, discussed in detail in Section 6.5 of this document. The properties are located within the SS-11 zoning overlay district, which permits transitional housing without the need for a Conditional Use Permit.

H3- I 15 Continue working with local faith-based organizations to create a Nomadic Shelter Program.

Implementation: On April 13, 2010, the City Council considered and supported the proposed housing programs identified in a report, the “White Paper,” about homelessness in Vacaville. As identified in the White Paper, the Community Development and Housing and Redevelopment Departments will continue to collaborate with local faith-based organizations to ensure appropriate land use designations exist and develop operational protocols/guidelines for a Nomadic Shelter Program.

H3- I 16 Continue to collaborate with the Ad-Hoc Homeless Task Force.

Implementation: The Ad-Hoc Homeless Task Force is a partnership comprised of members of the faith-based community, local social service providers, and City staff. The group was originally formed to facilitate the relocation of approximately 20 homeless individuals who has created a “tent city” on private property. The relocation of these individuals became imperative once the site started to be prepared for development. During meetings to plan the relocation, the Task Force began discussing other issues related to homelessness within Vacaville. The group agreed to continue meeting on an ad-hoc basis to address service gaps. The “White Paper” referred to in Programs H4- I 14 and H4- I 15 came from this group. See section 5.3 - Special Housing Needs Analysis, for more information regarding this group.

2.4 PROGRAM EVALUATION

Guiding Policies

H.4- G 1 Actively evaluate, on a regular basis, the success of housing programs in meeting Vacaville's housing needs.

Implementing Policies

H.4- I 1 **Regularly compile and analyze data relevant to housing need and affordability.**

Implementation: Annually, the Department of Housing and Redevelopment will conduct a rent and vacancy survey of local apartments 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 Community Development Department and the Department 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 by April 1 as mandated by State Law.

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. Every five years, the Department of Housing and Redevelopment prepares a Redevelopment Implementation Plan on which progress is reported every 2.5 years. In addition, the Department of Housing and Redevelopment prepares the City's Five Year CDBG Consolidated Plan, the Redevelopment Agency's Annual Housing & Community Development Report, and the Housing Authority's Five Year Agency Plan and annual action plan for each entity.

H.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: HUD for the Housing Choice Voucher Program, the Housing Counseling Program, and the Community Development Block Grant Program; HCD for 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 March 2010.

H.4- I 3 Include an analysis of the City’s medium density (RMD), high density (RHD), and urban high density residential (RUHD) vacant land inventory in the Annual Status of the General Plan report.

Existing law requires each city, county, or city and county to ensure that its inventory or programs of adequate sites identified in its housing element can accommodate its share of the regional housing need throughout the planning period and prohibits a city, county, or city and county from reducing, requiring, or permitting the reduction of the residential density for any parcel to a lower residential density that is lower than the density used by the Department of Housing and Community Development in determining compliance with housing element law unless the city, county, or city and county makes specified written findings supported by substantial evidence.

**TABLE 3
VACAVILLE QUANTIFIED AFFORDABLE HOUSING GOALS, JANUARY 1, 2007 TO JUNE 30, 2014**

NEW CONSTRUCTION							
	Total Units (Goal)	Units Affordable To Income Ranges					Above Moderate (above 120% of median)
		Extremely Low (<30% of median)	Very Low (30%-50% of median)	Low (50%-60% of median)	Low (60%-80% of median)	Moderate (80%-120% of median)	
Units with Affordability Restrictions	527	10	32	347	120	18	0
Units without Affordability Restrictions	2,374	30	70	0	170	500	1,634
Total	2,901	40	102	347	290	518	1,634
REHABILITATION AND CONSERVATION							
	Total Units (Goal)	Units Affordable To Income Ranges					Above Moderate (above 120% of median)
		Extremely Low (<30% of median)	Very Low (30%-50% of median)	Low (50%-60% of median)	Low (60%-80% of median)	Moderate (80%-120% of median)	
Units with Acquired and/or Rehabilitated with Affordability Restrictions	150	10	20	100	20		
Units Rehabilitated without Affordability Restrictions	90		50		20	20	
At Risk Units Preserved (Through additional Housing Choice Vouchers)	45		45				

HOUSING SUPPORT SERVICES

	Total Units (Goal)	Extremely Low (<30% of median)	Units Affordable To Income Ranges				Above Moderate (above 120% of median)
			Very Low (30%-50% of median)	Low (50%-60% of median)	Low (60%-80% of median)	Moderate (80%-120% of median)	
Housing Counseling/Fair Housing Counseling Services (Services)	3,000	210	1,290	1,000	200	300	
Foreclosure Counseling Services (Clients)	2,200	40	40	40	200	940	940
Assist Providers of Emergency Rental Assistance to Provide:							
Shelter Nights (Bed Nights)	54,000	3,800	50,200				
Transitional Housing to Families (Transitional Units)	18	8	10				
Emergency Vouchers (Vouchers)	500	100	400				
Emergency Rental Assistance (Vouchers)	70	10	40	20			
Housing Choice Vouchers (Vouchers)	1,200	640	560				
Provide Mortgage Subsidy to Reduce Rents (Units)	20		20				
Provide Loans for First Time Home Buyers (Loans)	375			5	120	250	

CHAPTER 3

REGIONAL CONTEXT: POPULATION AND EMPLOYMENT TRENDS

3.1 POPULATION CHARACTERISTICS

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

Table 4 summarizes Vacaville’s population based on information from the Association of Bay Area Governments (ABAG) Projections 2007 and the 2000 U.S. Census. Vacaville has a substantial group quarters population housed with 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. Where possible, City data for household population is used rather than total population data in order to exclude the prison population.

**TABLE 4
VACAVILLE POPULATION**

	2000	2010
Population	89,304	105,200
Household Population	80,086	95,800
Population in Group Quarters	9,218	9,400

Source: Association of Bay Area Government, Projections 2007
2000 Census, SF 2 – Table QT-P11

ABAG projects the City of Vacaville to grow by 37 percent, an increase of 36,000 residents, by the year 2035. This level of growth is consistent with the overall growth rate projected for Solano County shown in Table 5.

**TABLE 5
PROJECTED POPULATION GROWTH
SOLANO COUNTY**

JURISDICTIONAL BOUNDARY	2005	2010	2015	2020	2025	2030	2035	% Change 2005- 2035
Benicia	27,100	27,900	28,500	29,300	30,200	31,100	31,900	18%
Dixon	17,300	18,800	21,400	23,500	26,000	28,300	30,600	77%
Fairfield	106,000	115,500	123,700	129,700	135,000	139,600	144,500	36%
Rio vista	7,300	10,400	13,600	16,300	19,100	21,900	24,500	236%
Suisun city	27,600	29,700	31,600	32,900	34,400	35,900	37,400	36%
Vacaville	96,300	103,600	110,800	116,800	122,300	127,200	132,300	37%
Vallejo	119,500	126,300	134,700	141,600	147,600	153,100	158,800	33%
Unincorporated	20,500	23,000	24,100	24,800	25,300	25,800	25,800	26%
Solano county	421,600	455,200	488,400	514,900	539,900	562,900	585,800	39%

Source: Association of Bay Area Government, Projections 2007

3.2 HOUSEHOLD AND AGE CHARACTERISTICS

Household Characteristics

Each household has a distinct lifestyle, family type and size, income level, and housing preference. As people move through each stage of life, housing needs and preferences also change. As a result, evaluating the age characteristics and trends of a community are important in determining existing and future housing needs.

Table 6 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. In 2000, there were 2,370 households consisting of single mothers with children under 18 years old. This is a 0.6 percent increase from 1990. Table 6 also illustrates an increase in single person households since 1990. In 2000, there were 1,925 single person households where the householder is age 65 and older. This number represented 6.8 percent of Vacaville's total households.

**TABLE 6
HOUSEHOLD COMPOSITION
1990 and 2000**

	1990		2000	
	Number	Percent	Number	Percent
Family Households	17,272	76.3%	20,962	74.6%
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%
Non-Family Households	5,353	23.7%	7,143	25.4%
Householder living alone	3,917	17.3%	5,406	19.2%
Householder 65 years and over	1,163	5.1%	1,925	6.8%
Total Number of Households	22,627		28,105	
Average household size	2.82		2.83	
Average family size	3.19		3.24	

Source: 2000 Census, SF 2 – Tables QT-P10 and QT-H3

Household Income

Household income is the most significant factor affecting housing choice and opportunity, by determining a household's ability to purchase or rent housing. While higher income households have more discretionary income to spend on housing, lower- and moderate income households are limited in the range of housing they can afford. Typically, as the income of a household decreases, the incidence of housing cost burdening and overcrowding increases.

For the purpose of evaluating housing affordability, housing need, and eligibility for housing assistance, income levels are defined by guidelines adopted each year by the California State Department of Housing and Community Development (HCD). For Solano County, the area median income for a family of four in 2008 was \$75,400. HCD has defined the income categories, found in Table 7, for Solano County, based on the median income for a household of four persons.

**TABLE 7
SOLANO COUNTY INCOME LEVELS 2008
(Based on four person households)**

Extremely Low (0-30% of median)	Very Low (31-50% of median)	Low (51-80% of median)	Moderate (81-120% of median)	Above Moderate (greater than 120% of median)
\$0 – \$22,600	\$22,601 – \$37,700	\$37,701 – \$60,300	\$60,301 - \$90,500	\$90,501 +

2008 Area Median Income = \$75,400

Source: California State Department of Housing and Community Development (HCD), 2008 Income Levels

According to the 2000 U.S. Census, the median Vacaville household income was \$57,667 and the median family income was \$63,950 in 2000. Table 8 categorizes Vacaville’s households by income category. Incomes increased significantly between 1990 and 2000, with a 3.6 percent increase of the population earning an above moderate income.

**TABLE 8
HOUSEHOLDS BY INCOME LEVELS**

	1990		2000	
	Households	Percent	Households	Percent
Very Low Income (up to 50% of median)	4,296	18.8%	5,654	20.2%
Low Income (up to 80% of median)	4,109	18.0%	5,122	18.2%
Moderate Income (up to 120% of median)	6,270	27.5%	6,280	22.4%
Above Moderate Income (over 120% of median)	8,134	35.7%	11,032	39.3%
Median Household Income	\$40,679		\$57,667	
Median Family Income	\$43,574		\$63,950	
Total Households	22,809		28,088	

Notes: Median Incomes are actual numbers reported by the U.S. Census. It has not been adjusted for household size and it is not based on HUD Official State Income Levels.

Source: 1990 U.S. Census
2000 Census SF 3 – Table DP-3

Age Characteristics

Based on national housing studies, a population with a high proportion of young adults generally indicates a need for rental units and first-time homebuyer or first move-up opportunities, including condominiums, town homes, or small single-family homes. Middle-age residents typically occupy larger homes and are usually at the peak of earning power. Senior residents are mostly homeowners and typically occupy single-family homes. However, as the percentage of senior population grows, the demand for smaller housing or specialized residential developments, including assisted living facilities and active adult communities, will increase.

Table 9 provides the age characteristics of Vacaville residents in 1990, 2000 and 2006. The percentage of persons over age 65 has increased from 7,320 to 8,335 persons between 2000 and 2006. This increase is consistent with the baby boomers entering retirement age. The median age for Vacaville increased from 33.9 to 37 years between 2000 and 2006.

**TABLE 9
AGE CHARACTERISTICS
1990, 2000 and 2006**

	1990		2000		2006	
	Number	Percent	Number	Percent	Number	Percent
Age						
Under 5	5,791	8.10%	5,891	6.60%	5,290	6.07%
5 to 9	5,713	8.00%	6,893	7.80%	4,522	5.19%
10 to 14	4,956	6.90%	7,014	7.90%	5,782	6.63%
15 to 19	4,410	6.20%	6,347	7.20%	6,871	7.88%
20 to 24	5,661	7.90%	5,720	6.50%	7,139	8.19%
25 to 34	16,319	22.80%	14,420	16.30%	11,671	13.39%
35 to 44	13,005	18.20%	16,987	19.20%	14,788	16.96%
45 to 54	6,583	9.20%	11,898	13.40%	14,350	16.46%
55 to 64	4,161	5.80%	6,135	6.90%	8,423	9.66%
65 to 74	3,117	4.40%	4,011	4.50%	4,438	5.09%
75 to 84	1,366	1.90%	2,614	2.90%	3,090	3.54%
85 and over	397	0.60%	695	0.80%	807	0.93%
Total Persons	71,479		88,625		87,171	
Median Age (years)	30.74		33.9		37	
Persons 65 years and over	4,880	6.80%	7,320	8.30%	8,335	9.56%

Source: U.S. Census, 1990 and 2000, SF 1 – Table DP-1
2006 American Community Survey – Table DP-5

3.3 JOBS/HOUSING BALANCE

As illustrated in Table 10, the 2000 Census reported that 34 percent of Vacaville employed residents worked in Vacaville. Another 52 percent worked outside of Vacaville but worked elsewhere within Solano County. The remaining employed residents 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 11 provides countywide data on workers place of employment. In 2000, approximately 58 percent of Solano County workers were employed within the county, down from 61 percent in 1990. Solano County continues to be an attractive community for people employed in the Bay Area due to affordable housing.

**TABLE 10
PLACE OF WORK
COUNTY, CITY AND MSP/MSA LEVELS
2000**

	<u>Employed Persons</u>	<u>Percentage</u>
Total Living in Vacaville	38,374	
Worked in Solano County	27,248	71.0%
Worked outside Solano County	10,848	28.3%
Worked in Vacaville	13,129	34.2%
Worked outside of Vacaville	25,245	65.8%
Worked outside of Vacaville, but within Solano County	14,119	51.8%
Worked in MSP/MSA of Residence	28,282	
Lived in Vacaville	10,749	38.0%
Lived in Remainder of Vallejo- Fairfield-Napa MSA	17,533	62.0%

Source: 2000 Census, SF3 – Tables P26, P27 and P28

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 continuing to increase. 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.

**TABLE 11
SOLANO COUNTY EMPLOYED RESIDENTS' JOURNEY TO WORK
1980, 1990 and 2000**

Place of Work	1980	1990	2000
Solano County	71.4%	61.4%	57.5%
Napa County	2.8%	3.5%	4.8%
Sacramento County	1.0%	2.1%	2.6%
Yolo County	1.7%	1.7%	2.1%
San Francisco	4.3%	6.3%	6.0%
Alameda County	4.8%	6.5%	7.3%
Contra Costa County	10.1%	13.2%	12.8%
Marin County	1.0%	1.2%	2.6%
Santa Clara County	0.2%	0.6%	0.9%
San Mateo County	0.8%	1.6%	1.7%
Sonoma County	0.4%	0.7%	1.4%
Worked Elsewhere	1.5%	1.3%	0.5%
Total	100.0%	100.0%	100.0%

Source: Metropolitan Transportation Commission
County-to-County Total Commuters, 21 Northern California Counties

3.4 EMPLOYMENT TRENDS

ABAG forecasts that Solano County will add 26,420 jobs between 2010 and 2020. Table 12 lists jobs-to-employed residents ratios for Vacaville, the County, and other Solano cities and indicates that most communities in Solano County have a high percentage of residents who commute to work outside their place of residence.

The ratio of jobs to employed residents is projected to decrease from 0.69 to 0.66 jobs per resident for Vacaville by 2020. This is less than an ideal ratio of one or more jobs per employed resident and is not consistent with local policy. Local policy is that the City will continue to actively pursue economic development opportunities, which will result in local jobs for existing residents.

**TABLE 12
RATIO OF JOBS TO EMPLOYED RESIDENTS, 2000, 2010, and 2020**

	2000	2010	2020
Vacaville	0.67	0.69	0.66
Solano County	0.75	0.74	0.72
Fairfield	1.04	0.96	0.94
Vallejo	0.60	0.63	0.61

Source: Association of Bay Area Government, Projections 2007

According to ABAG Projections 2007, and shown in Table 13, employed residents are expected to increase by 21 percent, from 40,246 to 48,680 persons, by 2010, and continue to increase by an additional 21 percent between 2010 and 2020, from 48,680 to 58,790 persons. Based on this data, Solano County will experience a high percentage of job growth over the next decade. Between 2010 and 2020, Vacaville is projected to add 5,360 jobs. Economic development is an important goal for the City, as evidenced by the location of Genentech, Alza Pharmaceutical, State Compensation Insurance Fund headquarters, and Travis Federal Credit Union headquarters in Vacaville. Vacaville continues to focus on economic development efforts to attract industries and businesses with more and higher paying jobs.

The 1990, 2000 and 2006 figures for employed residents by occupation and selected industries for Vacaville are shown in Table 14. About half of Vacaville residents are employed in managerial, professional, technical, sales and administrative jobs. Table 12 indicates that there are fewer jobs in Vacaville than the number of employed residents. Therefore, many residents are working outside the City.

**TABLE 13
POPULATION AND EMPLOYMENT PROJECTIONS
2000 to 2020**

	2000	2010	2020	Percent Change 2000 - 2010	Percent Change 2010- 2020
Population					
Total Population	89,304	105,200	118,700	18%	13%
Household Population	80,086	95,800	109,200	20%	14%
Households	28,351	34,120	38,590	20%	13%
Employed Residents	40,246	48,680	58,790	21%	21%
Employment					
Total Jobs	27,060	33,480	38,840	24%	16%
Manufacturing/Wholesale	4,310	4,910	5,610	14%	14%
Retail	4,360	5,260	6,060	21%	15%
Service	3,830	5,100	6,030	33%	18%
Agriculture/Mining	110	110	110	0%	0%
Other	5,430	6,460	7,210	19%	12%

Source: Association of Bay Area Governments, Projections 2007

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

**TABLE 14
OCCUPATION OF EMPLOYED PERSONS:
VACAVILLE**

Occupation	1990		2000		2006	
	Number	Percent	Number	Percent	Number	Percent
Managerial and Professional Specialty	7,045	22.7%	9,192	22.8%	12,296	32.0%
Technical, Sales, Admin. Support	10,154	32.8%	13,183	32.7%	10,123	26.3%
Service Occupations	4,463	14.4%	5,725	14.2%	7,480	19.5%
Farming, Forestry, Fishing	448	1.4%	564	1.4%	83	0.2%
Precision Production, Craft, and Repair 1	4,984	16.1%	6,571	16.3%	5,553	14.4%
Operators, Fabricators, and Laborers 1	3,891	12.6%	5,080	12.6%	2,904	7.6%
Total Employed Persons Age 16 and Over	30,985	100%	40,315	100%	38,439	100.0%

Notes:

¹ Names of these occupation categories were changed from “Precision Production, Craft, and Repair” in the U.S. Census data to “Construction, extraction, maintenance and repair occupations” in the 2006 American Community Service data.

² Names of these occupation categories were changed from “Operators, Fabricators, and Laborers” in the U.S. Census data to “Production, transportation, and material moving occupations” in the 2006 American Community Survey data.

Sources: 1990 and 2000. Census, 2006 American Community Survey: Selected Economic Characteristics: 2006

CHAPTER 4

EXISTING HOUSING

4.1 HOUSING AGE AND CONDITION

Table 15 shows that most of the housing in Vacaville was constructed after 1970. From 2000 to 2008, the average annual growth rate was 455 units per year, as shown in Table 17.

TABLE 15
AGE OF EXISTING DWELLING UNITS

Year Structure Built	Units	Percent of Stock
1939 or earlier	471	1.45%
1940-49	397	1.22%
1950-59	1,875	5.78%
1960-69	3,065	9.45%
1970 – 79	8,359	25.77%
1980 – March 1990	8,460	26.08%
April 1990 – January 2009	9,811	30.24%
Total	32,438	100%

Note: Unit count based on final occupancies.

Source: U.S. Census, 2000;
Vacaville Building Division Monthly Report, Final Inspections;
City of Vacaville Land Use Database

Based on the data in Table 15, there are 22,627 housing units over 20 years old in Vacaville, approximately 70 percent of the total housing stock. A windshield survey of units in target neighborhoods was conducted in March 2009 to determine the condition of the existing housing stock. The survey concentrated on units located in the City's four Community Development Block Grant (CDBG) areas that were constructed prior to 1980. Nearly half of the housing units in the target areas were documented to be in need of rehabilitation. Staff from the City of Vacaville's Department of Housing and Redevelopment, who implement residential rehabilitation programs, conducted the survey. Based on their experience they estimated the condition of older housing using five categories:

1. No Visible Structural Repairs Needed:
The housing units in this category showed no evidence of structural repairs. Homes in this category have been rehabbed by current home owner. Examples of modifications made to homes in this category would include: newer roof installs, installation of rain gutters, exterior paint application, exterior stucco to structure, energy efficient windows, garage door replacement, and front yard landscaping. Interior of homes were not inspected; typically, homes in this category appear to have made necessary modifications/repairs to the interior of the home.

2. No Visible Structural Repairs Needed; Curb Appeal Related Modifications Needed:
The housing units in this category meet the same criteria as homes in category # 1. Although there are no notable repairs necessary to the structure of the homes placed in this category, the homes do need some repair to exterior of the home to improve the curb appeal. Homes in this category require repairs/modifications such as: exterior painting, garage door replacement, yard landscaping, fence repairs, and sidewalk and driveway repair. Estimated cost to improve curb appeal for homes in this category is between \$10,000 and \$20,000.
3. Structural repairs required within 3 years if not addressed:
The housing units in this category require 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. Homes in this category show various evidences of beginning stages of structural damage. Cost to make visible repairs and avoid additional damage to structure is between \$15,000 and \$ 30,000.
4. Structural Deficiencies:
The housing units in this category would require extensive repairs to address current building codes and Housing Quality Standards (HQS). Repairs in this category 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. Estimated cost of repairs for this category is between \$ 30,000 and \$45,000.
5. Major Structural Deficiencies:
The housing units in this category would require 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 sub flooring and flooring. Homes in this category require extensive repair/medications to the structure. Cost of repairs very likely to exceed \$45,000.

Table 16 estimates the rehabilitation needs for older homes constructed prior to 1980. Vacaville's Department of Housing and Redevelopment staff surveyed 2,609 units constructed before 1980. Of the 2,608 units, 894 units required repairs costing under \$15,000 to improve curb appeal of the unit. 922 units required repairs within three years to avoid structural damage. An additional 387 units required significant repairs to correct structural deficiencies; 17 units had extensive damage to the exterior and are categorized as having major structural deficiencies. Of the units surveyed, approximately 51 percent require rehabilitation.

If the results of the survey are applied to the entire housing stock over 20 years old, there are 7,996 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; 147 housing units with building code and HQS violations, and one unit with major structural damage.

**TABLE 16
CONDITION OF HOUSING OVER 20 YEARS OLD
2009**

Development Period:	1	2	3	4	5	# of Homes Surveyed
CDBG - Acacia	79	149	182	86	5	501
CDBG - Core	82	289	253	76	3	703
CDBG - Fairmont	9	17	56	62	6	150
CDBG - Mariposa	17	37	198	85	2	339
CDBG - Leisure Town	202	402	233	78	0	915
Non CDBG Areas					1	1
TOTALS:	389	894	922	387	17	2609
Percentages:	14.91%	34.27%	35.34%	14.83%	0.65%	100.00%

Key:

1. No Visible Structure Deficiencies
2. No Structural Deficiencies – Minor Curb Appeal Deficiencies
3. Structural Repairs Required within 3 Year Time Frame
4. Structural Deficiencies – Repairs Needed
5. Major Structural Deficiencies

Source: Vacaville Department of Housing and Redevelopment Windshield Survey, 2009

4.2 HOUSING TYPE

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 document 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.

Residential growth has been accommodated by the building of numerous subdivisions and multifamily projects in the 1970s through the early 2000s. Since 2000, the City's average annual growth rate has averaged 455 new units each year; however, the City has experienced a noticeable decrease in the number of single family residential permits issued following the economic downturn in the housing market beginning in 2006. Table 17 illustrates a 51 percent reduction in the number of building permits issued for single-family homes between 2006 and 2008.

**TABLE 17
VACAVILLE CONSTRUCTION BY TYPE OF HOUSING UNIT
2000 - 2008**

Year	Single Family	Multi-family	Total
2000	526	203	729
2001	318	413	731
2002	140	461	601
2003	479	59	538
2004	202	7	209
2005	268	22	290
2006	292	2	294
2007	263	64	327
2008	142	232	374
Total	2,630	1,463	4,093
Annual Average 2000-2008	292	163	455

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." This guideline calls for a housing mix comprised of approximately 60 percent single-family; 20 percent moderate density (duplexes, triplexes, townhouses, mobile homes, etc.) and 20 percent multi-family. Table 18 shows the existing housing mix within the City. In January 2009, the City's housing mix was 63.6 percent single family, 14.8 percent moderate density units and 21.6 percent apartments.

**TABLE 18
EXISTING HOUSING UNITS BY TYPE
January 2009**

Total Units	<u>Single-Family</u>		<u>Multifamily</u>		<u>Moderate Density</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
32,438	20,621	63.3%	7,010	21.6%	4,807	14.8%

Source: City of Vacaville Web Based Land Use Database Management System (WBLUDMS)

Note: The Moderate Density Category includes mobile home parks, duplexes, triplexes, small lot single family and town homes. The data is for units issued final occupancy by January 1, 2009.

Table 19 shows the proportion of owner-occupied and renter-occupied housing units, 1990 through 2007. The percentage of owner-occupied dwellings increased by 2.8 percent from 1990 to 2007, while there was a similar decline in rental occupied units.

**TABLE 19
HOUSING UNIT TENURE
1990, 2000 AND 2007**

	<u>Owner-Occupied</u>		<u>Renter-Occupied</u>		<u>Total Occupied Units</u>
	Number	Percent	Number	Percent	Number
1990	14,590	64.5%	8,037	35.5%	22,627
2000	18,738	66.7%	9,373	33.3%	28,111
2007	20,368	67.3%	9,894	32.7%	30,262

Note: Excludes vacant housing units

Source: 1990 Census, STF 3 - Table H018
 2000 Census, SF 3 - Table H17
 2007 American Community Survey, Summary File B25009

4.3 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 January 2005 (Housing Affordability in Vacaville, January 2005). The report was prepared as the housing market neared its peak in terms of the purchase price of homes. Many Vacaville residents could not afford to purchase a home. In 2004, a family of four, earning the median income of \$73,900, could afford to purchase a \$331,000 home based on a 30-year fixed mortgage at 5.7 percent interest and with a 20 percent down payment. However, the median price for a home was \$380,000, placing home ownership out of reach for many families.

Since 2004, the housing market has changed drastically as the nation entered into an economic recession. Based on the information in Table 20, the median sales prices for new homes in Vacaville have decreased 36 percent since the peak of the housing market in 2006, and median sales prices for resale homes has decreased 34 percent. The overall housing prices in Vacaville decreased 31 percent. There are several reasons for the falling housing prices. One main reason is the collapse of the sub-prime mortgage housing market. The collapse began in 2006 when subprime lending, the interest-only adjustable-rate mortgage (ARM), and the negative-equity option ARM were no longer able to sustain the flow of new buyers, and homeowners could not afford their mortgages once their ARM mortgages adjusted to higher interest rates. The result of this was an exponential increase in the number of mortgage defaults and foreclosures.

TABLE 20
ANNUAL HOME SALE MEDIAN PRICES
VACAVILLE
2000-2008

Year	Resale	New	All
2000	\$186,000	\$215,000	\$190,000
2001	\$222,500	\$295,000	\$235,000
2002	\$259,000	\$326,750	\$264,250
2003	\$299,000	\$411,000	\$310,000
2004	\$357,500	\$581,102	\$365,000
2005	\$431,250	\$654,345	\$437,000
2006	\$440,000	\$678,205	\$447,000
2007	\$405,500	\$574,750	\$423,000
2008	\$290,000	\$434,500	\$309,000

Source: MDA DataQuick Information Systems

Housing Affordability by Household Income

Housing affordability can be inferred by comparing the cost of renting or owning a home with the maximum affordable housing cost to households at different income levels. The Area Median Income (AMI) provides a benchmark for estimating the affordability of housing and the ability of newcomers to move into the community. Taken together, this information can generally demonstrate who can afford what size and type of housing and indicate the type of households most likely to experience overcrowding or a burden on housing cost.

In evaluating affordability, the maximum affordable price refers to the the maximum amount that could be afforded by households in the upper range of their respective income category. Households in the lower end of each category can afford less in comparison. The maximum affordable rental and house prices for residents of Solano County are shown in Tables 21 and 23. The affordability of the County housing stock for each income group is discussed below. HCD has estimated the 2008 County Area Median Income (AMI) to be \$75,400.

Rental Housing

Extremely Low-Income Households: Extremely low-income households are households earning 30 percent or less of the County AMI. As shown in Table 21, these households have monthly incomes ranging from \$1,317 for a one-person household to \$1,883 for a four-person household.

Very Low-Income Households: Very low-income households are classified as those earning 30 to 50 percent of the County AMI. As shown in Table 21, the maximum affordable rent for a one- to four-person household ranges from \$2,200 per month to \$3,142 per month.

Low-Income Households: Low-income households are classified as those earning 51 to 80 percent of the County AMI. The maximum affordable rent for a low-income household ranges from \$1,055 for one person to 1,508 for a four-person family.

Moderate-Income Households: Moderate-income households earn between 81 and 120 of the County AMI. The maximum affordable rental prices for moderate-income households range from \$1,583 for a one-person household to \$2,263 for a four-person household.

TABLE 21
2008 AFFORDABLE RENTER-OCCUPIED HOUSING COSTS, SOLANO COUNTY

Income Group	Household Rent Levels			
	1-Person	2-Person	3-Person	4-Person
Extremely Low Income				
Monthly Rent	\$395	\$453	\$509	\$565
Monthly Income	\$1,317	\$1,508	\$1,696	\$1,883
Very Low				
Monthly Rent	\$660	\$754	\$849	\$943
Monthly Income	\$2,220	\$2,513	\$2,829	\$3,142
Low				
Monthly Rent	\$1,055	\$1,206	\$1,356	\$1,508
Monthly Income	\$3,517	\$4,021	\$4,521	\$5,025
Moderate				
Monthly Rent	\$1,583	\$1,810	\$2,038	\$2,263
Monthly Income	\$5,275	\$6,033	\$6,792	\$7,542
Above Moderate				
Monthly Rent	>\$1,583	>\$1,810	>\$2,038	>\$2,263
Monthly Income	>\$5,275	>\$6,033	>\$6,792	>\$7,542

Source: 2008 Income Limits, Department of Housing and Community Development

Note: Monthly rates do not include utilities.

Table 22 provides a sampling of rents charged by apartment complexes within the City, and indicates which units are affordable to low and moderate-income households, based on number of occupants. The selected projects represent apartment complexes of varying age and size throughout the City.

**TABLE 22
HOUSING AFFORDABILITY IN THE HIGH DENSITY CATEGORY
OCTOBER 2008**

Project ¹	Year Constructed	Unit Size	Avg. Rent	Household Size	Affordability			
					Very Low Income	Low Income	Moderate Income	
Project A	1986 (Remodeled in 2008)	1 BR/1 BA	\$1,125	2		X	X	
		136 Units 21 un/ac	2 BR/1 BA	\$1,290	3		X	X
Project B	1987 (Remodeled in 2006)	1 BR/1 BA	\$1,050	2		X	X	
		240 Units	2 BR/1 BA	\$1,210	3		X	X
		24 un/ac	2 BR/2 BA	\$1,350	3		X	X
Project C ³	2003	2 BR/ 1 BA	\$1,485	3			X	
		148 Units	2 BR/2 BA	\$1,585	3			X
		22 Un/Ac	3 BR/3 BA	\$1,925	4			X
			3 BR/3 BA	\$2,025	4			X
Project D	1982	1 BR/1 BA	\$950	2		X	X	
		140 Units	2 BR/2 BA	\$1,075	3		X	X
		23 un/ac	3 BR/2 BA	\$1,475	4		X	X
Project E ²	1998	1 BR/1 BA	\$850	2		X	X	
Project F	1986	Studio/1 BA	\$875	2	X	X	X	
		264 Units	1 BR/1 BA	\$920	2		X	X
		24 un/ac	2 BR/2 BA	\$1,220	3		X	X
Project G ³	2004	1 BR/1 BA	\$1,250	2			X	
		312 Units	2 BR/2 BA	\$1,515	3			X
		17 un/ac	3 BR/2 BA	\$1,835	3 or 4			X
Project H ³	1999	1 BR/1 BA	\$1,125	2		X	X	
		312 Units	2 BR/2 BA	\$1,355	3		X	X
		21 un/ac	3 BR/2 BA	\$1,785	3 or 4			X

Notes: ¹ Per the Apartment Rent Survey agreement, names of the apartment complexes are kept confidential.

² Senior Restricted Apartment Complex

³ These apartments are “luxury” apartments.

Affordable rents equal no more than 30 percent of the monthly household income, as reported by HUD in 2008. Actual rents are as of October 2008.

Source: October 2008 City of Vacaville Apartment Survey; www.Apartmentguide.com; 2008 income limits published by California Department of Housing and Community Development

Ownership Housing

Table 23 provides data on housing affordability for the different income categories. It is extremely difficult for low and very-low income households to enter the “for sale” market, 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 the primary source of affordable housing for these households.

**TABLE 23
HOUSING AFFORDABILITY RANGE ANALYSIS, SOLANO COUNTY
BASED ON 2008 INCOME LEVELS**

Household Income ¹ Category	Annual Income ² Range	Affordable Monthly Housing Payment ³	Maximum Affordable Purchase Price Range ⁴		
			with 5% down	with 10% down	With 20% down
Very-Low Income	Below \$37,700	Below \$942	Below \$136,300	Below \$142,400	Below \$156,700
Low Income	\$37,700 to \$60,300	\$942 to \$1,507	\$136,300 to \$218,000	\$142,400 to \$227,900	\$156,700 to \$250,700
Moderate Income	\$60,300 to \$90,500	\$1,507 to \$2,262	\$218,000 to \$327,300	\$227,900 to \$342,100	\$250,700 to \$376,300
Above Moderate Income	Above \$90,500	Above \$2,262	Above \$327,300	Above \$342,100	Above \$376,300

- Notes:
- ¹ Based on a percentage of the Area Median Income (AMI) and a four person household.
 - ² Ranges are based on 2008 income limits for Solano County published by California Department of Housing and Community Development.
 - ³ Assumes that 30% of income goes towards housing
 - ⁴ 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 percent. Does not include allowance for utilities. 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.

Sources: United State Department of Housing and Urban Development; California Department of Housing and Community Development; Mortgage 101.com Mortgage Calculator

Several developers are currently offering new homes for sale in Vacaville. Examples of new subdivisions are summarized in Table 24. The smallest floor plans, available in the duet units, at The Villas at Portofino are affordable to low-income families with a substantial down payment. Other subdivisions are affordable to moderate income households with a 10 or 20 percent down payment.

**TABLE 24
REPRESENTATIVE “FOR SALE” HOUSING DEVELOPMENTS
2008-2009**

Project/ Location	Unit Size (sq.ft.)	Lot Size (sq.ft.)	Number of Units	Price	Affordability	
					Low Income	Moderate Income
The Villas at Portofino (Duets)	1,221 - 1,551	1,867 to 6,944	88	\$249,939 to \$299,524	X	X
The Courtyards at Portofino (Court Homes)	1,496 - 2,186	2,843 to 4,593	90	\$346,781 to \$472,367		X
Ventana	1,665 - 2,120	3,500 (avg.)	47	Mid \$300,000s		X
Carrington Manor at Southtown	1,772 - 2,880	5,000 and 6,000	158	\$365,990 to \$447,990		
Chelsea Place at Southtown	1,665 - 2,165	3,600	93	\$299,990 to \$339,990		X
Encore - Meritage Homes	2,080 - 3,714	6,000	45	\$486,725 to \$616,990		
Maplewood	1,459 - 1,879	5,000	84	\$345,990 to \$437,181		X

Source: Subdivision Price Sheets obtained from Residential Developments Newly Constructed or Under Construction

Note: Affordability determined with a 20% down payment, including taxes and insurance.

Overcrowding

Overcrowding is typically defined as more than one person per room, based on the Census Bureau’s definition of “room,” which excludes bathrooms, porches, balconies, foyers, halls, or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. Overcrowding can result when there is an inefficient number of adequately sized units within a community, or when high housing costs relative to income force too many individuals or families to share housing. Overcrowding can accelerate deterioration of the housing stock.

As illustrated in Table 25, in 2000, overcrowded and severely overcrowded households represented six percent of the total households or 1,708 households in Vacaville. Of the 1,708 overcrowded households in 2000,

approximately 67 percent were renters, while the remaining 33 percent were homeowners. This disproportionate impact on renter households emphasizes the need to establish priority in policies and programs to increase a variety of housing types and proactively assist in the development of affordable housing.

To address overcrowding, the element includes programs to relax development standards in the City's second unit ordinance, increase the supply of multifamily units with three or more bedrooms, and to continue to provide assistance through subsidized rental assistance through the Housing Choice Voucher program.

**TABLE 25
OVERCROWDED HOUSEHOLDS
2000**

Persons per Room	Owner		Renter		Total Households	
	Households	Percent	Households	Percent	Households	Percent
1.00 or less (Not Overcrowded)	18,173	97%	8,230	88%	26,403	94%
1.01 to 1.50 (Overcrowded)	389	2%	568	6%	957	3%
1.51 or more (Severely Overcrowded)	176	1%	575	6%	751	3%
TOTAL	18,738		9,373		28,111	
Percent Overcrowded by Tenure	3%		12%		6%	

Source: 2000 Census, SF 3 – Table H20

Overpayment

A household is considered to be overpaying for housing (or cost burdened) if it spends more than 30 percent of its gross income on housing. Severe housing cost burden occurs when a household pays more than 50 percent of its income on housing. The prevalence of overpayment varies significantly by income, tenure, household type, and household size. The 2000 U.S. Census provides data, which are indicators of housing affordability. Households who pay more than 30 percent of their income towards housing costs are defined as overpaying for housing.

Table 26 illustrates to what extent households are overpaying for housing cost by their income range and whether or not they were overpaying (30+ percent of household income). Thirty-nine percent of all rental households, and 29 percent of all ownership households were overpaying for housing cost in 2000. Using the same information provided in Table 26, Table 27 illustrates the percentage of extremely low, very low, and low-income households overpaying for housing. Approximately 79 percent of extremely low-income households, 67 percent of very-low income households, and 50 percent of all low-income households were overpaying for housing in 2000. To address overpayment, Vacaville will pursue a variety of programs to expand affordability and increase below-market rate housing. (See Sections 4.5 and 4.6.)

**TABLE 26
HOUSING COST AS A PERCENTAGE OF HOUSEHOLD INCOME
2000**

Owner-Occupied Units						
Income Range	Total Households	% of Total Households	0-20% of HH Income	20-29% of HH Income	30-34% of HH Income	35+% of HH Income
\$0-10,000	326	2%	7	29	9	212
\$10,000-19,999	669	4%	113	149	45	362
\$20,000-34,999	1,770	10%	515	158	116	981
\$35,000-49,999	2,202	13%	471	403	313	1015
\$50,000 +	12,124	71%	5,796	4,497	956	875
Subtotal	17,091		6,902	5,236	1,439	3,445
Renter-Occupied Units						
Income Range	Total Households	% of Total Households	0-20% of HH Income	20-29% of HH Income	30-34% of HH Income	35+% of HH Income
\$0-10,000	715	8%	0	44	24	545
\$10,000-19,999	1,199	13%	54	47	59	1007
\$20,000-34,999	2,027	22%	66	481	437	1016
\$35,000-49,999	2,061	22%	458	1,161	260	172
\$50,000 +	3,348	36%	2,308	875	61	58
Subtotal	9,350		2,886	2,608	841	2,798
TOTAL	26,441		9,788	7,844	2,280	6,243

Source: U.S. Census, 2000 Population and Housing, Summary Tape File 3A- H73 and H97; Household Income in 1999 for specified renter-occupied housing units by gross rent as a percentage of household income, and Household Income in 1999 for specified owner-occupied units by selected monthly owner costs as a percentage of household income.

Note: Some households are not accounted for; therefore, figures may slightly differ for other U.S. Census estimates for Total Households.

TABLE 27
PERCENTAGE OF EXTREMELY LOW, VERY LOW AND LOW INCOME HOUSEHOLDS
OVERPAYING FOR HOUSING
2000

	Renter		Owner		Total	
	Households	% of Households Overpaying	Households	% of Households Overpaying	Households	% of Households Overpaying
Extremely Low Income Households (0 - 30% of Median Income)	1830		814		2644	
Paying More than 30% of income for housing	1560	85.2%	518	63.6%	2078	78.6%
Very Low Income Households (31 - 50% of Median Income)	1260		1223		2483	
Paying More than 30% of income for housing	917	72.8%	757	61.9%	1674	67.4%
Low Income Households (51 - 80% of Median Income)	2380		2362		4742	
Paying More than 30% of income for housing	930	39.1%	1433	60.7%	2363	49.8%

Notes: Specified Renter-Occupied Housing Units = 9,350
Specified Owner-Occupied Housing Units = 17,091

Sources: 2000 Census, SF3 – Tables H97 and H73

4.4 HOUSING VACANCY

Vacancy trends are a way of analyzing housing supply and demand. For example, if the housing demand is greater than the supply, the vacancy rate is likely to be lower and the price of housing increasing. The 2000 Census reported that 895 (3 percent) of the 31,867 housing units were vacant. Table 28 shows distribution of vacant housing units in the City in 2000.

In October 2008, staff of the Department of Housing and Redevelopment conducted an annual vacancy and rent survey. The results of this survey and earlier ones are summarized in Tables 28 through 31. Table 28 summarizes vacancy survey results from 2000 to 2008 and provides vacancy rates by the number of bedrooms. The vacancy survey results demonstrate that recently constructed units have not been fully absorbed, as rates have remained within a relatively healthy range. In 2008, the vacancy rates for one, two and three bedroom units were 4.7 percent, 5.1 percent, and 6.7 percent respectively. Vacancy rates were at their lowest in 2000, and at their highest in 2005, which corresponds with the peak of the single-family housing market, when the rates were 7.5 percent, 8.3 percent and 7.9 percent, respectively.

**TABLE 28
APARTMENT VACANCY RATES BY UNIT SIZE
OCTOBER 2000 THROUGH OCTOBER 2008**

	No. of Units Surveyed	Vacant/Available for Rent	Overall Vacancy Rate	Vacancy By Unit Size		
				1 Bedroom Vacancy Rate	2 Bedroom Vacancy Rate	3 Bedroom Vacancy Rate
October 2000	4,570	74	1.60%	2.5%	1.0%	1.7%
October 2001	4,576	190	4.20%	3.3%	5.0%	0.6%
October 2002	4,569	174	3.80%	2.8%	4.3%	7.0%
October 2003	4,420	224	5.10%	4.6%	5.5%	4.6%
October 2004	3,774	243	6.40%	5.6%	6.7%	14.0%
October 2005	4,768	381	8%	7.5%	8.3%	7.9%
October 2006	4,626	211	4.60%	3.9%	4.9%	6.1%
October 2007	4,626	172	3.70%	3.4%	3.8%	5.3%
October 2008	4,969	247	5%	4.7%	5.1%	6.7%

Source: Department of Housing and Redevelopment
Apartment Vacancy and Rent Surveys, 2000-2008

In addition to conducting an annual rental survey, the Department of Housing and Redevelopment conducts an annual vacancy and rent survey for senior restricted units. The vacancy rate for senior restricted apartments has remained very low, with the exception of 2004 and 2005. This time period corresponds with the peak of the single family housing market. In 2005, the overall vacancy rate for senior-restricted units was 7.1 percent. As of 2008, the overall vacancy dropped down to 0.2 percent. The historic vacancy rates for senior-restricted units are summarized in Table 29.

As listed in Table 30, 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 the affordability range for low-income households, as documented in Tables 29 and 30.

TABLE 29
SENIOR RESTRICTED APARTMENT VACANCY AND RENTAL RATES
OCTOBER 2000 THROUGH OCTOBER 2008

	No. of Units Surveyed ¹	Overall Vacancy Rate for Senior Restricted Units	1 Bedroom Vacancy Rate	2 Bedroom Vacancy Rate	Median Rent	
					1 Bedroom Units	2 Bedroom Units
October 2000 ²	N/A	N/A	N/A	N/A	N/A	N/A
October 2001	542	3.7%	0.0%	8.4%	\$678	\$945
October 2002	642	0.2%	0.3%	0.0%	\$695	\$955
October 2003	642	0.0%	0.0%	0.0%	\$733	\$955
October 2004	693	6.8%	9.6%	2.0%	\$785	\$955
October 2005	506	7.1%	4.8%	10.8%	\$773	\$960
October 2006	428	1.4%	1.9%	0.0%	\$850	\$1,005
October 2007	428	1.4%	1.0%	2.6%	\$825	\$1,030
October 2008	428	0.2%	0.0%	0.9%	\$850	\$1,045

Notes: ¹ Affordable housing units with restricted rents were not included in the survey. There are no 3 bedroom senior restricted units within the City of Vacaville

² Apartment Rent and Vacancy Survey did not include a Senior-Only Addendum prior to 2001.

Source: Department of Housing and Redevelopment
 Apartment Vacancy and Rent Surveys – Senior Only Addendum, 2000-2008

TABLE 30
APARTMENT MEDIAN RENTS BY SIZE
OCTOBER 2000 THROUGH OCTOBER 2008

	Median Rents		
	1 Bedroom	2 Bedroom	3 Bedroom
October 2000	\$773	\$890	\$875
October 2001	\$860	\$975	\$1,095
October 2002	\$865	\$995	\$1,150
October 2003	\$870	\$995	\$1,150
October 2004	\$875	\$1,000	\$1,103
October 2005	\$900	\$999	\$1,245
October 2006	\$950	\$1,095	\$1,195
October 2007	\$953	\$1,095	\$1,375
October 2008	\$920	\$1,105	\$1,250

Source: Department of Housing and Redevelopment
 Apartment Vacancy and Rent Surveys, 2000-2008

**TABLE 31
VACANCY RATES BY TENURE
2000**

	<u>City of Vacaville</u>	<u>Solano County</u>
Occupied Housing Units	28,111	130,403
Total Vacant Housing Units	564	4,110
For rent	273	1,837
For sale only	142	1,023
Rented or sold, not occupied	37	352
For seasonal, recreational, or occasional use	66	523
For migrant workers	0	17
Other vacant	46	358

Source: 2000 Census, SF 3 - Tables H6 and H8

4.5 BELOW MARKET-RATE HOUSING

"Below market-rate housing" is a term 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 U.S. Department of Housing and Urban Development's (HUD) Housing Choice Voucher program for very-low and extremely-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 payment standard for which the renter is eligible. The Vacaville Housing Authority administers 1,143 vouchers under this program.

It should 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 March 23, 2009 there were 5,224 families awaiting Housing Choice rental assistance.

Security Deposit Loan Program

The City of Vacaville offers a loan program to assist lower income families who can afford to pay rent but do not have the necessary funds for a large security deposit. Under this program, eligible applicants may receive a loan from the City for an amount not to exceed the Security Deposit being requested by the property owner, or \$1,000, whichever is less. If the property owner agrees to participate in the program, the City will make the payment directly to the property owner. The applicant will sign a Promissory Note with the City for the loan, which can be repaid in interest free installments.

In order to use the Security Deposit Loan Program, the household must earn less than 50 percent of the area median income and have the ability to repay the loan in monthly installments. In addition, the unit must be located within City limits and must be a new unit. Existing tenancies are not eligible for this program. The applicant must have lived or worked in Vacaville for at least one year.

As of April 2010, this program has been suspended due to budget issues, but will likely be resurrected once funding becomes available.

Other Federally Assisted Housing

Table 32 lists the various rental subsidy programs offered within Vacaville, and the number of units affected by such programs. One project, Twin Oaks Apartments, contains a total of 45 Section 8 units. 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 percent Housing Set Aside Funds (Low Income Housing Funds) have been used to subsidize rents of 778 rental units for lower and moderate-income households.

Redevelopment Funds

The City of Vacaville has two redevelopment areas generating over \$8 million a year in 20 percent Set Aside Funds for the purpose of conserving and expanding affordable housing. These funds are used for purchasing rent subsidies, land banking for future development of affordable housing, residential rehabilitation 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 and to acquire and rehabilitate 74 rental units to be owned and managed by a non-profit agency.

Emergency and Transitional Shelter

A 24-bed emergency shelter, operated by Vacaville Social Services Corporation (VSSC), is located in Vacaville. The shelter has land use entitlements to expand and relocate to a residential neighborhood. VSSC also administers a transitional housing program that provides transitional housing to five to ten households per year. The Vacaville Community Welfare Association, as well as local churches continues 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 32
RENT SUBSIDY PROGRAMS
2009**

Program/Complex	Section 8	Housing Choice Voucher	Section 202/8	Local	Total Units
Vacaville Housing Authority		1,143			1,143
Twin Oaks Apartments	45				45
Autumn Leaves Sr. Apartments			56		56
Saratoga Phase I				20	20
Saratoga Phase II				20	20
Vacaville Comm. Housing				387	387
Bay Development				291	291
Vacaville Senior Manor				60	60
TOTAL UNITS	45	1,143	56	778	2,022

Source: Vacaville Department of Housing and Redevelopment

4.6 PRESERVING BELOW MARKET-RATE HOUSING

Inventory of Units at Risk of Losing Use Restrictions

As shown in Table 33, the City of Vacaville has 1,683 units of below market-rate housing, and 453 units are at risk of conversion to market-rent status within the next ten years (2009 – 2019). The complexes at risk are Autumn Leaves (56 senior units), Twin Oaks (45 units), and Quail Run (356 units).

Autumn Leaves, 2740 Nut Tree Road – expires 2010.

Twin Oaks, 2390 Nut Tree Road, – expires 2013.

Quail Run, 209 Aegean Way, – expires 2018.

Outside of these three complexes, 13 complexes have affordability restrictions expiring during the next ten years. Of the units due to expire after 2019, 687 are owned by non-profit housing corporations that are committed to providing affordable housing for Vacaville residents in perpetuity.

The Department of Housing and Redevelopment (DHR) has a program to monitor and address at-risk units:

1. A list of “at risk” projects is maintained through the use of existing databases (e.g. HUD, State HCD and the California Tax Credit Allocation Committee.
2. Maintain contact with owners of “at risk” units to determine their interest in selling, prepaying, terminating or continuing participation in a subsidy program.
3. Ascertain HUD’s interest in issuing Housing Choice Vouchers for “opt out” units, in order to preserve and/or extend affordability.
4. Work with owners, tenants, and nonprofit organizations to assist in the nonprofit acquisition of at-risk projects to ensure long-term affordability of the development.

There are two complexes, which have affordability agreements with the U.S. Department of Housing and Urban Development (HUD) which terminate during this planning period. The first, Autumn Leaves, is an age-restricted complex and has an affordability agreement that 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, DHR would work with the current and/or new owner to ensure that the units continue to remain permanently affordable.

The second complex, Twin Oaks, has 45, non-elderly, units. Their affordability agreement expires in October 2013. This complex also has project based Section 8 assistance. At this time, there is no information available to determine the likelihood that Twin Oaks will terminate their agreement. However, historically when properties terminate affordability agreements with HUD, HUD has offered what is called a Preservation Voucher for each affected tenant to ensure the continued affordability of their housing. In these cases, the Vacaville Housing Authority has been invited to accept and administer these vouchers. Should Twin Oaks terminate their affordability agreement and should HUD extend a similar invitation, the VHA will accept and administer any such vouchers. If the vouchers are not provided, DHR will work to facilitate the acquisition of the project by a non-profit entity.

A third apartment complex, Quail Run, has an affordability agreement with the Redevelopment Agency of the City of Vacaville for 20 percent or 60 of its 296 units. The restricted units are affordable to households with incomes less than 80 percent of the local area median income. These units were assisted with Multi-Family Mortgage Revenue Bonds. It is anticipated that these units will be replaced either by units that have been rehabilitated with government assistance in exchange for affordability restrictions or by newly constructed units with affordability restrictions.

**TABLE 33
 LOW-INCOME RENTAL UNITS SUBJECT TO TERMINATION OF FEDERAL, LOCAL MORTGAGE
 AND/OR RENT SUBSIDIES
 FEBRUARY 2009**

Project Name	Section of Act	Total Units Total Elderly		Earliest Date of Subsidy Termination	
		FHA/Local	Section 8	FHA/City	Section 8
Autumn Leaves (50+)	-202	56	56		2010
Twin Oaks			45		Oct. 2013
Quail Run	City MRB	296 60 ^a		July 2018	
The Sycamores	City MRB	264 52 ^a		5/1/2029	
Lincoln Corners		124 10		Nov. 2024 Feb. 2027	
The Orchards/Maples		168		July 2065	
The Willows		157		July 2065	
Vaca Gables		65		3/1/2020	
Vacaville Meadows		65		Dec. 2022	
Vacaville Highlands		11		Dec. 2065	
Meadows Court		51		Oct. 2065	
Hillside Seniors		15		6/1/2021	
Rocky Hill Villages		12		6/1/2021	
Saratoga I (50+)		108 20 ^a		Dec. 2039	
Saratoga II (50+)		120 20 ^a		Dec. 2040	
Vacaville Senior Manor (50+)		60		2064	

Notes: ^aNumber 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.

Cost of Preservation versus Replacement

Generally, the cost of preserving existing units is more cost effective than replacing units through new construction. Replacement of these units with units that have been rehabilitated through federal, state, or local loans may be cost effective in some instances. The maximum loan amount through the Neighborhood Conservation Program (NCP) is \$45,000 per unit. Each unit assisted in this manner is required to be income and rent restricted for a minimum of 55 years.

It is estimated that the cost to replace all at risk units is \$27.5 million. As stated above, it is likely that the Autumn Leaves and Twin Oaks complexes will continue to have affordability restrictions or utilize Housing Preservation Vouchers. The 60 locally subsidized Quail Run Apartments would be the most likely units to opt out of renewing its affordability agreement. The cost to replace the 17 one-bedroom and 43 two-bedroom units is \$8,280,338. Below are projected costs for replacing all at-risk units through new construction.

**TABLE 34
PROJECTED REPLACEMENT COST OF ALL AT-RISK UNITS THROUGH NEW CONSTRUCTION;
REPLACEMENT COSTS BY UNIT TYPE¹**

Unit Size	Cost per Square Foot¹	Average Square Foot/Unit²	Replacement Costs per Unit³
Studio	\$200	480	\$120,166
1 bedroom	\$200	600	\$144,166
2 bedroom	\$200	842	\$192,566
3 bedroom	\$200	1,196	\$263,366

Notes:

¹ Based on cost to develop the new 60 unit Senior Manor units on Lawrence Drive in Vacaville.

² Based on average square footage of at risk units.

³ Includes construction costs, financing and land acquisition costs. All three at-risk projects are zoned high density residential. Acquisition cost of \$24,166 per unit based on the appraisal of the land at the corner of Harbison and Ulatis which was zoned high density residential or 14-24 units per acre which using the appraised value of \$2,175,000 and 20 units to the acre equals \$24,166 per unit. Source: Appraisal report for 6.42 acre Multi-Family Residential Site located at Harbison Drive and Ulatis Drive, Vacaville, California 95687.

**TABLE 35
PROJECTED REPLACEMENT COSTS OF ALL AT-RISK UNITS THROUGH NEW CONSTRUCTION;
REPLACEMENT OF COSTS OF “AT-RISK” UNITS¹**

Unit Size	Cost per Unit	Number of Units	Replacement Costs by Unit Size
Studio	\$120,166	16	1,922,656
1 bedroom	\$144,166	69	\$9,947,454
2 bedroom	\$192,566	65	\$12,526,790
3 bedroom	\$263,366	12	\$3,160,392

Notes: ¹ Based on number of “At Risk” units by bedroom size.

Resources For Preservation

A variety of programs exist to assist cities to acquire, replace or subsidize at-risk affordable housing units. The following summarizes financial resources available to the City of Vacaville.

Federal Programs

Community Development Block Grant (CDBG) - CDBG funds are awarded to cities on a formula basis for housing activities. The primary objective of the CDBG program is the development of viable communities through the provision of decent housing, a suitable living environment, and economic opportunity for principally low and moderate-income persons. The City of Vacaville uses CDBG funds to pay for the administrative costs of its residential rehabilitation program, the Neighborhood Conservation Program (NCP). (The loans are funded with local Redevelopment funds.) In fiscal year 2008-2009, Vacaville received \$80,000 in CDBG funds to cover administrative costs of the NCP.

HOME Investment Partnership- The City of Vacaville utilizes funds from HUD to increase the supply of decent, safe, sanitary and affordable housing to lower income households. Eligible activities include new construction, acquisition, rental assistance and rehabilitation. HOME funds have been used for acquisition and rehabilitation and for new construction projects.

Section 8 Rental Assistance Program- The Section 8 Rental Assistance program provides rental assistance payments to owners of private, market rate units on behalf of very-low income tenants. Rental assistance is provided through the Vacaville Housing Authority to 1,300 households through Section 8 Housing Choice Vouchers. HUD issued Preservation Vouchers for the households in the Meadowood, Shasta Terrace, Spring Glenn, and Vacaville Park apartments, which opted out of their affordability agreements with HUD. It is anticipated that HUD will issue Preservation Vouchers for the at risk units it subsidized in Vacaville, should the owners opt out of those agreements.

Section 811/202 Program- Non-profit and consumer cooperatives can receive no interest capital advances from HUD under the Section 202 program for the construction of very-low income rental housing for seniors and persons with disabilities. These funds can be used in conjunction with Section 811, which can be used to develop group homes, independent living facilities and immediate care facilities. Eligible activities include acquisition, rehabilitation, new construction and rental assistance.

State Programs

California Housing Finance Agency (CalHFA) Multifamily Programs- CalHFA's Multifamily Programs provide permanent financing for the acquisition, rehabilitation, and preservation or new construction of rental housing that includes affordable rents for low and moderate income families and individuals. One of the programs is the Preservation Acquisition Finance Program which is designed to facilitate the acquisition of at-risk affordable housing developments and provide low-cost funding to preserve affordability.

Low Income Housing Tax Credit (LIHTC) - This program provides tax credits to individuals and corporations that invest in low-income rental housing. The LIHTC program creates affordable housing opportunities when the developer of a project "sells" the tax credits to an investor or investors who contribute equity to the development in exchange for an ownership position in the project. The Vacaville Redevelopment Agency has worked with various developers on seven tax credit projects, resulting in the development and rehabilitation of over 450 affordable units.

California Community Reinvestment Corporation (CCRC) - The California Community Reinvestment Corporation is a multifamily affordable housing lender whose mission is to increase the availability of affordable housing for low-income families, seniors and residents with special needs by facilitating private capital flow from its investors for debt and equity to developers of affordable housing. Eligible activities include new construction, rehabilitation and acquisition of properties. Several projects owned by Vacaville Community Housing were assisted by loans from CCRC for acquisition and rehabilitation activities.

Local Programs

Redevelopment Agency Funding- The Vacaville Redevelopment Agency sets aside 20-30 percent of its tax increment funding for affordable housing activities. The housing set-aside funds can be utilized for new construction, rehabilitation, acquisition of properties and other subsidies that increase, improve or preserve affordable housing. The Redevelopment Agency estimates the total revenues from the housing set-aside fund to be \$8.5 million annually. Total funds available from 2009 through 2019 are estimated to be approximately \$81.5 million.

4.7 FORECLOSURES

Impact on Housing Conditions

According to information provided by Data Quick, a leading company that tracks foreclosures, the City of Vacaville had 705 homes foreclosed upon in 2008. This is a 254 percent increase over 2007, when there were only 278 homes foreclosed upon.

When a home is going through the foreclosure process, property owners often vacate the unit before the lockout period in order to secure new housing. In some cases, these property owners leave excessive damages to the home during move out. In most cases, these homes are left vacant and unattended for extended periods of time, leaving them open to vandalism and lack of maintenance, resulting in neighborhood blight. In August of 2008, the Vacaville City Council amended an Ordinance to enable the City to require those responsible for the foreclosed homes, mainly banks and mortgage companies, to maintain the properties and retain local management if they are out of the area. This has greatly benefited Vacaville and has prevented the foreclosure crisis from having a significant impact on the quality of the housing stock.

However, due to the abundance of foreclosed homes which can often be purchased at below market value, foreclosures have had a significant impact on the new home market. With a decreased demand for new housing, construction has suffered resulting in stalled construction projects and fewer permits issued for construction even though there is substantial inventory of approved residential units.

In response to the current market situation, the City has created and expanded programs to:

- Counsel homeowners at risk of foreclosure with a goal of preserving home ownership
- Assist first time homebuyers in purchasing foreclosed homes
- Tracking notices of default and offering free counseling to property owners early in the foreclosure process

CHAPTER 5

HOUSING NEED

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. The fundamental components of housing need 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 examines the housing need for 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 7 charts income limits published in April 2008 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.

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 seven-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.

5.1 REGIONAL HOUSING NEED

Housing Needs Determination

As set forth in State Law, the Regional Housing Needs Allocation (RHNA) process is the responsibility of the Association of Bay Area Governments (ABAG). The process was initiated with the appointment of the Housing Methodology Committee (HMC), which was comprised of elected officials and staff representatives from each Bay Area county. Vacaville's Vice-Mayor served on this committee as well as Planning staff from City of Fairfield and Solano County. The HMC's work concluded in January 2007 with the ABAG Executive Board's adoption of the methodology for allocating the regional housing need to individual cities and counties. The adopted methodology places a greater emphasis on distributing the housing need closer to transit centers compared to the methodology for the prior RHNA processes. This means that cities that are large job centers have a higher housing need than cities in outer suburban areas with slower job growth. For Vacaville and Solano County, this resulted in a more equitable distribution of the region's housing need.

In March 2007, the State provided ABAG with the region's allocation of 214,500 units for the 2007-2014 timeframe. Subsequently, ABAG released the *San Francisco Bay Area Housing Needs Plan 2007-2014*. Based upon the adopted methodology, ABAG determined that Solano County's share of the regional housing need is 12,985 units, and Vacaville is required to plan for 2,901 of these units. The assigned units, categorized by affordability, for Vacaville's regional housing need are incorporated in Table 36 below. Two years of the 2007-

2014 timeframe have already lapsed; therefore, Table 36 documents the new construction completed in 2007 and 2008 and the remaining housing need for the remainder of the Housing Element timeframe.

**TABLE 36
VACAVILLE PROJECTED HOUSING NEED BY INCOME CATEGORY
2007-2014**

	Very Low (0 to 50% of AMI)	Low (51 to 80% of AMI)	Moderate (81 to 120% of AMI)	Above Moderate (Over 120% of AMI)	Total
TOTAL HOUSING NEED	754	468	515	1,164	2,901
Units Constructed between Jan. 1, 2007 and Jan. 1, 2009	12 ¹	73 ²	102	506	693
Remaining Need	742	395	413	658	2,208

AMI – Annual Median Income. Based on 2008 Income Limits for Solano County published by California Department of Housing and Community Development.

Notes: ¹ 8 Secondary living units; 4 Habitat for Humanity duet units.
² Lawrence Drive Senior Apartments (60 units restricted for low income), Lincoln Corner (10 units restricted to low income) and 3 units in Portofino

5.2 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 2008 survey (also discussed in detail in Section 4.3), as of October 2008 the overall apartment vacancy rate was 5 percent. Rates are relatively high for one- two- and three-bedroom units, at 4.7 percent, 5.1 percent, and 6.7 percent, respectively. One likely explanation for the high vacancy rates is the fact that there is an increased supply and relatively affordable rental rates for single-family home rentals as a result of the current housing market. Other likely reasons for the high vacancy rate are the increasing rate of unemployment and people's poor credit scores.

According to the 2000 Census, the City of Vacaville had an overall vacancy rate of 2 percent (Table 28). Rates of two percent for for-sale and five percent for rental units are considered desirable. High vacancy rates often result in lower rental rates, however, very-low and low income households often pay more than 30 percent of their income towards rent, as shown in Table 27 found in Chapter 4.

Current vacancy rate data is not available for single-family home rentals; however, based on discussions with local property management companies, single-family rentals remain to be in demand, despite the state of the current housing market. Single-family homes provide more floor space than apartments and are more desirable for families.

5.3 SPECIAL HOUSING NEEDS ANALYSES

For some households, limited income is not the only obstacle to finding adequate housing. California Government Code Section 65583(a)(7) requires analysis of any special housing needs, such as those of extremely low income households, families and persons in need of emergency shelter, the elderly, persons with disabilities, large families, farm workers, and female-headed families. 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.

Extremely Low Income Households

Extremely low-income households typically comprise persons with special housing needs including but not limited to persons experiencing homelessness or at risk of homelessness, persons with substance abuse problems, and farm workers. Assembly Bill 2634 (Lieber, 2006) requires the quantification and analysis of existing and projected housing needs of extremely low-income households.

Extremely low-income is defined as households with income less than 30 percent of area median income. The 2008 area median income for Solano County was \$75,400. For extremely low-income households, this results in an income of \$22,600 or less for a four-person household or \$15,800 or less for a one-person household. Households with extremely low incomes have a variety of housing situations and needs. For example, most families and individuals receiving public assistance, such as social security insurance (SSI) or disability insurance, are considered extremely low-income households. At the same time, a minimum wage worker living in a single-person household could be considered an extremely low-income household with an annual income of approximately \$17,000 or less. Typically, minimum wage earners live in shared households. Examples of occupations with wages that could qualify as extremely low-income households are included in Table 37.

**TABLE 37
EXAMPLES OF EXTREMELY LOW INCOME OCCUPATIONS
2008**

Occupation Title	Median Hourly Wage
Fast Food Cooks	\$8.90
Dishwashers	\$8.54
Housekeepers	\$9.73
Manicurists and Pedicurists	\$9.28
Hosts and Hostesses	\$8.59
Home Health Aides	\$9.04
Farm Workers	\$8.95
Waiters and Waitresses	\$8.68
Food Preparation and Serving Related Workers	\$8.27

Source: Employment Development Department, OES Employment and Wages by Occupation (Vallejo-Fairfield MSA)

Existing Needs

In 2000, approximately 2,705 extremely low-income households resided in the City, representing 9.6 percent of the total households. Most extremely low-income households are renters and experience a high incidence of housing problems. These problems include overpaying for rent (defined as cost burden greater than 30 percent of income), overcrowding, and living in substandard housing. According to the 2000 Census, 78.6 percent of all extremely low-income households were overpaying for housing (Table 27).

Projected Needs

The City used available census data to calculate the percentage/number of very low-income households that qualify as extremely low income households. Based on this data, 47.8 percent of the City's low income households qualify as extremely low income households. 47.8 percent of the City's RHNA for low income households equates to a projected need of 360 units for extremely low income households.

Many extremely low income households will be seeking rental housing and will likely face housing issues including overpayment, overcrowding or substandard housing conditions. Some extremely low-income households may include those with special needs. To address the range of needs, the City will employ a detailed housing strategies described below.

Providing for the Needs of Extremely Low Income Households

Housing Choice (Section 8) Vouchers

The Vacaville Housing Authority (VHA) administers the U.S. Department of Housing and Urban Development's (HUD) Housing Choice Voucher program for very low and extremely 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 subsidy provided by the Housing Authority and the actual rent, and the Housing Authority subsidy is the difference between 30 percent of the renter's income and the payment standard for which the renter is eligible. The Vacaville Housing Authority administers 1,143 vouchers under this program. Of these, 411 have been allocated to extremely low-income households, which have fixed incomes in the form of social security insurance and/or disability.

In 2009, the VHA applied for 50 family unification vouchers. Family unification vouchers are made available to families for whom the lack of adequate housing is a primary factor in the separation, or threat of imminent separation, of children from their families or in the prevention of reunifying the children with their families. Family unification vouchers enable these families to lease or purchase decent, safe and sanitary housing that is affordable in the private housing market.

In addition, HUD has announced the availability of a competitive application process for vouchers for persons who are disabled but non-elderly, and the VHA will apply for funding under this program, as well. As required by HUD regulations, if the VHA receives these additional housing vouchers, 75 percent of all vouchers received will be allocated to extremely low-income households. The VHA will continue to apply for all Housing Choice Vouchers for which it is eligible as additional funding becomes available. This commitment is identified in Housing Program H.3- I 4.

The VHA also administers the Housing Choice Voucher Homeownership Program, where a Voucher holder may utilize Section 8 subsidy towards a mortgage payment instead of rental assistance. To assist these low-income homebuyers, Vacaville has established the Section 8 Match Program, where those utilizing the Housing Choice Voucher Homeownership Program may receive up to \$50,000 as gap financing in the form of a shared equity loan.

As of March 23, 2009 there were 5,224 families awaiting Housing Choice rental assistance. The Housing Choice vouchers help address the housing needs of extremely low-income households in Vacaville.

Other Federally Assisted Housing

Table 32 lists the various rental subsidy programs at work in Vacaville and the number of units affected. One project, Twin Oaks Apartments, contains a total of 45 Section 8 units. 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 Agency's 20 percent Housing Set Aside Funds (Low-Income Housing Funds) have been used to subsidize rents of 778 rental units for lower income households and moderate-income households. There are 294 bond units within existing Vacaville Community Housing (VCH) projects. Of these, ten percent of the 294 bond units (30 units) must be rented or held available for extremely low income households.

The Mortgage Credit Certificate (MCC) Program is a federal program that allows qualified first-time homebuyers to take an annual credit against federal income taxes of up to 15 percent of the annual interest paid on the applicant's mortgage. This enables homebuyers to have more income available to qualify for a mortgage loan and make the monthly mortgage payments. The Value of the MCC must be taken into consideration by the mortgage lender in underwriting the loan and may be used to adjust the borrower's federal income tax withholding. The MCC program has convent restrictions to ensure the affordability of the participating homes for a period of 15 years. The City of Vacaville participates as an Associate member of the CRHMFA Homebuyers Fund (CHF), (formerly known as the California Rural Home Mortgage Finance Authority) for inclusion in the Single Family Bond Pool. By assigning Vacaville's portion of our state allocated funds to CHF, Vacaville residents have access to CHF's "FirstHouse" loan program, which utilizes tax-exempt Mortgage Revenue Bonds to provide qualifying homebuyers with mortgage loans featuring below-market interest rates as well as down payment assistance in the form of grants and/or second mortgage loans.

Security Deposit Loan Program

The City of Vacaville offers a loan program to assist extremely low and very low-income families who can afford to pay rent but do not have the necessary funds for a large security deposit. Under this program, eligible applicants may receive a loan from the City for an amount not to exceed the Security Deposit being requested by the landlord, or \$1,000, whichever is less. If the landlord agrees to participate in the program, the City will make the payment directly to the landlord. The applicant will sign a Promissory Note with the City for the amount of the loan, which can be repaid in installments and is interest-free.

In order to use the Security Deposit Loan Program, the household must earn less than 50% of the area median income and have the ability to repay the loan in monthly installments. In addition, the unit must be located in Vacaville city limits and must be a new unit for the tenant (existing tenancies are not eligible). The applicant must have lived or worked in Vacaville for at least one year.

As of April 2010, this program has been suspended due to budget issues, but will likely be resurrected once funding becomes available.

Redevelopment Funds (Subsidies)

The City of Vacaville has two redevelopment areas generating over \$8 million a year in 20 percent Set Aside Funds for conserving and expanding affordable housing. These funds are used for purchasing rent subsidies, landbanking for future affordable housing development, residential rehabilitation 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 and to acquire and rehabilitate 74 rental units to be owned and managed by a non-profit agency. The City will continue its current efforts in addition to identifying and meeting with nonprofit builders who specialize in building housing for extremely low-income households and supportive housing (Programs H.1-I 7 and H.2-I 2.) This effort is designed to:

- Build a long-term partnership in development,
- Gain access to specialized funding sources, including applying for funding sources that support deeper targeting, and

- Identify the range of local resources and assistance needed to facilitate the development of housing for extremely low-income households.

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. Vacaville is committed to applying for HOME Program funds as they become available for use towards rehabilitating units and other applicable uses that will benefit low-income households (Program H.2- I 6).

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, including extremely low 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.

Callen Street Rehabilitation Project: Rehabilitation and Conversion to Affordable Rental Units

In 2007, using Agency 20 percent Low Income Housing Set-Aside funds and taxable bonds monies in the amount of \$18 million, the City of Vacaville Redevelopment Agency (Agency) acquired market-rate multi-family residential complexes along Callen Street, Bennett Hill Drive, and Bennett Hill Court: 17 four-plexes, three duplexes, and one eight-plex. In April 2010, the Agency issued a Request for Qualifications/Request for Proposals ("RFQ/RFP") for the acquisition, rehabilitation, and management of the 66 affordable multi-family housing units, located on the 18 Agency-owned parcels located along Callen Street. The RFQ/RFP is seeking proposals from organizations to:

- Rehabilitate, and preserve the affordability of multi-family properties
- Identify additional resources that will supplement Agency funds to offer a mix of rent levels to meet the needs of extremely low to lower-income households at below 30 percent to below 80 percent of area median income
- Present an asset and property management plan to maintain the long-term affordability of the units, protect the Agency's investment in the properties, and lead to an improved residential environment for tenants and the neighborhood
- Develop a strategy to link with community institutions/stakeholders to build support for the project

The Agency prefers that this rehabilitation project be 100 percent affordable with five percent (four units) being affordable to extremely low income households, 20 percent (13 units) being affordable to very low households, and 75 percent (49) units being affordable to low income households. See Section 5.3 of this document for more information regard this project.

Families and Persons In Need Of Emergency Shelters

Homelessness in California is a continuing crisis that demands the effective involvement of both the public and private sectors. 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.

Vacaville Homeless Survey

On January 29, 2009, the City of Vacaville Police Department conducted a visual homeless survey in the areas of Vacaville known to be frequented by homeless persons. During this visual survey, 34 people were identified as being homeless: 23 males, nine females, and two persons of unknown gender. Of these 34 persons, 18 were living in hand-constructed temporary structures. The remaining persons were found either walking around or sleeping in various locations around the City.

The Vacaville Family Resource Center had witnessed 60 families/individuals, identifying themselves as homeless, seeking services, which included housing between July 1, 2008 and February 2009. Those 60 families/individuals included 11 couples with no children, 17 couples with children, and 32 single men and women. Twenty-three of these 60 people did not identify where they were living, 15 were living in shelters, seven were living in motels, six were living in cars, four with family, two with friends, and it was unknown where three were living.

Solano County Homeless Plan

Solano County has a 10-year plan addressing homelessness for the 2008 to 2018 time frame. According to their most recent data (January 2007), Solano County has approximately 328 homeless persons with an additional 172 homeless persons in correctional facilities pending release. The County is aware that there may be an estimated 1,500 to 2,000 persons who are homeless at any point in time and are not captured in the time of this count. Solano County has 179 beds available year round in emergency shelters, 118 beds year round in transitional housing, and 99 beds year round in permanent housing. Even with these 396 beds, Solano County is looking at a need for over 3,000 homeless persons at any one time in Solano County. Solano County has ten strategies addressing homelessness:

- Discharge planning and decrease the number of people of being discharged into homelessness by 25 percent;
- Create new permanent housing beds for homeless and chronically homeless persons;
- Increase percentage of homeless persons staying in permanent housing over 6 months to 71 percent;
- Increase percentage of homeless persons moving from transitional housing into permanent housing by 61 percent;
- Increase percentage of homeless persons becoming employed by 11 percent;
- Ensure that the Continuum of Care has a functional Homeless Management
- Information System with 90 percent of the shelters and housing projects actively participating;
- Improve access to mainstream resources by 25 percent;
- Chronically homeless individuals will be fully engaged in the continuum of services and housing available of them;

- Chronically homeless people will be forced to live on the street until permanent housing or affordable housing is available;
- Ensure sufficient outreach to homeless, at-risk families and non-chronically homeless individuals and provide for their basic needs;
- Further strengthen self-sufficiency supports for homeless people moving out of homelessness.

Mission Solano is a local nonprofit organization whose mission includes the provision of services to the homeless and potentially homeless. They are raising funds for the construction of a new shelter with social services in southern Fairfield. Mission Solano participated in a homeless survey in 2007. This survey showed that 46 percent of Mission Solano’s clients had been homeless for less than one year even though 39 percent of those said they had experienced homelessness once before. Of this count, 50 percent indicated that they were veterans; seven percent served in Korea and 29 percent served in Vietnam. Families made up 36 percent of the people seeking help. Table 38 lists homeless shelters in and near Vacaville.

**TABLE 38
HOMELESS FACILITIES IN AND NEAR VACAVILLE**

Facility	Clientele	Location
Opportunity House	Families/Women	Vacaville
Heather House	Families/Women	Fairfield
Mission Solano	Families	Fairfield
Safequest	Families/Women	Fairfield
Coalition Against Homelessness	Singles/Families	Fairfield
Christian Help Center	Singles/Families	Vallejo

Source: Organization Websites, 2008

Opportunity House

A 24-bed emergency shelter, known as Opportunity House, is located in Downtown Vacaville. It is operated by Vacaville Social Services Corporation (VSSC), who also administers a transitional housing program that provides transitional housing to approximately five to ten households per year. On March 31, 2009, the Opportunity House was serving a single-parent family with nine children, a two-parent family with four children, and eight single women. Between January and April 2009, the shelter provided services for four “intact” families consisting of both parents the children. Of these families, two families sought services after their rental house was foreclosed upon without receiving any advanced notification. In years past, the shelter typically provided services for one or two complete families per year. Typically, intact families are able to successfully obtain permanent housing after receiving services at the shelter.

Within the past year or two, the shelter has experienced an increase in referrals from Child Protection Services (CPS) and Independent Living Resources (ILR) and has seen in an increase in people with drug and alcohol addictions seeking services. For the first time in its history, the shelter has a waitlist. On April 8, 2009, there were 11 people on the waiting list. The longest wait so far has been 18 days, while the average is 9 to 10 days.

In addition to providing food and shelter to homeless individuals and families, the shelter implements a three-step program that promotes self-sufficiency. By the time an individual moves to the third, and final, step of the program, they are employed, seeking affordable housing, have the knowledge to create and manage a budget, and have a savings fund, typically consisting of two or three paychecks. At this point, some individuals obtain their own housing, while others move into the shelter’s transitional housing.

Relocation of Opportunity House and Other Social Services to Serve the Homeless Population

The City anticipates relocating Opportunity House to Bennett Hill Court, located within the Special Standards 10 (SS-10) overlay district. In late 2008 and early 2009, the City Council adopted two special standard overlay zones (SS-10 and SS-11) which permit social services facilities, which include emergency shelters, homeless shelters, food banks, and other similar types of facilities, without the need for a conditional use permit. (For more information regarding these overlay zones, refer to Section 7.1 of this document.) The relocation project consists of remodeling an existing two-story multifamily building into an emergency homeless shelter with 40 beds. The expanded Opportunity House homeless shelter will meet the homeless documented by the Vacaville Police Department during the January 2009 homeless survey.

SS-10 and the Special Standard 11 (SS-11) overly districts are located contiguously on Callen Street, Bennett Hill Drive and Bennett Hill Court. (Refer to the map in Section 6.5.) In mid-2009, planning began for a county social services building on the corner of Brown Street and East Monte Vista Avenue. This location is approximately one-half mile from the SS-10 and SS-11 zone districts. The building will contain the Department of Child Support Services, Health and Social Services, Substance Abuse, and Probation Services, as well as a dental clinic. As of April 2010, the Community Development Department, in conjunction with the City of Vacaville Redevelopment Agency and Solano County offices, are in the process of reviewing development plans for the project.

In addition to the new County Social Services building, a 4,400 square foot, faith-based food and clothing distribution center was recently constructed at 1146 East Monte Vista Avenue, within walking distance from the SS-10 and SS-11 overlay districts (approx. ¼ mile) and from a bus stop. The distribution center is not a homeless shelter or homeless facility; however, in addition to distributing food and clothing, the center serves prepared meals on-site to homeless individuals and families twice a week.

Ad-Hoc Homeless Task Force

To further address homelessness in Vacaville, the City is working in collaboration with the Ad-Hoc Homeless Task Force. The Ad-Hoc Homeless Task Force is a partnership comprised of members of the faith-based community, local social service providers, and City staff. The group was originally formed to facilitate the relocation of approximately 20 homeless individuals who had created a “tent city” on private property. The relocation of these individuals became imperative once work began to prepare the site started to be prepared for development. During meetings to plan the relocation, the Task Force began discussing other issues related to homelessness within Vacaville. The group agreed to continue meeting on an ad-hoc basis to address gaps in service to serve the homeless population.

Beyond the successful relocation of the 20 homeless individuals, the Ad-Hoc Task Force has coordinated several activities over this past year. With Vacaville Social Services Corporation (VCSS) and The Father’s House, a local faith-based organization, taking the lead, one activity was “Project Connect,” a one-day resource event, modeled after the highly successful Veterans Stand Down. Another was a survey, conducted by members of the faith community, of some of the homeless they interact with on a regular basis. The survey revealed that many homeless individuals have long-time ties to the Vacaville community, either by having graduated from one of the local high schools or having family who reside in the community. Another activity included discussions about the inappropriate behavior of some homeless individuals in the Downtown Area, and research on how to best address those behaviors.

There have been two other proposals discussed by the Ad-Hoc Homeless Task Force to address the needs of homeless individuals and families. The first one is a nomadic sheltering program. Under this program, homeless individuals who are clean and sober may board a bus at a predetermined location that would take them to one of the churches participating in the sheltering program. At the church, the homeless individuals would be provided a warm meal and, a bed for the night, and supervision. The following morning, the bus would return the individual to the pick up location.

The second proposal, made by members of the faith-based community, is based on the "Housing First" concept. Under this proposal, eight residential units, currently owned by the Redevelopment Agency on Callen

Street within the SS-11 overlay district, would be rented to The Father's House, or other faith-based organization, at a subsidized rate. The Father's House would in turn, utilize these units as transitional housing, which is permitted within this zoning district. . Under the premise that a stable housing situation is necessary before other issues, such as addictions and mental illness, can be addressed, The Father's House would work with individuals by providing supportive services needed to assist the homeless in reintegrating themselves into the community, in addition to housing. Housing Program H.4- I 14 identifies the Redevelopment Agency's commitment to aid the Father's House, or another faith-based organization, implement the "Housing First" program.

Other Programs Assisting the Homeless Population

To further meet the needs of the homeless and other persons in need, Housing Program H.4- I 12 identifies that the City will continue the activation and operation of emergency cooling and warming centers at the City's community centers during times of extreme weather. The City will also activate and operate emergency shelters during catastrophic events requiring emergency evacuations of City residents.

The Vacaville Community Welfare Association, as well as local faith-based organizations, continues 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. Housing Program H.4- I 13 identifies that the City will continue to participate with the Community Action Partnership of Solano County Continuum of Care Collaborative (CAP Solano).

Senior Residents

The 2000 Census figures indicated that there were approximately 35 million persons aged 65 and older (or 12 percent of the U.S. population). The number of elderly persons as a percentage of total U.S. population is expected to continue to increase due to the aging of the "Baby Boom" generation, lower birth rates in recent years, and extended life expectancies. It is expected that persons aged 65 years and older will comprise more than 14 percent of the U.S. population by 2010, and 22 percent by 2030 (or 65 million).

As a special needs group, the elderly are in some respects unique. The 2000 Census indicates that there are 4,422 households (15.7 percent) with householders age 65 and older. The majority of Vacaville's elderly households are homeowners –3,362 elderly homeowners compared with 960 elderly renters as shown in Table 39. According to the 2000 U.S. Census, 326 persons age 65 and above live below the poverty level. Such residents likely have fixed incomes that do not keep pace with increasing housing costs. Past and future construction of senior restricted apartments with affordability restrictions will assist in fulfilling this housing need.

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 special needs of seniors can be met through a range of services, including congregate care, rent subsidies, shared housing programs, and housing rehabilitation assistance. For the disabled elderly, housing with architectural design features that accommodate disabilities helps ensure continued independent living. Elderly with a mobility or self-care limitation also benefit from transportation alternatives and shared housing options. Senior housing with supportive services can be provided to assist with independent living.

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.

**TABLE 39
HOUSEHOLDER BY TENURE BY AGE
2000**

	Number of Units	Percentage	Total Number of Elderly Householders	Percentage of Total Elderly Householders
Total:	28,111		4,422	100.0%
Owner occupied:	18,738	66.7%		
Householder 15 to 24 years	208	1.1%		
Householder 25 to 34 years	2,359	12.6%		
Householder 35 to 44 years	5,128	27.4%		
Householder 45 to 54 years	4,864	26.0%		
Householder 55 to 59 years	1,753	9.4%		
Householder 60 to 64 years	964	5.1%		
Elderly:			3,462	78.3%
Householder 65 to 74 years	1,975	10.5%		
Householder 75 to 84 years	1,209	6.5%		
Householder 85 years and over	278	1.5%		
Renter occupied:	9,373	33.3%		
Householder 15 to 24 years	1,039	11.1%		
Householder 25 to 34 years	2,901	31.0%		
Householder 35 to 44 years	2,631	28.1%		
Householder 45 to 54 years	1,157	12.3%		
Householder 55 to 59 years	430	4.6%		
Householder 60 to 64 years	255	2.7%		
Elderly:			960	21.7%
Householder 65 to 74 years	358	3.8%		
Householder 75 to 84 years	436	4.7%		
Householder 85 years and over	166	1.8%		

Source: 2000 Census, SF 3: H14

Large Families

According to the 2000 U.S. Census, the average household size was 2.83 people and the average family size consisted of 3.24 people. 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. Overcrowding is typically defined as more than one person per room, based on the Census Bureau’s definition of “room,” which excludes bathrooms, porches, balconies, foyers, halls, or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. As illustrated in Tables 25 and 40, thirteen percent of households in Vacaville have five or more members, and three percent of all households are overcrowded (1.01 to 1.50 persons per room), and an additional three percent are severely overcrowded (1.51 or more persons per room).

Overcrowding can result when there are not enough adequately sized units within a community, or when high housing costs force several individuals or family members to share housing. As illustrated in Table 40, large families make up approximately 12 percent of all rental households in Vacaville. Currently there are 78 households receiving rental assistance that have five or more members, and an additional 377 families on the wait list for this service. Of these, 137 families claim to be current Vacaville residents, the remaining 240 families are non-residents. Vacaville residents receive priority over non-residents.

TABLE 40
HOUSEHOLD SIZE BY TENURE
2000

	1 person		2-4 persons		5+ Persons		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Owner	2,953	54%	13,219	70%	2,566	69%	18,738	67%
Renter	2,469	46%	5,770	30%	1,134	31%	9,373	33%
TOTAL	5,422		18,989		3,700		28,111	

Source: 2000 Census, SF 3 – Table H17

The October 2008 Rental Survey documents that of the 4,969 market-rate apartment units surveyed, only 179 were three-bedroom units. Of these three-bedroom units, 12 units were vacant and available for rent, with 17 other units vacant but not available. In an effort to provide additional housing for large families, the City has a housing program that encourages developers to provide a component of three bedroom units within apartment projects to accommodate large families.

Female-Headed Households

In 2000, 20 percent of all two or more person households in Vacaville were headed by a single parent (4,636 households). The largest sub-set of this group was the 3,045 households where the single parent was female (3,045 of the total single parent households, or 65.7 percent). Of the total two or more person households headed by women, 67.8 percent (3,045 households) reported children under the age of 18 present in the household (Table 41).

TABLE 41
FEMALE HEADED HOUSEHOLDS
2000

Householder Type	Number	Percent
Total Households	28,088	100
Total Female Headed Householders	6,777	24
Female Heads with Children under 18	2,066	--
Female Heads without Children under 18	4,711	--
Total Families Under the Poverty Level	899	100
Female Headed Households with Children Under 18, Under the Poverty Level	426	43.7

Source: 2000 Census, SF 3 – Tables P10 and P90

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. In 2000, of all family households living below the poverty level, 47.3 percent 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 947 female-headed households now receiving rental assistance, nearly 81 percent of all program participants.

To address both the housing needs and the supportive service needs of female-headed households, additional multifamily housing should be developed and include childcare facilities to allow single mothers to secure gainful employment outside the home.

In addition, the creation of innovative housing for female heads of household could include co-housing developments where childcare and meal preparation responsibilities can be shared. The economies of scale available in this type of housing would be advantageous to this special needs group as well as all other low-income households. Limited equity cooperatives sponsored by non-profit housing developers are another financing structure that could be considered for the benefit of all special needs groups.

Farm Workers

At one time, much of California's agricultural production depended primarily on farm workers 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 farm workers and the proportion of migrant farm workers. Technology, along with urbanization, has decreased agricultural employment in Solano County and in the City of Vacaville, and therefore the number of farm workers in the community. According to the 2006 American Community Survey, there were 83 Vacaville residents employed within the Farming, Forestry and/or Fishing industry (Table 14). 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.

Mobility Impaired and Other Individuals with Disabilities

Persons with disabilities face unique problems in obtaining affordable and adequate housing. This segment of the population, which includes individuals with mental, physical, and developmental disabilities need affordable, conveniently located housing, which, where necessary, has been specially adapted for wheelchair accessibility, along with other physical needs.

Physical Disabilities

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.).

According to the 2000 U.S. Census, there were 4,924 persons with physical disabilities in Vacaville, and 2,010 of these persons were age 65 and older (Table 42). No data was available as to the degree of limitation. The living arrangement of persons with disabilities depends on the severity of the disability. Many persons live at home in an independent fashion or with other family members. Others live in one of the several assisted living or convalescent facilities in Vacaville. To maintain independent living, persons with disabilities may need special

assistance, including special housing design features, income support for those who are unable to work, and in-home supportive services, among others.

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 access way 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.

TABLE 42
PERSONS WITH DISABILITIES BY DISABILITY TYPE
2000

	Number	Percent
Total Disabilities	19,735	100
Total Disabilities for Ages 5-64	14,100	71.45
Sensory Disability	1,106	5.6
Physical disability	2,914	14.77
Mental disability	2,092	10.6
Self-care disability	602	3.05
Go-outside-home disability	2,138	10.83
Employment disability	5,248	26.59
Total Disabilities for Ages 65 and Over	5,635	28.55
Sensory Disability	965	4.89
Physical disability	2,010	10.18
Mental disability	725	3.67
Self-care disability	570	2.89
Go-outside-home disability	1,365	6.92

Source: 2000 Census SF 3 – Table P41

Mental Disabilities

There is also a segment of the population with severe mental disabilities that requires special housing with supportive care. According to the 2000 U.S. Census, there were 2,817 persons with some form of mental disability residing in Vacaville (Table 42). There is not available data to quantify this segment of the population. As noted in the following section on homeless, mental disability 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 persons that do not require institutionalization. There are also several community care facilities in Vacaville. Three of these facilities have the ability to care for persons afflicted with Alzheimer’s disease.

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 (AFB). Travis AFB is vital to the local economy. In the past, Travis AFB was rated poorly for availability of off-base affordable housing. This makes the Base vulnerable during Base Realignments and Closure (BRAC) procedures. Affordable housing is a key component to the long-term viability of the base as well as the local economy. Currently, the base includes approximately 7,260 active military personnel, 3,770 civilians, and 4,250 reservists. Active service members receive a Basic Allowance for Housing (BAH) which allows them to choose to live in off-base housing or in privatized on-base housing. Active military members who reside in on-base governmental quarters without dependents (dorms) receive partial BAH.

Base housing has recently been privatized. As part of the housing privatization effort, substandard units are being demolished, units are being rehabilitated, and new units are being constructed. There will be 1,134 units consisting of a mix of two, three, and four bedroom units: 903 junior enlisted units, 90 senior enlisted units, and 141 officer units. Based on these numbers, the majority of active military members will be required to reside off base.

BAH is based on rental data for the area surrounding the base, as well as the military's pay grade, base assignment, and number of dependents. A homeowner's monthly mortgage payment is not used in the computation because the monthly cash outlay of a homeowner is not a good indicator of the economic costs of home ownership. The variables needed to compute this include such difficult to measure factors as the expected appreciation in the value of the residence, the amount of down payment, the opportunity costs of interest from down payments, settlement costs, and the tax savings due to the interest and tax payments deduction. Therefore, BAH reflects the current rental market conditions not the historical circumstances surrounding various mortgage loans.

The off-base housing market is difficult for military families to utilize. Developers of new market rate apartments typically target high-income tenants. Often two to three military members will share an apartment. The 2009 BAH for a senior airmen (typical rank for someone with 4 years of service), without dependents, is \$1,565. Based on the 2008 Annual Apartment Vacancy and Rent Survey, the median rent for a one-bedroom unit was \$920, a two-bedroom unit was \$1,105, and a three-bedroom unit was \$1,250. These amounts do not take into account the cost of utilities.

Vacaville is leading the way with designating housing for Travis. Through a developer donation, the City owns an eight (8) acre parcel in south Vacaville designated for affordable military housing. While the City has General Plan policies that promote the development of housing that is affordable to Travis AFB personnel, it would be beneficial if the City could identify additional properties with potential for affordable housing as well as new housing programs.

Other Special Needs Groups

Persons with Family and Friends in Prison

In late 2008, the California Prison Health Care Receivership Corporation (CPR) announced they were preparing an Environmental Impact Report to evaluate the potentially significant adverse environmental effects associated with development of a 1,400 bed, sub-acute health care facility locate on the ground of California Medical Facility and California State Prison Solano within the City of Vacaville. The two facilities have a current prison population of approximately 10,000 prisoners.

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 Voucher rental assistance program.

Vacaville Residents with High End Jobs in Vacaville

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, Travis Federal Credit Union, California State Prison Solano, California Medical Facility and State Compensation Insurance Fund. However, many jobs added during the last ten years are also in the lower paying service, manufacturing and retail sectors. 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.

Young Adult Residents

According to the 2006 American Community Survey, Vacaville is experiencing an increase in the number of young adult residents ages 20 to 24 (Table 9). Between 2000 and 2006, this age group increased by 1.7 percent. Based on national housing studies, a population with a high proportion of young adults generally indicates a need for rental units, secondary living units, and first-time homebuyer or first move-up opportunities, including condominiums, town homes, or small single-family homes. As indicated by the focus group, there is growing concern amongst Vacaville residents regarding the inability for their young adult children to reside in Vacaville after graduating from high school, vocational schools, or college. To the extent that young adults are primarily low-income residents, their housing needs are similar to other low-income households.

CHAPTER 6

ABILITY TO MEET HOUSING NEEDS

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 January 1, 2007 through June 30, 2014. This section addresses the requirements of Government Code Sections 65583 and 65583.2, requiring a parcel-specific inventory of appropriately zoned, available, and suitable sites that can provide realistic opportunities for the provision of housing to all income segments within the community. The analysis in this section is based upon lands that are within the City limits and lands designated for near term and long term annexation in the Comprehensive Annexation Plan (CAP) that have development potential within this time frame. The inventory shows that there are adequate vacant lands to accommodate the remaining housing need for 2007 to 2014 as determined by ABAG and shown in Table 36 in Chapter 5. As summarized in Table 43, the total housing need is 2,901 units; however, 693 units have been constructed during 2007 and 2008, reducing the need to 2,208 units.

TABLE 43
SUMMARY OF VACAVILLE'S LAND INVENTORY
January 2009

Land Use Category	RHNA	Remaining RHNA ¹	Land Inventory Acreage	Land Inventory Units ²
Sites for Lower-Income Households	1,222	1,137	83	1,557
Sites for Moderate-Income Households	515	413	98	901
Sites for Above-Moderate Households	1,164	658	1,381	3,647
Developments Under Construction (Remaining Vacant Lots)	--	--	528	530
TOTALS	2,901	2,208	2,090	6,635

Notes: ¹ The remaining RHNA numbers reflect the number of units constructed, by income category, between Jan. 1, 2007 and Jan. 1, 2009, reducing the total regional housing number.

² This column illustrates the number of units, by income category, the City can accommodate as of Jan. 1, 2009.

Source: City of Vacaville Web Based Land Use Database Management System (WBLUDMS), Community Development Department.

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. As illustrated in Table 43, as of January 1, 2009, 6,635 additional units could be accommodated on vacant lands within City limits. All of these lands have residential zoning designations consistent with the General Plan land use designation and municipal services are already in place to serve development, are available to be extended. A map for each income specific land inventory is located at the end of this chapter.

An additional 2,788 units can be accommodated on lands designated in the General Plan for residential growth that have not yet annexed into the City. 1,670 of these additional units are designated as near-term annexation areas and will potentially be available for development within the timeframe of this Housing Element. However, they have not been included within the inventory of residential land. One residential area pending annexation into the City is discussed further later in this chapter.

Table 36, in Chapter 5, indicates that the remaining need for lower income households is 1,137 units. These units are typically multifamily units constructed in high density (RH) zoning districts. Table 22, in Chapter 4, provides examples of affordable projects constructed in the RH district. The residential land inventory indicates that there are approximately 83 acres of land suitable for the development of housing for lower income households. This acreage could accommodate 1,557 multifamily units. This inventory exceeds the RHNA number of units for lower income households. In regards to moderate-income households, Table 24, in Chapter 4, indicates that there are small lot single-family subdivisions with models that are affordable for moderate-income households. The sites inventory for moderate-income households (Section 6.3) indicates that there is a potential for construction of 901 units on lands zoned for medium density development. Development on these lands would likely include small lot single family, cluster home and townhouse type development. In conclusion, the total remaining housing need of 2,208 units can be met by the land inventory of 2,090 vacant and underutilized acres of residential land, which can accommodate 6,635 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 extremely low, 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) and deferred payment of development impact fees. Strategies to assist households include assisting families with rental assistance through the Housing Choice Voucher 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 2) of the Housing Element.

The analysis contained in Table 22, in Chapter 4, 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 that 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 of units affordable to lower income households is typically accomplished with subsidies such as Redevelopment Agency set aside housing monies. Without some type of subsidy, it is difficult for the for-profit housing market to accommodate construction of 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 extremely low-income 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, completed in 2007, has affordability

restrictions and serves low-income families; it was constructed with assistance by 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. In addition, through rehabilitation and acquisition of existing units, the City expects to add 150 units of lower income units with affordability restrictions during this Housing Element timeframe. 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 programs in Chapter 2 to promote the private sector construction of affordable units for very low-income households.

The General Plan incorporates a land use designation, Residential Urban High Density (RUHD), which is designated for the downtown area. This designation allows a very high density (20.1 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. The City has approved the Opportunity Hill Master Plan and Design Guidelines, which includes an affordable housing element, within the RUHD zoning designation. To implement this project, the City has identified Housing Program H.1- I 14, which will identify lands to be rezoned to a density greater than the maximum density of 36 units per acre as currently permitted by the Urban High Density (RUHD) Residential Overlay District. For more information about this project, refer to Chapter 6, Section 6.4.

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 senior apartment complex was granted a density bonus in order to allow a density of 38.9 units per acre. Saratoga Senior Apartments were granted a density bonus to build at 24 units per acre. Most recently, the 60-unit Senior Manor Apartments was approved with a density bonus allowing 28 units per acre. The City intends to continue to promote its density bonus ordinance to potential apartment developers. 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 any of the residential land inventory tables.

6.1 AVAILABLE SITES INVENTORY

In 2007, the Association of Bay Area Governments (ABAG) approved the Regional Housing Needs Plan (RHNP). Vacaville was assigned a portion of the regional housing need for 2,901 new housing units as follows:

754 very low-income units,
468 low-income units,
515 moderate-income units, and
1,164 above moderate-income units

This section of the Housing Element addresses the requirements of Government Code Sections 65583 and 65583.2, requiring a parcel-specific inventory of appropriately zoned, available, and suitable sites that can provide realistic opportunities for the provision of housing to all income segments within the community.

The City's share of the regional housing need will be met through the implementation of a variety of strategies (e.g., available and appropriately zoned land, units built since the beginning of baseline Regional Housing Needs Allocation (RHNA) period, secondary living units). However, the primary method for addressing the adequate sites requirement will be addressed through the identification of available vacant and non-vacant sites that are suitable and appropriately zoned.

The City's evaluation of adequate sites begins with a listing of individual sites by zone and general plan designation. The sites suitability analysis will demonstrate these sites are currently available and unconstrained to provide realistic development opportunities prior to June 30, 2014 (the end of planning period). To demonstrate the realistic development viability of the sites, the analysis also discusses: (1) whether appropriate zoning is in place, (2) the applicable development standards and their impact on projected development capacity and affordability, (3) existing constraints including any known environmental issues, and the (4) availability of existing and planned public service capacity levels.

The City's land inventory was developed with the use of a combination of resources including the City's Land Use Database, updated Assessor's data, field surveys, and review of the City's Land Use Element and Zoning Ordinance. The compilation resulted in not only an identification of sites, but also an estimate of potential development capacity for these sites. The majority of the land available for residential development is located within specific plan areas, which have been approved for development, and in newly annexed areas around the periphery of the City.

6.2 ZONING APPROPRIATE TO ACCOMMODATE HOUSING FOR LOWER-INCOME HOUSEHOLDS

The City recognizes that higher density residential and mixed-use districts (RHD and CG (RO)) provide the potential for lower construction costs due to the economies of scale created, and are therefore, most suitable for development of housing affordable lower income households. Those sites identified in the inventory as having the greatest potential to accommodate housing affordable to lower-income households allow densities of at least 20 units per acre. Per Government Code Section 65583.2(c)(3)(B) the City's zoning is consistent with 20 dwelling units per acre standard determined by HCD for suburban jurisdictions and therefore considered appropriate to accommodate housing for lower-income households.

Table 22, in Chapter 4, provides a sampling of rents charged by apartment complexes within the city, and indicates which units are affordable to very low, low, and moderate income households. The listed projects represent apartment complexes of varying age and size located in residential high-density zones throughout the City, and support the belief that higher density residential districts provide the potential for housing affordable to lower income households.

Realistic Development Capacity

As indicated in Table 45, the City will be relying primarily on multifamily-zoned sites, which allow development at 20 dwelling units per acre (RHD and CG (RO)), to accommodate its share of the regional housing need for lower-income units. In addition, sites located in the Downtown Residential Urban High Density Overlay zone (RUHD), which allow up to 36 dwelling units per acre, are also an important part of the City’s inventory of suitable sites. The following analysis, shown in Table 45, demonstrates the development capacity projections for those high-density sites identified in Table 44 realistic.

First, the City considered and evaluated the implementation of its current multifamily development standards and on-site improvement requirements (e.g., setbacks, building height, parking and open space requirements), to determine approximate density and unit yields. The City also reviewed actual built yields of the most recently approved and constructed market-rate apartment projects. The results of this review revealed that the average density for apartment projects constructed in RHD and CG (RO) zones were constructed at 20 dwelling units per acre. The Villas at North Village were also included in this analysis because the project site is located within the North Village Specific Plan (NVSP), and the (NVSP-RM) permits high-density development.

**TABLE 44
SAMPLE OF BUILDOUT CAPACITIES OF MARKET-RATE APARTMENT PROJECTS**

Name	Acreage	Zone	Max Allowed Dwelling Units	Approved / Constructed Units	Resulting DU per/ac
The Commons	11.8	CG (RO)	283	208	18
Morgan Park Apartments	6.45	RH	155	148	23
Northpointe Apartments	17.9	CG (RO)	439	312	17
River Oaks	14.5	CG (RO)	348	312	22
The Villas at North Village	9.9	NVSP-RM	228	228	23
				Total	102
				Average Density	20

Source: City of Vacaville Community Development Department

To ensure that the City maintains the ability to meet its fair share of affordable housing for lower-income households, a housing policy has been identified (Policy H.1- I 16) that will require high-density residential lands (RHD and RUHD) identified in the Residential Land Inventory to develop with a minimum density of 20 units per acre.

6.3 KEY SITES FOR LOWER INCOME HOUSING

TABLE 45
KEY SITES FOR LOWER INCOME HOUSING
(Particularly to accommodate lower income regional housing need)

Site No.	APN (s)	Acreage	Realistic Capacity	Zoning Designation	General Plan Designation	Existing Use
Sites Zoned for High Density Development						
1	0131-420-160	0.7	14	RHD	High Density Residential	Single Family Home
	0131-420-170	0.75	15	RHD	High Density Residential	Single Family Home
	0131-420-180	0.28	6	RHD	High Density Residential	Single Family Home
	0131-420-190	0.05	1	RHD	High Density Residential	Vacant
	0131-420-200	0.4	8	RHD	High Density Residential	Single Family Home
	0131-420-210	0.41	8	RHD	High Density Residential	Single Family Home
		2.59	52			
2	Various	10.9 ¹	262	CD and CG (RUHD Overlay)	General Commercial	See Table 50
3	0129-182-200	0.22	2	RHD	High Density Residential	Vacant
	0129-182-220	0.18	2	RHD	High Density Residential	Vacant
	0129-182-230	0.07	1	RHD	High Density Residential	Vacant
	0129-182-240	0.11	1	RHD	High Density Residential	Vacant
	0129-182-250	0.11	1	RHD	High Density Residential	Vacant
		0.69	7			
4	0131-030-650	4.19	84	CO (RO) ²	Commercial Office	Vacant
	0131-030-660	0.4	8	CO (RO) ²	Commercial Office	Vacant
	0131-030-670	4.27	85	CO (RO) ²	Commercial Office	Vacant
		8.86	177			
5	0130-020-010	1.1	22	RHD	High Density Residential	Single Family Home
6	0167-020-110 (P)	12.5	100	RE-1 ³	Golf Course Residential	Vacant

Site No.	APN (s)	Acreage	Realistic Capacity	Zoning Designation	General Plan Designation	Existing Use
7	0134-020-210	3.46	69	RHD	High Density Residential	Vacant
8	0134-051-020	1.24	25	RHD	High Density Residential	Vacant
9	0129-202-010	0.31	6	RHD	High Density Residential	Vacant
10	0129-181-120	1.43	29	RHD	High Density Residential	Vacant
11	0106-240-290 (P)	15	255	NVSP RM	High Density Residential	Vacant
12	0129-240-460	10.03	180	CO (RO) ²	Highway Commercial	Vacant
13	0136-110-160	9.93	198	RHD	High Density Residential	Vacant
14	0136-110-170 (P)	3	60	RHD	High Density Residential	Vacant
15	0127-431-200	2.01	19	RHD	High Density Residential	Vacant
	Substantially Rehabilitated Units ⁴	n/a	66	RHD (SS-11)	High Density Residential	Duplexes, Four- plexes, an Eight-plex
	Citywide ⁵	n/a	30	RLD	Low Density Residential	Single Family Lots
Totals		83.05	1,557			

Notes: ¹ This acre includes the parcels where stand alone residential buildings can be constructed at a density ranging from 24.1 to 36 units per acre. See Table 50 at the end of this chapter for a complete list of parcels located within the Opportunity Master Plan Area. A map of the Opportunity Hill Master Plan Area has also been provided at the end of this chapter.

² General Commercial with a Residential Overlay. The RO-Residential Overlay district provides for the development of attached medium density and attached high-density residential uses in the General Commercial, Neighborhood Commercial, Office Commercial, and Business Park districts. Refer to Table 46 for examples of projects constructed in residential overlay zones.

³ RE-1 zoning applies to the residential component of the approved Lagoon Valley Specific. The project has development entitlements, including a Planned Development which dictates the housing mix, densities, and total unit count.

⁴ Refer to Section 6.7 for Information Regarding the Callen Street Rehabilitation Project.

⁵ See Section 6.8 – Secondary Living Units, for a description of these units.

(P) = Refers to a portion of a larger parcel to be subdivided in the future.

Source: City of Vacaville Web Based Land Use Data Management System (WBLUDMS) and Community Development Department

Damiano Lane (Site 1) – This site provides an opportunity for residential development on a site that is underutilized. This site and the surrounding area are in a state of transition. Over the years, the City has received several inquiries from developers and property owners about redeveloping this site. Damiano Lane is a small private lane that serves five single-family ranchettes. The homes were built in the 1960s when the land was located in the county and was surrounded by agricultural uses. Most of these sites are owned by family trusts. It has been the City’s experience that underutilized lands with existing, legal, non-conforming residential uses are often held in family trusts as a transitional ownership until the family member(s) vacates the property and the land is sold to development interests.

There have been significant changes to the areas surrounding this site. In the early 1990s, a Policy Plan and an Environmental Impact Report was adopted for this site and surrounding properties to encourage multifamily housing within close proximity to commercial development. The Allison Business Area Policy Plan specifically permits multi-family dwellings on this site and contains development standards for such a use. An assessment district was also created to fund infrastructure needed to support such development. The infrastructure has been completed and has capacity to serve a high density project on the site.

Shortly following the adoption of the Allison Business Area Policy Plan, two large commercial centers were constructed to the north and northwest of the site. In 2002, a 148-unit, two- and three-story apartment complex was constructed directly south of the site. In 2008, a Christian school was constructed directly south of the aforementioned apartment complex. Also in 2008, the property located directly west of this site was rezoned for another potential apartment complex (See Site 4). A regional intermodal transit/transportation facility is currently being planned within the immediate vicinity. The intermodal transit/transportation facility and contiguous Site 4 have been deemed to be a Priority Development Area by the Association of Bay Area of Governments (ABAG). There is adequate infrastructure to support the construction of a high-density residential project on this site.

Opportunity Hill Master Plan Area (Site 2) – In April 2008, the City Council adopted the *Opportunity Hill Master Plan and Design Guidelines* document, and initiated a General Plan Amendment to allow 65 units per acre within the Opportunity Hill Master Plan area. The Opportunity Hill project is located within the boundaries of the Downtown Residential Urban High Density zoning district that will revitalize portions of the Downtown Area. Land use recommendations identified by the Master Plan includes retail, office uses, housing opportunities (including live/work units, for-sale, and an affordable housing component), entertainment and restaurant uses, and a continuation of heritage tourism that celebrates Vacaville’s rich history. An analysis and map of this site has been provided in Section 6.4 of this Chapter. In addition, the *Opportunity Hill Master Plan and Design Guidelines* document has been included in the Appendix. The General Plan Update has been initiated to permit up to 65 units per acre within the Master Plan Area, current zoning permits 24 to 36 units per acre. For the purpose of the land use inventory, the realistic development capacity for this area was calculated at 24 units per acre. In November 2008, ABAG approved the Downtown Vacaville Area as a Priority Development Area for inclusion in FOCUS, the San Francisco’s Bay Area’s Regional Blueprint Plan.

FOCUS is a regional development and conservation strategy that promotes a more compact land use pattern for the Bay Area. This FOCUS area meets the FOCUS designation criteria as it addresses growth by mixed-use zoning allowing office, commercial, retail, and residential uses in close proximity to jobs, public transit, parks, library, shopping, and dining. Priority Development Area designations provide the City future opportunities to apply for grants to assist with the costs of planning, infrastructure improvements, and/or construction costs for the development of these project areas. FOCUS anticipates \$10 million in grants to be available in coming years.

Habitat for Humanity (Site 3) – This site consists of six vacant parcels, owned by the City of Vacaville Redevelopment Agency. The site contains a recorded final map for six residential units. The final map was based on a Habitat for Humanity project approval consisting of six attached units and one detached unit. Recently, Habitat for Humanity expressed an interest in revising the plan to accommodate as many as 12 units along a private road on the site. The revised plan shows up to 10 attached and two detached units. Permits and recordation of a new final map will be required for this change. Any environmental constraints would be identified and mitigated under the development review process for this new plan.

Harbison Drive at Ulatis Drive (Site 4) - The 8.9-acre property consists of three parcels owned by one property owner, and is located within Area 1B of the Allison Business Park Policy Plan, on the northwest corner of Harbison Drive and Ulatis Drive. The site is currently vacant and located adjacent to the City’s future regional and intermodal transit/transportation facility, which has been identified as a capital improvement plan project and is currently in the design phase. In November 2008, ABAG approved the Allison Policy Plan Area as a Priority Development Area for inclusion in FOCUS, the San Francisco’s Bay Area’s Regional Blueprint Plan.

FOCUS is a regional development and conservation strategy that promotes a more compact land use pattern for the Bay Area. This policy plan area meets the FOCUS designation criteria as it addresses growth by mixed-use zoning allowing office, commercial, retail, and residential uses in close proximity to jobs, public transit, parks, library, shopping, and dining. Priority Development Area designations provide the City future opportunities to apply for grants to assist with the costs of planning, infrastructure improvements, and/or construction costs for the development of these project areas. FOCUS anticipates \$10 million in grants to be available in coming years.

In 2008, the Harbison Drive site was rezoned from Office Commercial (CO) to Office Commercial with a Residential Overlay (CO (RO)) at the request of the property owner. The Residential Overlay (RO) District permits 8.1 to 24 units per gross developable acre, and provides opportunities for multi-family residential uses, including townhouses, condominiums and apartments, and may include a mixed-use project with residential units over office. The site was deemed suitable for residential development based on its reasonable proximity to schools, parks, commercial uses, other residential developments, and the future intermodal transit/transportation facility. Infrastructure is available to the site.

Historically, multi-family projects constructed in RO zones have averaged 20 units per acre, as illustrated in Table 46. Residential uses are subject to a Planned Development approval, in compliance with the development standards for the Residential Overlay (RO) zone district (Section 14.09.106 of the Land Use & Development Code). An Initial Study and Negative Declaration were prepared for the project site at the time of its rezoning. The Negative Declaration concluded that there were no significant environmental constraints on the project site.

**TABLE 46
EXAMPLES OF PROJECTS CONSTRUCTED IN RESIDENTIAL OVERLAY ZONES**

Name	Acreage	Zone	Constructed Units	Resulting DU per/ac
Northpointe Apartments	17.9	CG (RO)	312	17
River Oaks	14.5	CG (RO)	312	22
The Commons	11.8	CG (RO)	208	18
Saratoga Senior Apartments (Phase 2)	6.2	CO (RO)	120	19
Rose Garden Senior Apartments (Phase 3)	2.2	CO (RO)	52	23
Walnut Grove Senior Apartments	5.4	CO (RO)	117	22
Average Density				20.2

Source: City of Vacaville Community Development Department

Hillside Lane (Site 5) – This 1.1-acre site is zoned Residential High Density (RHD) and contains a single-family home. The site is located at the end of a small lane leading to several small apartments buildings. The site contains slopes that do not exceed 25 percent slope. The slopes and other potential environmental impacts could be

mitigated. A high-density residential project consisting of 10 units or more would be subject to a Planned Development. There are no entitlements on this site, however, all infrastructure is available to service the site.

Lagoon Valley Senior Restricted Town homes (Site 6) – In 2005, the Lower Lagoon Valley Project Vesting Tentative Map and Planned Development was approved. The project has a development “footprint” of approximately 862± acres and consists of:

- a 412-acre residential community clustered into three residential areas (Villages 1, 2, and 3) providing 874 single-family detached homes (including 51 units affordable to moderate-income households) and 100 age-restricted (senior) attached townhouses;
- a 240-acre golf course with a clubhouse and recreational complex;
- a 50-acre business village providing up to 700,000 sq. ft. of office space;
- an 11-acre mixed use town center, including up to 50,000 sq. ft. of neighborhood-serving retail and 51 affordable housing units;
- a 1.5-acre fire station site;
- an 8-acre park with recreational facilities;
- a 71-acre open space/biological preserve area;
- a 17.5-acre church parcel; and
- a lower landscape berm on approximately 49 acres as well as some buffer space adjacent to I-80 along the church parcel.

The Vesting Tentative Map, valid until September 2012 with the potential for a future time extension to extend the approval to the year 2016, created 874 residential lots ranging in size from 4,000 sq. ft. to over an acre for some of the custom home lots. Individual lots for the 100-unit, age-restricted (senior) townhouse development and the 51 moderate-income restricted units in the Town Center were not created with this map; however, the parcels have been created for these uses. The 100-unit age-restricted (senior) townhouse development is likely to be affordable to low-income households based on the existing rental rates for senior restricted apartments. Development and design standards for these projects have been included in the Lower Lagoon Valley Planned Development. These projects are permitted by the Planned Development and would be subject to a design review, unless the developer seeks deviations from the development standards. Deviation from the development standards would require a modification to the Planned Development.

In addition to the residential lots, other parcels are being proposed for a variety of land uses, ranging from small landscape buffers to large parcels to be dedicated for public open space. Some of the more major parcels include: a 52-acre business village parcel, a 10-acre town center parcel, an 8-acre neighborhood park parcel, a 1.5-acre fire station parcel, 17.5-acre parcel as a site for a future church, three parcels totaling 240 acres for the golf course, and two parcels totaling 69.5 acres to become part of Lagoon Valley Park.

The site is located approximately two miles southwest of developed portions of the City, along Interstate 80. It is separated from the rest of the City by foothills designated as Open Space. Due to its location, infrastructure is not currently available to the site. Infrastructure would be extended to the project site by the developer as part of the development project. The public improvements plans for the project are nearly complete. An Environmental Impact Report (EIR), addressing infrastructure and environmental constraints, was prepared and adopted for this project. A Statement of Overriding Considerations was adopted for environmental constraints that could not be mitigated. The EIR determined that infrastructure could be extended to the site.

Leisure Town Apartments (1) (Site 7) - A 157-unit retirement apartment community, known as Merrill Gardens, is located adjacent to Site 7. Prior to being purchased by a development group in 2008, Site 7 was owned by the same healthcare company who owned Merrill Gardens. It is likely that this site was originally intended to provide land for expansion of the senior community. The land is zoned for high-density development within an age-restricted community. There are no known environmental constraints on this site and all infrastructure is available to service the site. A high-density residential project consisting of 10 units or more would be subject to a Planned Development. There are no entitlements on this site.

Leisure Town Apartments (2) (Site 8) - This site is located across from Site 7. The land is zoned for high-density development within an age-restricted community. There are no known environmental constraints on this site and all infrastructure is available to service the site. A high-density residential project consisting of 10 units or more would be subject to a Planned Development. There are no entitlements on this site.

Markham Area Apartments (1) (Site 9) – This 0.31-acre triangular-shaped property is bordered by Rocky Hill Road and Markham Avenue. The surrounding neighborhood contains several apartment complexes; including complexes located directly north, west and south of this site. The site slopes to the east. The slope does not exceed 25 percent grade. Development will be required to mitigate drainage and slope related issues. There are no other known environmental constraints and all infrastructure is available to service the site. There are no entitlements on this site. Based on a preliminary site plan the City had reviewed for this site, it is feasible to construct up to six units on this site with the approval of a Planned Development, which would permit deviations from standard development standards, such as setbacks.

Markham Area Apartments (2) (Site 10) – The site is owned by the Vacaville Redevelopment Agency. The site slopes from the rear of the property to the front. The slope does not exceed 25 percent. Development will be required to mitigate drainage and slope related issues. There are no other known environmental constraints on this site and all infrastructure is available to service the site. A high-density residential project consisting of 10 units or more would be subject to a Planned Development. There are no entitlements on this site.

North Village Apartments (Northern Site) (Site 11) - This 15-acre site is located within the North Village Specific Plan (NVSP) area, which has a valid Development Agreement. The NVSP identifies this site as a high-density apartment site with 255 units. To assist in streamlining the review and approval process, the adopted North Village Specific Plan includes multifamily design and parking standards. The administrative site plan approval process is described in detail in the governmental constraints section of the element. An Environmental Impact Report (EIR), addressing infrastructure and environmental constraints, was prepared and adopted for this project. Mitigation measures have been incorporated in the North Village Specific Plan and Planned Development approval. Future development of this site will be subject to a Design Review.

Nut Tree Residential (Site 12) – The 96-acre Nut Tree Village development is bounded by East Monte Vista Avenue, Nut Tree Airport, the Putah South Canal, and Pine Tree Creek. The project consists of various retail, restaurant, office and business service uses. The Nut Tree Ranch Policy Plan, which dictates development of this site, states anticipated uses within the core area of the Nut Tree Village development to include:

A maximum of 580 residential units within the area that includes the Residential Overlay (RO) Zone district (approximately 62 acres of land) to be developed with a potential variety of multi-family residential uses. These residential building types may include stand-alone high density residential blocks, multi-story live/work units, and residential units constructed in mixed-use commercial or office structures. This RO district is intended only for areas located within ALUCP (Airport Land Use Commission Zone Plan) E within this land use area.

It is unlikely that residential units will be constructed above the existing non-residential uses, however, 10 acres of land, located behind the existing non-residential buildings, has been identified as an apartment site by the Nut Tree Planned Development. Based on the Solano County Airport Land Use Compatibility Plan (ALUCP), the maximum permitted density in this location is 18 units per acre. This restriction is due to the site's proximity to the Nut Tree Airport, which is located directly behind the site. A high residential project at this location would be subject to a staff-level conditional use permit, providing the project proposal was consistent with the development standards stated in the Nut Tree Ranch Policy Plan.

Southtown Phase 1A (Apartment Site) (Site 13) – This 9.93-acre site is zoned RHD and is located within the Southtown residential project. The Southtown development is located within close proximity to Travis Air Force Base, California State Prison at Solano, and the California Medical Facility – all major employers for the City of Vacaville. The project has a valid Development Agreement and Planned Development, which designates this site as a high-density site. The development agreement is valid until 2014. An environmental impact report and mitigation monitoring program had been created for the Southtown development. Mitigation measures have been

incorporated in the Southtown Planned Development approval. A high residential project at this location would be subject to a staff-level design review, providing the project proposal was consistent with the development and design standards stated in the Southtown Planned Development. Infrastructure is available to service the site.

Southtown Phase 2 (Central Area) (Site 14) - This 3-acre site is zoned RHD and is located within the core of the Southtown residential project. The Southtown development is located within close proximity to Travis Air Force Base, California State Prison at Solano, and the California Medical Facility – all major employers for the City of Vacaville. The project has a valid Development Agreement and Planned Development, which designates this site as a high-density site. The Development Agreement is valid until 2014. An environmental impact report and mitigation monitoring program had been created for the Southtown development. Mitigation measures have been incorporated in the Southtown Planned Development approval. A high residential project at this location would be subject to a staff-level design review, providing the project proposal was consistent with the development and design standards stated in the Southtown Planned Development.

Vaca Villa Town Homes (Site 15) – This 2-acre site contains a recorded final map for a 19-unit condominium project. The map was recorded in 1983. The site is bordered by Alamo Creek on the north, and Laguna Creek on the south. Development adjacent to creeks can be difficult due to required setbacks, potential Indian remains, and biological constraints. Development of this site may require substantial environmental mitigation. A high-density residential project consisting of 10 units or more would be subject to a Planned Development.

Other Residential High Density Lands

The City contains several other underutilized parcels zoned for high-density residential development. Two of these areas were included in the previous Housing Element as “Downtown Underutilized Land (Stevenson Area)” and “Downtown Underutilized Land (West/Kendal area).” The Stevenson area contains 1.81 acres, and the West/Kendal Area consists of 4.09 acres. Cumulatively, these two sites have the potential to accommodate an additional 79 high-density units. These areas currently contain single-family homes and duplexes on individual lots, and it is not anticipated that these areas will be redeveloped within the timeframe of this Housing Element. These areas have not been included in the Housing Inventory.

6.4 KEY SITES FOR MODERATE INCOME HOUSING

The Moderate Income Housing inventory includes site identification numbers, which corresponds to the attached map (located at the end of this chapter), a name, APNs, acreage, potential buildout capacity, zoning, general plan designation, existing use, and any known environment constraints. The City has the ability to accommodate an additional 901 housing units for households with moderate income.

TABLE 47
KEY SITES FOR MODERATE INCOME HOUSING
 (Particularly to accommodate moderate income regional housing need)

Site No.	APN (s)	Acreage	Realistic Capacity	Zoning Designation	General Plan Designation	Existing Use
Key Sites for Moderate Income Housing						
16	0128-050-070 (P)	10.3	51	RE-1 ¹	Golf Course Estate	Vacant
17	0133-030-280 (P)	18.6	148	NVSP R1-4.5	Low Medium Density Residential	Vacant
18	0106-240- 290 (P)	12.2	98	NVSP R1-3.6	Medium Density Residential	Vacant
19	0133-030- 250 (P)	13.4	108	NVSP R1-3.6	Medium Density Residential	Vacant
20	0133-030-250 (P)	9.4	76	NVSP R1-3.6	Medium Density Residential	Vacant
21	0133-030-160	9.9	228	NVSP RM	High Density Residential	Vacant
22	0136-110-040 (P)	15.7	99	RLM-C	Low Medium Density Residential	Vacant
23	0136-080-040	8.4	93	RMD	Low Density Residential	Vacant
Totals		98	901			

Notes: 1 RE-1 zoning applies to the residential component of the approved Lagoon Valley Specific. The project has development entitlements, including a Planned Development, which dictates the housing mix, densities, and total unit count.

(P) = Refers to a portion of a larger parcel to be subdivided in the future.

Source: City of Vacaville Web Based Land Use Management System (WBLUMDS) and Community Development Department

Lagoon Valley Medium Density Site (Site 16) – See project description for Lagoon Valley Townhomes and Moderate Income Units (Site 6), in section 6.3. The Lower Lagoon Valley Project Vesting Tentative Map and Planned Development was approved with 51 units required to be affordable to moderate-income households. The income-restricted units will be constructed as part of a mixed-use development within the Lagoon Valley project.

North Village Low -Medium Density Residential Sites (Site 17) - This 18.6-acre site is identified as Planning Area 18, in the North Village Specific Plan (NVSP), which has a valid Development Agreement and is currently under construction. An Environmental Impact Report (EIR), addressing infrastructure and environmental constraints, was prepared and adopted for this project. Mitigation measures have been incorporated in the North Village Specific Plan and Planned Development approval. Future development of this site will be subject to a Design Review.

The NVSP identifies this site as a medium density residential site with 148 single-family homes. The minimum lot size for this area is 4,500 square feet. This lot size is comparable to the lots currently being sold in the Chelsea Place at Southtown, Portofino and Ventana subdivisions, which are affordable to moderate-income households. Refer to Table 24 in Chapter 4 for the representative “For Sale” housing developments.

North Village Medium Density Residential Sites (Sites 18 thru 20) – These sites are identified as Planning Areas 28, 6 and 8, respectively, in the North Village Specific Plan (NVSP), which has a valid Development Agreement and is currently under construction. An Environmental Impact Report (EIR), addressing infrastructure and environmental constraints, was prepared and adopted for this project. Mitigation measures have been incorporated in the North Village Specific Plan and Planned Development approval. Future development of this site will be subject to a Design Review. With a cumulative acreage of 35 acres, these sites are identified as medium density residential sites with the capacity for 282 single-family homes. The minimum lot size for these sites is 3,600 square feet. This lot size is comparable to the lots currently being sold in the Chelsea Place at Southtown, Portofino and Ventana subdivisions, which are affordable to moderate-income households. Refer to Table 24 in Chapter 4 for representative “For Sale” housing developments.

North Village Apartment Site (Southern Site) (Site 21) - This 9.99-acre site is located within the North Village Specific Plan (NVSP) area, which has a valid Development Agreement. An Environmental Impact Report (EIR), addressing infrastructure and environmental constraints, was prepared and adopted for this project. Mitigation measures have been incorporated in the North Village Specific Plan and Planned Development approval. The NVSP identifies this site as a high-density apartment site with 170 units. As permitted by section 7.3.3.2 of the NVSP, units were transferred from other areas of the residential development to this site, increasing the units count from 170 to 228 units. In December 2008, a 228-unit apartment complex, known as The Villas at North Village, received Planning approval, and grading permits were issued. Based on the current rental rates of newer apartment complexes, this development will likely be affordable to moderate-income households. See Table 22, in Chapter 4, for representative rental rates for apartment complexes.

Southtown Core (Site 22) – This 15.7-acre site is located within the Southtown residential project. The Southtown development is located within close proximity to Travis Air Force Base, California State Prison at Solano, and the California Medical Facility – all major employers for the City of Vacaville. The development agreement is valid until 2014. An Environmental Impact Report (EIR) and mitigation monitoring program had been created for the Southtown development. Mitigation measures have been incorporated in the Southtown Planned Development approval. The Southtown Planned Development approval designates this site for low-medium density clustered single-family homes. The minimum lot size for clustered homes is comparable to the lots currently being sold in the Chelsea Place at Southtown, Portofino and Ventana subdivisions, which are affordable to moderate-income households. Refer to Table 24 in Chapter 4 for representative “For Sale” housing developments.

Vanden Town Home Site (Site 23) – This 8.4-acre site is owned by the City of Vacaville Redevelopment Agency. The site is zoned for medium density residential. The site is located within close proximity to Travis Air Force Base, California State Prison at Solano, and the California Medical Facility – all major employers for the City of Vacaville. The site has had previous project approvals, all of which have expired. The site contains no known environmental constraints. Future development of this site will likely require a Planned Development and Negative Declaration. This site has no entitlements.

6.5 KEY SITES FOR ABOVE MODERATE INCOME HOUSING

The land inventory for above moderate-income housing is located at the end of this chapter (Table 51). The Table includes site identification numbers, which corresponds to the attached map (also found at the end of the chapter), a name, APNs, acreage, potential buildout capacity, zoning, general plan designation, existing use, and any known environment constraints. The City has the ability to accommodate an additional 4,177 housing units for households with above moderate income.

6.6 ANALYSIS OF NON-VACANT AND UNDERUTILIZED SITES

(Site 2 - Opportunity Hill Master Plan Area)

Section 6.2 identifies key sites for lower income housing. One identified site, Site 2, is the Opportunity Hill Master Plan Area. The Opportunity Hill Master Plan Area is located within the Residential Urban High Density (RUHD) overlay district that provides for the development of high-density residential (up to 36 units per acre) and/or mixed-use development in the downtown area. This overlay district encompasses approximately 250 properties with various land uses. Existing uses within the Opportunity Hill area include commercial uses (auto parts and service shops, and an antique shop); service uses (a bank, auto insurance office, real estate office, and other office uses); industrial uses (a steel fabrication shop and glass shop); public/institutional uses (religious uses, a gymnasium, a homeless facility, and the Vacaville Heritage Council and Solano County Genealogical Society, both of which currently occupy the Old Town Hall). Refer to Table 50 for a detailed list of parcels within the master plan area. The list includes APNs, acreage, realistic capacities, existing uses, and ownership information.

It is unlikely that many non-residential buildings within the downtown area of Vacaville will be demolished and replaced with mixed-use buildings, or that residential units will be constructed on top of existing non-residential units during the timeframe of this housing element. Therefore, for the purpose of the land use inventory, only the properties permitted to have stand alone multi-family buildings and have development potential during the timeframe of this housing element were included. Freestanding townhouse, condominium, and apartment development, or attached multi-family development as part of a mixed-use project, are allowed in separate buildings east of Wilson Street and Andrews Park between East Monte Vista Avenue and Mason Street. Future freestanding residential buildings are subject to the approval of a planned development or design review.

At the time the *Opportunity Hill Master Plan and Design Guidelines* document (Master Plan) was adopted, the City of Vacaville Redevelopment Agency and the City of Vacaville, hereby collectively referred to as “the City,” had acquired approximately five acres of land within the Opportunity Hill Master Plan area where freestanding residential buildings are permitted. The majority of City owned properties are located on three of the six blocks forming the Opportunity Hill Master Plan Area. Referring to the County Assessor’s parcel map books, the City owns 2.82 acres of adjoining property on block 130-123. On block 130-203, the City owns 1.34 acres of contiguous property; and on block 130-206, the City owns 0.88 acres of adjoining property. All City owned properties are vacant. Previous uses were demolished and removed.

Recommended development patterns for the Master Plan area include high-density residential (up to 65 units per acre) on the City owned Opportunity Hill Site with ground floor commercial/retail along Main Street. The Depot Site is envisioned as high-density residential (up to 65 units per acre) with ground floor commercial/retail uses facing McClellan Street.

This project will be an infill project. 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. However, the Master Plan includes design guidelines that deviate from the City’s standards residential design guidelines. The purpose of these guidelines is to maintain downtown Vacaville’s historic character while providing mixed-use and high-density residential uses. Having adopted design guidelines will assist developers on getting all required entitlements in an expedited timeframe, while ensuring that downtown maintains a cohesive aesthetic. Many of the design requirements were adopted as development incentives. A description of all the various design requirements is provided in the Master Plan document attached in the Appendix.

In order to facilitate the implementation of the Opportunity Hill Downtown Master Plan and Design Guidelines, a General Plan and Zoning Ordinance amendment will be necessary to allow for the land uses recommended in the Master Plan (mixed use/65 dwelling units per acre residential) in the project area. Program H.1- I 14 will implement the Opportunity Hill Master Plan by identifying lands to be rezoned and require a General Plan Amendment to permit a density greater than the maximum density of 36 units per acre, as currently permitted by the RUHD Overlay District.

Lot Consolidation

The City has a long history of successfully facilitating lot consolidation for the purposes of accommodating high-density residential rehabilitation and new construction development, affordable to lower-income households. For example, the City has assisted both a local non-profit housing corporation, Vacaville Community Housing (VCH) and a private developer, Bay Development, Inc. (Bay) in the acquisition and rehabilitation of 544 poorly managed, substandard apartments formerly owned by a patchwork of ownership as follows:

VCH	Number of units
Willows Apartments	157 units
Orchard/Maples Apartments	168 units
Vacaville Highlands Apartments	11 units
Meadows Court Townhomes	51 units
Subtotal:	387 units
Bay Development, Inc.	
Vacaville Gables Apartments	65 units
Hillside Senior Apartments	15 units
Meadows Apartments	65 units
Rocky Hill Ltd Apartments	12 units
Subtotal:	157 units
Total:	544 units

The City collaborated with VCH during 1991-2007 to facilitate and accomplish the acquisition of 65 separate parcels from 38 separate owners, which would be operated and managed as affordable housing. The City and the Agency also participated by providing the funding mechanisms for the property acquisitions and to rehabilitate the 387 total VCH-owned units. Funding sources included the City’s Home Investment Partnership Program (HOME), the Agency’s Low-Income Housing (LIHF) Set-Aside Funds (LIHF), and Agency tax-exempt bonds to provide loans to the project. This consolidation has resulted in a cohesive neighborhood of housing that is affordable to households with incomes at or below 60 percent of the area median income, 50 percent of the area median income, and 30 units restricted to households with incomes below 30 percent of the area median income. These units will continue to be affordable until the year 2065 as required by recorded covenants.

During 1998-2005, the private developer, Bay formed a partnership with VCH. In partnership with the City and Agency, the partnership acquired and conducted rehabilitation of 157 units located on 42 separate parcels, previously owned by 15 separate owners, to be operated and managed as affordable housing. In addition to funding sources secured by the developer which included private loans, owner contributions, tax credits, and tax exempt bonds, the City’s HOME Program and the Agency’s LIH Set-Aside funds were used to provide loans to the project. As with VCH projects above, this consolidation resulted in a cohesive neighborhood of housing that is affordable to households with incomes at or below 60 percent and 50 percent of the area median income. The affordability requirements for these units will be in effect for 20 years from the date of occupancy.

The Agency also has experience with lot consolidation for the purpose of new construction of affordable housing. In 2001 the City and Agency collaborated with the Bay/VCH partnership to construct a new multi-family affordable housing complex. The complex was constructed on an 8.29-acre site that was created by consolidating

and rezoning 12 separate parcels. The Agency purchased four lots comprising approximately three acres and Bay purchased the remaining lots. In addition to private financing that was contributed to the project, the City and Agency provided construction loan financing to the developer using its HOME and LIHF Set Aside. Rents are restricted until the year 2023 to households with incomes at or below 60 percent of the area median income and 50 percent of the area median income.

Additional lot consolidation efforts for acquisition and rehabilitation for affordable housing purposes is demonstrated by the Agency's latest acquisition. In 2007, using Agency Low Income Housing Set-Aside funds and taxable bonds monies, the City of Vacaville Redevelopment Agency acquired several market-rate multi-family residential complexes along Callen Street: 17 four-plexes, three duplexes, and one eight-plex, totaling 82 units. The interim goal of this acquisition is to substantially rehabilitate these units for the purpose of providing affordable housing. The long-term goal to revitalize the neighborhood in which they are located. (For additional information about the Callen Street Rehabilitation Project, see Section 6.5 of this document.)

Feasibility Study

A number of development scenarios were studied for the City-owned Opportunity Hill and Depot Street projects (see Section 4.4-2, "Opportunity Hill Project" and Section 4.4-3, "Depot Street Project" of the Master Plan). Although current residential market conditions in Vacaville favor the less dense townhome project scenarios, the goals and objectives of this Master Plan are best supported by the higher density project scenarios for the Opportunity Hill and Depot Street sites.

The City can take several actions to help encourage higher density residential development in the Opportunity Hill area. Recommended strategic actions are described in Section 4.4-4, "Summary of Findings" and Section 4.5, "Supporting Strategies" of the Master Plan. In addition, the Agency will utilize various methods available to solicit development proposals for the Opportunity Hill and Depot Street projects and/or portions of the projects that will support the goals and objectives of this Master Plan. The developer(s) and/or project(s) that provide the best quality development and fit for the Opportunity Hill area, consistent with this Master Plan and any other City requirements and conditions will be analyzed.

A project feasibility analysis for the Opportunity Hill and Depot Street projects analyzed three development scenarios created for each site. These land use scenarios represent a range of residential densities, commercial, and parking assumptions. The development feasibility analysis makes assumptions about anticipated construction, legal, financing, architecture and engineering costs; property taxes; government fees; and other overhead costs for developers. The assumptions about development costs are based on the experiences of developers actively building in Solano, Sacramento, and Yolo Counties. The cost data are also based on the 2007 R.S. Mean Square Foot Construction Costs Manual, which estimates construction costs by type and region. Beyond construction costs, prevailing financing rates, property taxes, and estimated government fees were also determined by contacting local lenders, planners, and brokers.

The analysis assumed that 20 percent of new housing units would be sold to low and moderate-income households. Half of these units, or 10 percent of the total units, would be sold to low-income households and the remainder would be sold to moderate-income households. Although assumptions were made for the purposes of the analysis, further Agency review will be needed on a project specific basis to determine if the number of affordable housing units is adequate to meet the requirements of State Redevelopment Law (the funding source utilized to acquire much of the land in the Opportunity Hill area). In many of the higher density scenarios, the calculated price of moderate-income affordable housing is only slightly lower than the market price. Reducing unit sizes only slightly would make many of the market-rate two-bedroom units affordable to moderate-income households. This would allow some units to be sold without resale restrictions or agency oversight.

The feasibility study concluded that although the current housing prices and construction costs in Vacaville favor medium-density townhomes in the downtown area, the City supports the development of higher density scenarios that inject more pedestrian and retail activity into the area. A higher density housing development component is also supported due to the use of Low Income Set Aside Funds for acquisition of many properties in the

Opportunity Hill area. The higher density will help ensure that the affordability requirements of these Set Aside Funds are met and/or the Fund is reimbursed. Under current market conditions, higher density mixed-use construction is not economically feasible because the higher construction costs cannot be offset by sale (or rental) prices. The land inventory focuses on stand-alone high-density buildings, and does not include mixed-use construction.

Availability of Regulatory and/or Other Incentives

The Master Plan represents the first step in the revitalization of the Opportunity Hill area. The Master Plan sets forth a set of actions that serve as a focus for continued efforts toward downtown revitalization. It also provides a framework for priority actions and future implementation efforts. As each priority action item is implemented, the Agency can move forward to review additional opportunity sites and steps to advance its downtown revitalization efforts.

The following is a partial list of objectives identified in the Master Plan. These objectives provide the guiding framework and are associated with a number of strategies and implementation actions, as described in Chapter 4, “Strategy for Downtown Development,” and Chapter 5, “Implementation” of the Master Plan (attached in the Appendix).

1. Provide opportunities for new high-density affordable housing within the downtown area
2. Allow an increased density of up to 65 units per acre in the Opportunity Hill area, compared the maximum 36 units per acre currently allowed by the City in the RUHD overlay district.
3. Complete studies and improvements to the Opportunity Hill area infrastructure systems to adequately serve the full buildout of the Opportunity Hill area, consistent with the zoning change recommendations of this Master Plan
4. Ensure adequate and convenient parking for new uses that is easily accessible, highly visible, and that supports a sense of personal security and safety.

A major goal of the City is to encourage the development of housing to meet the needs of residents at all income levels and abilities, including public employees, retail workers, active adults, and persons with disabilities. Redevelopment law requires that 20 percent of redevelopment tax increment revenues be set aside to increase, improve, and/or preserve the supply of affordable, low-income, and moderate-income housing within the redevelopment project area. Portions of the Opportunity Hill project area were purchased with 20 percent set-aside funds and are appropriate locations to meet the City’s Housing Element and redevelopment goals. The City will pursue public-private partnerships with housing providers and developers to construct affordable housing in the downtown area. In addition, the City will continue to pursue grants and other affordable-housing program opportunities to meet these goals.

In addition to the identifying objectives, the Master Plan recommends several implementation steps. One suggested implementation task is to determine the best methods to solicit development proposals from qualified parties or entities to develop the area in different phases by various developers. This process may involve the City initiating negotiations with individual developers or conducting a Request for Proposal/Qualifications process as needed. Other identified implementation priorities identified in the Master Plan include:

1. Develop opportunity sites through solicitation of development proposals.
2. Initiate General Plan amendments and zoning changes to implement the land uses and design guidelines recommended in this Master Plan.
3. Complete the infrastructure system plans and improvements to serve the build-out of the Opportunity Hill area.

4. Amend the downtown parking zoning ordinances to:
 - expand the downtown parking district that includes the Opportunity Hill area,
 - reduce the number of podium parking spaces required for small residential units between 650 and 1,050 square feet, and
 - allow on-street parking to count toward commercial parking requirements.

5. Work with the owners of the adjacent opportunity sites in the downtown area to develop those sites, including:
 - the proposed mixed-use project at Wilson and Main Streets, and
 - the site located at McClellan and School Streets owned by the Vacaville School District.

Approval of the Master Plan established a project description that would be used for the purpose of preparing General Plan and Zoning Ordinance amendments for adoption. The action strategies proposed in this document would initiate City activities that would be brought back to Planning Commission and City Council for specific adopting actions, including revising the General Plan to allow higher density residential development and incorporating design standards into existing zoning categories where appropriate to facilitate development of new projects. The action steps would also include amending City requirements for parking (parking standards and/or potential revisions to the adopted Downtown Parking District), preparing City capital improvement projects for adoption (utility infrastructure, streetscape/landscape improvements, etc.) and other City projects that would accomplish the action strategies in the Plan.

Further, Staff will be analyzing other implementation strategies identified in the Plan (infrastructure and parking improvements, public and private financing strategies, improving pedestrian linkages and connections, and improving signage and wayfinding) in order to develop recommendations for timelines to complete action items to further facilitate revitalization of the Opportunity Hill area.

Implementation Financing Tools

Potential funding sources are key components for the implementation of a successful Master Plan. The following list identifies potential funding sources that may be available or pursued in implementing the Opportunity Hill Master Plan:

- Redevelopment Funds (Tax Increment Financing) and Low Income Set-Aside Funds
- Special Assessment District
- Mello-Roos Community Facilities District
- Regional, State, and Federal Funding Sources
- Transportation Development Act
- Regional Transportation Improvement Program
- Livable Communities Initiative
- The Brownfield Economic Development Incentive
- Vacaville's Downtown Loan Program

A description of each of these potential financing tools is provided in the Master Plan included in the Appendix.

Priority Development Area

In November 2008, the Association of Bay Area Governments (ABAG) approved Downtown Vacaville Area as a Priority Development Area for inclusion in FOCUS, the San Francisco's Bay Area's Regional Blueprint Plan. FOCUS is a regional development and conservation strategy that promotes a more compact land use pattern for the Bay Area. This policy plan area meets the FOCUS designation criteria as it addresses growth by mixed-use zoning allowing office, commercial, retail, and residential uses in close proximity to jobs, public transit, parks, library, shopping, and dining. Priority Development Area designations provide the City future opportunities to apply for grant funds to assist with the costs of planning, infrastructure improvements, and/or construction costs for the development of these project areas. FOCUS anticipates \$10 million in grants to be available in coming years.

6.7 SUBSTANTIALLY REHABILITATED UNITS (Callen Street Rehabilitation Project)

Government Code Section 65583.1(c) permits jurisdictions to rely on existing units to fulfill up to 25 percent of their residential sites requirement (RHNA) in the Housing Element, pursuant to specified criteria. The following activities may be eligible:

- Substantial rehabilitation of substandard rental housing
- Conversion of multi-family rental units from non-affordable to affordable
- Preservation of at-risk housing

To qualify, a community must include a housing program committing the local government to provide units in that income category within the city or county that will be made available through the provision of committed assistance during the planning period covered by the element to low- and very low-income households at affordable housing costs or affordable rents.

Callen Street Rehabilitation Project

In 2007, using Agency Low Income Housing Set-Aside funds and taxable bonds monies in the amount of \$18 million, the City of Vacaville Redevelopment Agency (Agency) acquired market-rate multi-family residential complexes along Callen Street, Bennett Hill Drive, and Bennett Hill Court: 17 four-plexes, three duplexes, and one eight-plex. The goal of these acquisitions is to provide comprehensive neighborhood revitalization through rehabilitation of these units for affordable housing.

Property and unit conditions range from poor to good. Interior renovation and exterior repair and renovation of the buildings and landscaping will be critical to a successful project.

**TABLE 48
CALLEN STREET REHABILITATION PROJECT PROPERTIES**

APN	Address	Use	Notes
0129-271-020	205	Bennett Hill Court	4 Units
0129-271-140	213	Bennett Hill Court	4 Units
0129-331-050	1355	Callen Street	4 Units
0129-331-030	1367	Callen Street	4 Units
0129-292-020	1373	Callen Street	4 Units
0129-293-040	1385	Callen Street	4 Units
0129-293-030	1391	Callen Street	4 Units
0129-292-020	1408	Callen Street	4 Units Housing First Program - Supportive Housing
0129-291-060	1413	Callen Street	4 Units Vacant Building - 1st Phase Rehab Housing First Program - Supportive Housing
0129-292-030	1414	Callen Street	4 Units Housing
0129-291-050	1419	Callen Street	4 Units Vacant Building - 1st Phase Rehab
0129-291-040	1425	Callen Street	4 Units Vacant Building - 1st Phase Rehab
0129-291-030	1431	Callen Street	4 Units Vacant Building - 1st Phase Rehab
0129-292-060	1432	Callen Street	2 Units
0129-291-020	1437	Callen Street	4 Units Vacant Building - 1st Phase Rehab
0129-292-070	1438	Callen Street	2 Units
0129-291-010	1443	Callen Street	4 Units Vacant Building - 1st Phase Rehab
0129-273-010	1444	Callen Street	2 Units
0129-272-060	1449	Callen Street	4 Units
0129-272-050	1455	Callen Street	4 Units
0129-271-180	261 & 267	Bennett Hill Court	8 Units Location of future Opportunity House Homeless Shelter Relocation

Source: City of Vacaville Redevelopment Agency and MetroScan

Of the 82 units acquired, eight units will be converted into the new, expanded, 48 bed Opportunity House homeless shelter. An additional eight units will be converted to supportive housing. (See Section 7.1 in Chapter 7 for more information regarding the relocation of Opportunity House and Supportive Housing.), and 62 units will be rehabilitated and converted into housing units affordable to lower income households.

In April 2010, the Agency issued a Request for Qualifications/Request for Proposals (“RFQ/RFP”) for the acquisition, rehabilitation, and management of the 66 affordable multi-family housing units, located on the 18 Agency-owned parcels located along Callen Street. The RFQ/RFP is seeking proposals from organizations to:

- Rehabilitate, and preserve the affordability of multi-family properties
- Identify additional resources that will supplement Agency funds to offer a mix of rent levels to meet the needs of extremely low to lower-income households at below 30 percent to below 80 percent of area median income

- Present an asset and property management plan to maintain the long-term affordability of the units, protect the Agency's investment in the properties, and lead to an improved residential environment for tenants and the neighborhood
- Develop a strategy to link with community institutions/stakeholders to build support for the project

The Agency prefers that this rehabilitation project be 100 percent affordable with five percent (four units) being affordable to extremely low income households, 20 percent (13 units) being affordable to very low households, and 75 percent (49) units being affordable to low income households. However, the Agency will consider proposals with a minimum affordability of 40 percent of the units (28 units) affordable to lower income households, and of this 40 percent, 50 percent of the units (14 units) affordable to very low-income households will be considered. The Agency will transfer the properties to a non-profit organization with the terms and conditions of the transfer described in a Disposition and Development Agreement (DDA). The DDA will include provisions for rent restrictions (for 55 years), and repayment of the bond proceeds.

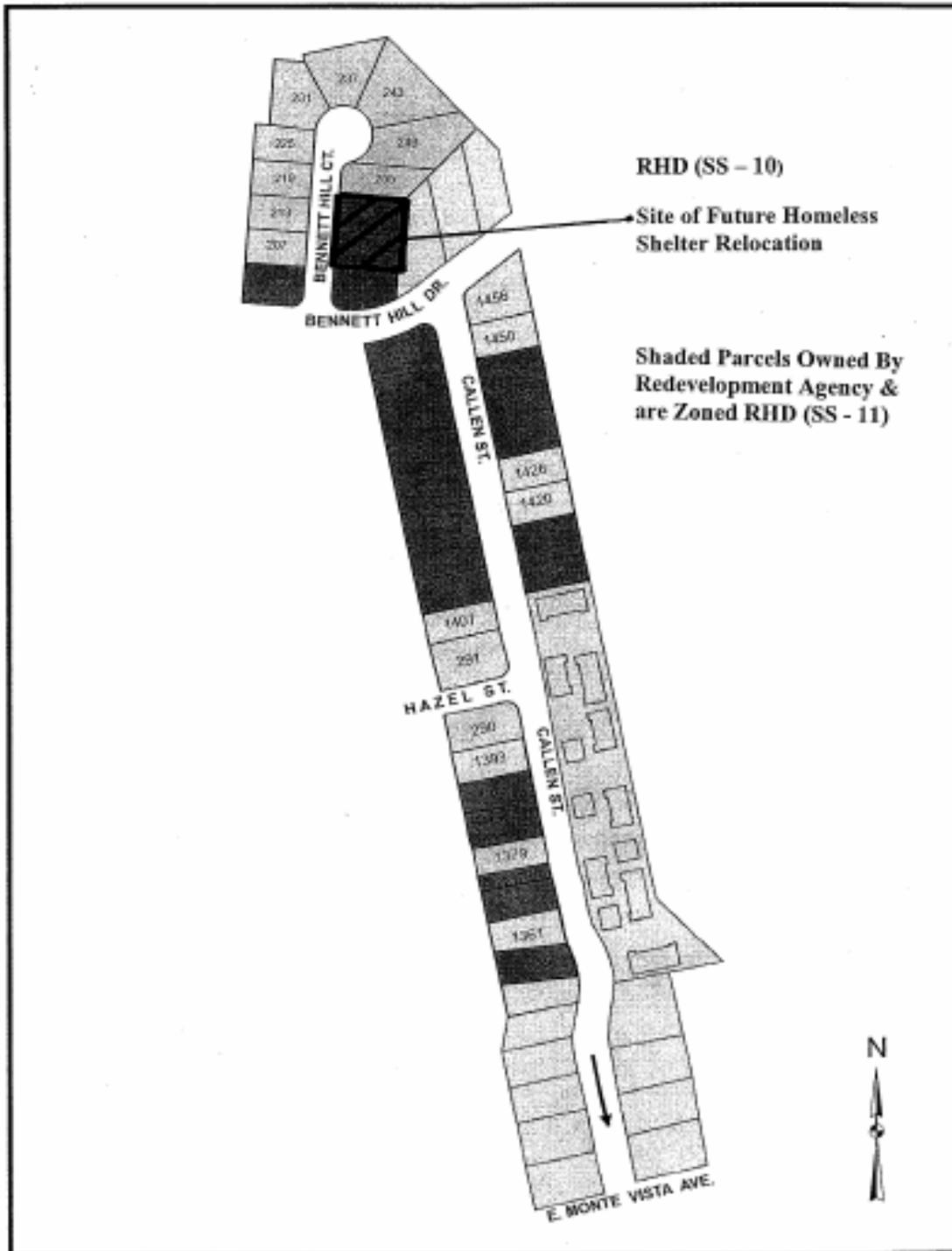
Pursuant to Section of 65583.1(2)(B) of the Government Code, the City is counting the substantial rehabilitation of the 66 units within the Callen Street Rehabilitation project as new construction to help meet the RHNA numbers for lower income households. Table 49 below lists the State requirements that must be met in order to count substantially rehabilitated units towards the City's fair share of housing needs (RHNA) as it applies to the Callen Street Rehabilitation Project.

**TABLE 49
REQUIREMENTS TO COUNT SUBSTANTIALLY REHABILITATED UNITS TOWARDS RHNA**

Gov. Code 65583.1(B)	Requirement Met
Units were converted with committed assistance from the city from non-affordable to affordable by the purchase of affordability covenants	X
Units were not acquired by eminent domain	X
Units constitute a net increase in housing affordable to low and very low income households	X
(i) Units are affordable to low or very low income households	X
(ii) Identified units for acquisition were not available at affordable housing cost to either of the following:	
Low-income households if the unit will be made available to low income households	X
Very low income households if the unit will be made available to very low income households	
(iii) Units were not occupied by low or very low-income household or the local government offered relocation assistance to displaced families	X
(iv) The unit was in decent, safe, and sanitary condition at the time of occupancy	X
(v) The units have long-term affordability covenants and restrictions that require affordability to low or very low-income for not less than 55 years	X

The rehabilitation of the 66 units will occur in stages. As of April 2010, six four-plexes have been vacated. The tenants have been relocated to other Agency owned properties along Callen Street. Once these 24 units have been rehabilitated, the relocated tenants will be given first priority to occupy the newly rehabilitated units. The remaining units will be vacated for rehabilitation in the same manner with the relocated tenants being given priority opportunity to occupy the newly rehabilitated units.

CALLEN STREET & BENNETT HILL DRIVE/COURT
Site Map: Agency Owned Property



6.8 SECONDARY LIVING UNITS

The passage of AB 1866 (effective July 2003) requires local governments to use a ministerial process for secondary living unit applications. This legislation intends to facilitate the production of affordable housing for people including, but not limited to, students, the elderly, in-home health care providers, the disabled, and others, at below market prices within existing neighborhoods.

Consistent with AB 1866, the City permits second units by right in all single-family residential zones. However, permit approval is subject to a planning staff level review of the site and building plans to ensure compliance with height, setbacks, maximum floor area, and parking requirements. Depending on workload, the administrative plan check process can be completed within four weeks. The development standards for secondary living units are as follows:

- A. The lot shall contain an existing, detached single-family residence.
- B. Either the primary dwelling or the secondary living unit shall be occupied by the owner of the residential lot. If neither of the units are occupied by the property owner, the approval of the secondary living unit shall terminate immediately and the unit shall not be rented, leased for occupied as a separate dwelling. A document, in a form acceptable to the Director, shall be recorded prior to the issuance of any building permits for the secondary living unit which specifies the owner occupancy requirement.
- C. The residential lot on which a secondary living unit has been constructed, cannot be subdivided to create separate ownership for the primary dwelling or the secondary living unit.
- D. An existing garage may not be converted for the purposes of constructing a secondary living unit.
- E. Secondary living units shall have only one bedroom, and be limited in size based on the following:
 1. For units attached to the primary dwelling unit the secondary living unit shall not exceed 50 percent of the living area of the primary dwelling or 800 square feet, whichever is less;
 2. For units detached from the primary dwelling unit, the secondary living unit shall not exceed 50 percent of the living area of the primary dwelling unit or 1,200 square feet, whichever is less;
 3. Regardless of the size of the primary dwelling unit, no secondary unit shall be constructed which is less than 150 square feet.
- F. The design of the secondary living unit shall be architecturally integrated with the design of the primary dwelling and with the general neighborhood area by utilizing similar exterior materials and design features and may be subject to Design Review as determined by the Director.
- G. The secondary living unit shall conform to the development standards of the zoning district in which the lot is located including but not limited to, minimum front, rear and side yard setbacks, height limits, maximum site area coverage and minimum distances between structures.
- H. That one individually accessible parking space, in addition to the minimum parking standards for the one-family dwelling, be provided for the secondary living unit. Except for corner lots, the additional parking space shall be located adjacent to the existing driveway and curb cut area for the primary dwelling and shall be designed to minimize the amount of additional paving within the front yard area. No additional driveways shall be permitted, except for corner lots

In Vacaville, secondary living units are permitted in all residential zoning districts with the exception of the MHP zoning designation. However, they are prohibited on lots containing a guesthouse, converted garage, or more than one existing single-family residence. The Land Use and Development Code dictates specific development standards regarding building size, parking, setbacks, and lot coverage. These development requirements can be found in Chapter 14.09.122, Land Use Permits and Approvals, Secondary Living Units, of the Land Use and Development Code. While the City's development requirements secondary living units are constraints that may limit the number and size of second units constructed in the City, they are fully compliant with the law expressed in AB 1866.

A check of City building permit records dating back to 2000 indicates that three to five building permits for secondary living units were issued annually, not including the second dwelling units constructed in the Southtown residential project. The Southtown residential project has a Development Agreement and Planned Development that requires that second dwelling units be constructed on the larger lots within the subdivision. Second dwelling units were approved on 39 lots. This constitutes approximately 20 percent of the total number of units in Southtown

phases 1 and 1A. Between 2006 and present, 13 of the approved second dwelling units have been constructed. Additional second dwelling units may be required in subsequent phases of development.

Considering the requirement for second dwelling units in the Southtown residential project and the number of second dwelling units constructed annually for the past nine years, in concert with local housing needs and development trends, and adoption of new incentives, the City is projecting that 30 secondary units will be approved and constructed during the current planning period. As provided for in Government Code Section 65583.1, the City has applied 30 secondary living units towards its adequate sites requirement (See Table 45).

6.9 FUTURE ANNEXATION AREAS

In June 2009, the City Council initiated the annexation of the Vanden South Specific Plan Area, located east of Nut Tree Road, west of Leisure Town Road, and south of the Southtown residential development. This area is identified as a near term annexation area by the 2004 Municipal Service Review/Comprehensive Annexation Plan (MSR/CAP). The General Plan designation for the 255.5-acre area is predominantly Low Density Residential, with Estate Residential identified south of the future extension of Foxboro Parkway; a junior high school designation; and an agricultural buffer adjacent to the southeast edge of the area. The Vacaville-Fairfield Greenbelt adjoins the southerly boundary of the site.

The General Plan contains policies that require this area to be part of a Specific Plan in order to plan land uses, utilities (water and sewer), and circulation. In addition to the land use and utilities planning issues, the General Plan requires new development areas to provide a mix of housing types including 55 percent single-family detached units (Residential Estates and Residential Low Density), 25 percent moderate density (Residential Low-Medium Density and Residential Medium Density), and 20 percent high density (attached multifamily units). A conceptual residential project layout is being considered with the proposed annexation. The conceptual plan consists of 747 single-family units and 192 apartment units on 206 acres. The project also includes a 6-acre neighborhood park and trail system. A 500-foot agricultural buffer (on approximately 7 acres) would be provided along the eastern boundary of the project, as required by the General Plan. Travis Unified School District (TUSD) owns a 28.41-acre parcel within the proposed annexation area, which is planned as a future school site.

The units being proposed in the Vanden South Specific Plan Area have not been included in the land inventory. However, it is likely that the environmental review for this area will be completed and tentative maps and planned developments will be approved during the planning period of this Housing Element. The proposed apartment project will provide housing opportunities for lower income households, and the medium density housing product will likely provide ownership housing opportunities for moderate income households. It is expected that this site will be an important portion of the inventory for the 2014 Housing Element revision.

6.10 POTENTIAL DEVELOPMENT CONSTRAINTS FOR PROPERTIES IDENTIFIED IN THE LAND INVENTORY

Sites identified for residential development in the Land Inventory were analyzed to determine their relationship to public facilities, services and existing or potential physical constraints to potential development. The short- and long-term development viability of the vacant and underutilized sites in the inventory is directly linked to the availability and capacity of public facilities and services. Total capacity for water and sewer facilities to accommodate the City's share of the regional housing need is addressed in the 2007 Infrastructure, Facilities and Services Status Report and in the 2004 Municipal Service Review / Comprehensive Annexation Plan.

Infrastructure, Facilities, and Services Status Report (2007)

The Infrastructure, Facilities, and Services Status Report is prepared at the direction of the City Council pursuant to the Planned Growth Ordinance (PGO), which is contained within Division 14.05 - Planned Growth of the Land Use & Development Code. The report evaluates the existing levels and capacities of public services,

facilities, and infrastructure and the ability of planned services, facilities, and infrastructure to support potential levels of construction during the next five years. The report is informational and used as a part of the decision-making process by the City Council regarding making determinations for allocations and phasing plans per the provisions of the PGO.

This report examines the following specific areas: transportation facilities, water supply and water distribution facilities, wastewater treatment capacity, drainage and flood control facilities, fire services, police services, and review of City's housing mix compared to General Plan goals.

Transportation Facilities - The Transportation analysis identifies three intersections currently operating at LOS D or below and 20 intersections which have the potential to operate at level of service D or below within five years. Mitigation measures and potential improvements to achieve acceptable levels of service are identified for each intersection. Near-term priorities for capital projects are improvements at the Hume/Davis intersection and Davis Street south of Hume, interim and long-term improvements at the Vaca Valley Parkway/I-505 intersection and the construction of the California Drive overcrossing.

Water Supply and Treatment - The City has ample water supplies to serve the existing and projected growth for the next five years. The City's Water Supply Assessment was prepared to document adequate water supply to serve 20 years of projected growth. Existing and planned water treatment facilities and reservoirs have capacity to serve existing and planned growth.

Wastewater Treatment Facilities - The Easterly Wastewater Treatment Plant (WWTP) has capacity for 15 million gallons per day. As flows continue to increase in the future, the City will set priorities for use of available plant capacity through the Easterly Wastewater Treatment Allocation Plan, which is reviewed periodically as a part of this report. Existing treatment plant capacity is adequate to accommodate planned residential, commercial, and industrial growth.

Drainage and Flood Control Capacity – The City of Vacaville has historically experienced urban flooding within the urban reaches along Alamo and Ulatis Creeks. During the December 2002 and December 2005 storms, Alamo Creek overtopped its banks and flooded established neighborhoods within the City. The Peabody/Tulare area, the Southwood area located west of Peabody Road, and the area along North Alamo Drive all experienced significant flooding during the December 2005 flood event when waters reached several feet in depth and caused millions of dollars in property damage.

The City has conducted several studies to identify effective mechanisms for reducing flooding in the City's urban areas. Based on these studies, the City has completed the following projects to reduce flood risk within the City of Vacaville:

- *High flow by-pass channel along Alamo Creek:* Designed to lower water surface elevations during storms with a return frequency of less than 10 years.
- *Detention basin near Southwood Park:* Designed to mitigate for increased flows resulting from development within the Alamo Creek Watershed.
- *Detention basin off Laguna Creek:* Designed to reduce peak flows in Alamo Creek during 10 year storm events.

Although the projects listed above have aided in reducing flooding during small storm events, they did not provide significant relief during moderate to large storm events. In recognition of this problem, the Solano County Water Agency (SCWA) initiated the Ulatis System Drainage Study (USDS), which updated the hydrologic and hydraulic modeling of the Ulatis Creek system and modeled flooding based on the December 2002 and December 2005 storms. This study identified and evaluated flood control improvements, including the effectiveness of regional detention basins located upstream of the City. In 2009, two storm water detention basins adjacent to Encinosa Creek, were constructed on City-owned property located in an unincorporated portion of Solano County adjacent to the western limits of the City. The purpose of the proposed project was to increase the detention capacity along the creek systems that convey storm water runoff through the City of Vacaville, thus reducing the flooding potential.

Fire Services - The Fire Department is implementing the following programs to assist in meeting response time goals:

- A. Installation of Opticom along the Alamo Drive corridor to reduce travel time to emergencies in south Vacaville and Lagoon Valley
- B. Installation of a pre-alert system in all new fire stations to reduce response times to emergencies; Retrofitting of existing fire stations with a pre-alert system in phases, beginning with Station 71
- C. Developer-funded construction of additional fire stations for new development
- D. Funding for on-going fire services for new development through public safety Community Facilities Districts

Police Services - The Police Department meets performance goals for traffic enforcement and response times for Priority 2 calls. Average response time for Priority 1 calls is 6 minutes and 22 seconds, longer than the 6 minute goal. Funding of on-going police services for new residential development through public safety Community Facilities Districts will assist in achieving this goal. The average clearance rates for violent crimes and property crimes exceed the national average but are somewhat lower than the Vacaville established benchmark. In addition, the Crime Free Multi-Housing Program, the revised alarm ordinance, the community safety ordinance, citywide sweeps and the addition of a second crime suppression team (CST) should have an impact on improving Priority 1 call response times and reducing calls for service.

Housing Mix Review – As of January 1, 2009, the City’s housing mix was 64 percent single family, 15 percent moderate density and 21 percent apartments. At buildout of the General Plan, the housing mix is projected at 61 percent single family, 17 percent moderate density and 22 percent apartments. These numbers include the ultimate density buildout of underutilized residential high-density sites. The buildout of the General Plan housing percentages are consistent with General Plan policies requiring an approximate housing mix of 60 percent single family, 20 percent moderate density and 20 percent apartments.

Noise: The General Plan identifies the most significant source of noise in Vacaville as Interstate 80 (I-80), running northeast/southwest through the center of the city. Noise from the freeway is pervasive and is generally the dominant noise source within 1/2 mile of its location. Secondary sources of noise in the community include Interstate 505 (I-505) and local arterial streets. Aircraft using the Nut Tree Airport are a source of noise to the undeveloped and industrial properties near the ends of the runway. Likewise, trains on the Southern Pacific railway east of Vacaville generate noise that will affect future residences in the south and southeast planning sectors (General Plan Figure 1-1). The trains will not produce a constant, daily noise impact, as they will pass this area infrequently throughout the day; however, they will produce peak noise events with each passing. It should also be noted that rail traffic may increase in the coming years with an anticipated emphasis on passenger rail for vehicle trip reduction purposes.

Municipal Service Review / Comprehensive Annexation Plan

The City’s Municipal Service Review / Comprehensive Annexation Plan (MSR/CAP) was updated in 2004 and remains valid until 2012. The Municipal Service Review section of the document was based on the 2004 Infrastructure, Facilities, and Services Status Report, which has been superseded by later reports, therefore it is not discussed in this document. The Comprehensive Annexation portion of the MSR/CAP provides an overview of plans for growth in the City of Vacaville, including an Urban Growth Strategy, Infill Strategy and Agricultural Preservation Strategy. The Urban Growth Strategy section of the document addressed planning policy, population and housing projections for the General Plan, planned growth areas, and other growth related issues. The Infill Strategy section addresses factors that impede infill development, programs that promote infill development, and infill development goals. These sections can be viewed in their entirety in the MSR/CAP included in the Appendix.

Opportunity Hill Master Plan Area (Site 2)

The following table is a detailed list of all parcels located within the Opportunity Hill Master Plan Area, which was referenced in Section 6.2, Key Sites for Lower Income Housing - *Opportunity Hill Master Plan Area (Site 2)*.

TABLE 50
OPPORTUNITY HILL MASTER PLAN AREA

APN	Acreage	Realistic Capacity ¹	Use ²	Ownership
Depot Street Master Plan Project Site				
0130-122-070	0.12	2.88	Vacant	City of Vacaville Redevelopment Agency
0130-122-080	0.21	5.04	Commercial	Private Ownership
0130-122-090	0.16	3.84	Single Family Home	City of Vacaville
0130-122-100	0.04	0.96	Commercial	Private Ownership
0130-122-110	0.1	2.4	Commercial	Private Ownership
0130-122-120	0.16	3.84	Single Family Home	Private Ownership
0130-122-130	0.16	3.84	Church	Private Ownership
0130-122-140	0.11	2.64	Church	Private Ownership
0130-122-210	0.28	6.72	Single Family Home	City of Vacaville Redevelopment Agency
0130-123-010	0.23	5.52	Vacant	City of Vacaville Redevelopment Agency
0130-123-020	0.14	3.36	Vacant	City of Vacaville Redevelopment Agency
0130-123-030	0.05	1.2	Vacant	City of Vacaville Redevelopment Agency
0130-123-040	0.05	1.2	Vacant	City of Vacaville Redevelopment Agency
0130-123-050	0.09	2.16	Boarded Up Single Family Home	Private Ownership
0130-123-060	0.13	3.12	Single Family Home	Private Ownership
0130-123-070	0.08	1.92	Single Family Home	City of Vacaville Redevelopment Agency
0130-123-080	0.08	1.92	Single Family Home	City of Vacaville
0130-123-090	0.16	3.84	Single Family Home	City of Vacaville
0130-123-100	1.31	31.44	Vacant	City of Vacaville Redevelopment Agency
0130-123-110	0.13	3.12	Single Family Home	City of Vacaville
0130-123-120	0.22	5.28	Single Family Home	City of Vacaville
0130-123-130	0.37	8.88	Vacant	City of Vacaville
TOTAL	4.38	105		

APN	Acreage	Realistic Capacity ¹	Use ²	Ownership
Opportunity Hill Master Plan Project Site				
0130-202-060	0.22	5.28	Thrift Store	Private Ownership
0130-202-070	0.23	5.52	Vacant	Private Ownership
0130-202-080	0.25	6	Vacant	Private Ownership
0130-203-010	0.52	12.48	Vacant	City of Vacaville Redevelopment Agency
0130-203-020	0.15	3.6	Vacant	City of Vacaville Redevelopment Agency
0130-203-030	0.17	4.08	Vacant	City of Vacaville Redevelopment Agency
0130-203-100	0.13	3.12	Vacant	City of Vacaville Redevelopment Agency
0130-203-110	0.11	2.64	3 Multi Family Units	City of Vacaville Redevelopment Agency
0130-203-120	0.12	2.88	Vacant	City of Vacaville Redevelopment Agency
0130-203-130	0.14	3.36	Vacant	City of Vacaville Redevelopment Agency
0130-203-140	0.22	5.28	Church	Private Ownership
0130-205-040	0.12	2.88	Vacant	City of Vacaville Redevelopment Agency
0130-205-050	0.12	2.88	Single Family Home	Private Ownership
0130-205-150	0.12	2.88	Single Family Home	Private Ownership
0130-205-160	0.12	2.88	Vacant	Private Ownership
0130-206-010	0.16	3.84	Vacant	City of Vacaville Redevelopment Agency
0130-206-030	0.14	3.36	Single Family Home	Private Ownership
0130-206-060	0.13	3.12	Vacant	City of Vacaville Redevelopment Agency
0130-206-080	0.08	1.92	Single Family Home	City of Vacaville Redevelopment Agency
0130-206-090	0.1	2.4	Vacant	City of Vacaville Redevelopment Agency
0130-206-100	0.09	2.16	Single Family Home	City of Vacaville Redevelopment Agency
0130-206-110	0.15	3.6	Vacant	City of Vacaville Redevelopment Agency
0130-206-120	0.19	4.56	Homeless Shelter (to be relocated)	Vacaville Community Housing (Non-Profit Organization)
0130-206-130	0.17	4.08	Vacant	City of Vacaville Redevelopment Agency
TOTAL	3.95	94.8		

APN	Acreage	Realistic Capacity ¹	Use ²	Ownership
Within the Opportunity Hill Master Plan Area				
0130-122-010	0.17	4.08	Realty Office	Private Ownership
0130-122-020	0.24	5.76	3 Multifamily Units	Private Ownership
0130-122-030	0.22	5.28	Auto Repair Shop	Private Ownership
0130-122-040	0.17	4.08	Single Family Home	Private Ownership
0130-122-170	0.49	11.76	Single Family Home	Private Ownership
0130-203-060	0.14	3.36	Vacant	Private Ownership
0130-203-070	0.14	3.36	Auto Repair Shop	Private Ownership
0130-203-080	0.11	2.64	Saw and Tool Shop & Small Rescue Mission	Private Ownership
0130-203-090	0.1	2.4	Single Family Home	Private Ownership
0130-206-040	0.15	3.6	Single Family Home	Private Ownership
0130-206-050	0.47	11.28	United Glass and Windows	Private Ownership
TOTAL	2.4	58		

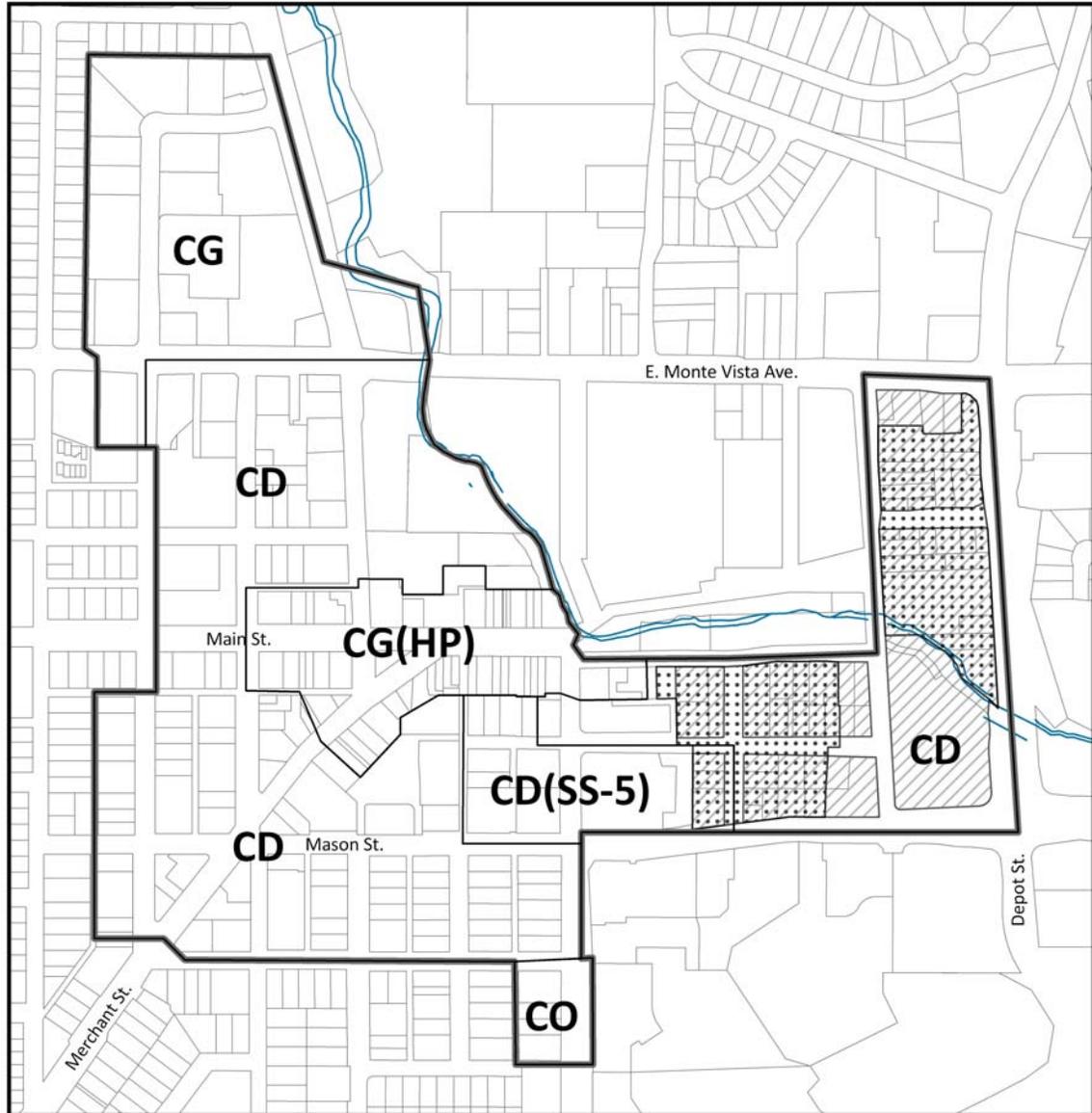
Note: These parcels are located in the following zoning districts: CG (RUHD) and CD (RUHD). Each zoning designation permits freestanding residential buildings and/or mixed use buildings. All residential units located in these zones are legal, non-conforming uses.

¹ Realistic Capacity based on 24 units per acre as permitted by RUHD.

² All Single Family Homes are legal, non-conforming uses and are slowly being phased out.

Source: MetroScan Online, Google Maps, and Field Reconnaissance

Opportunity Hill Master Plan (RUHD Overlay District)



The City of Vacaville
Community Development Department

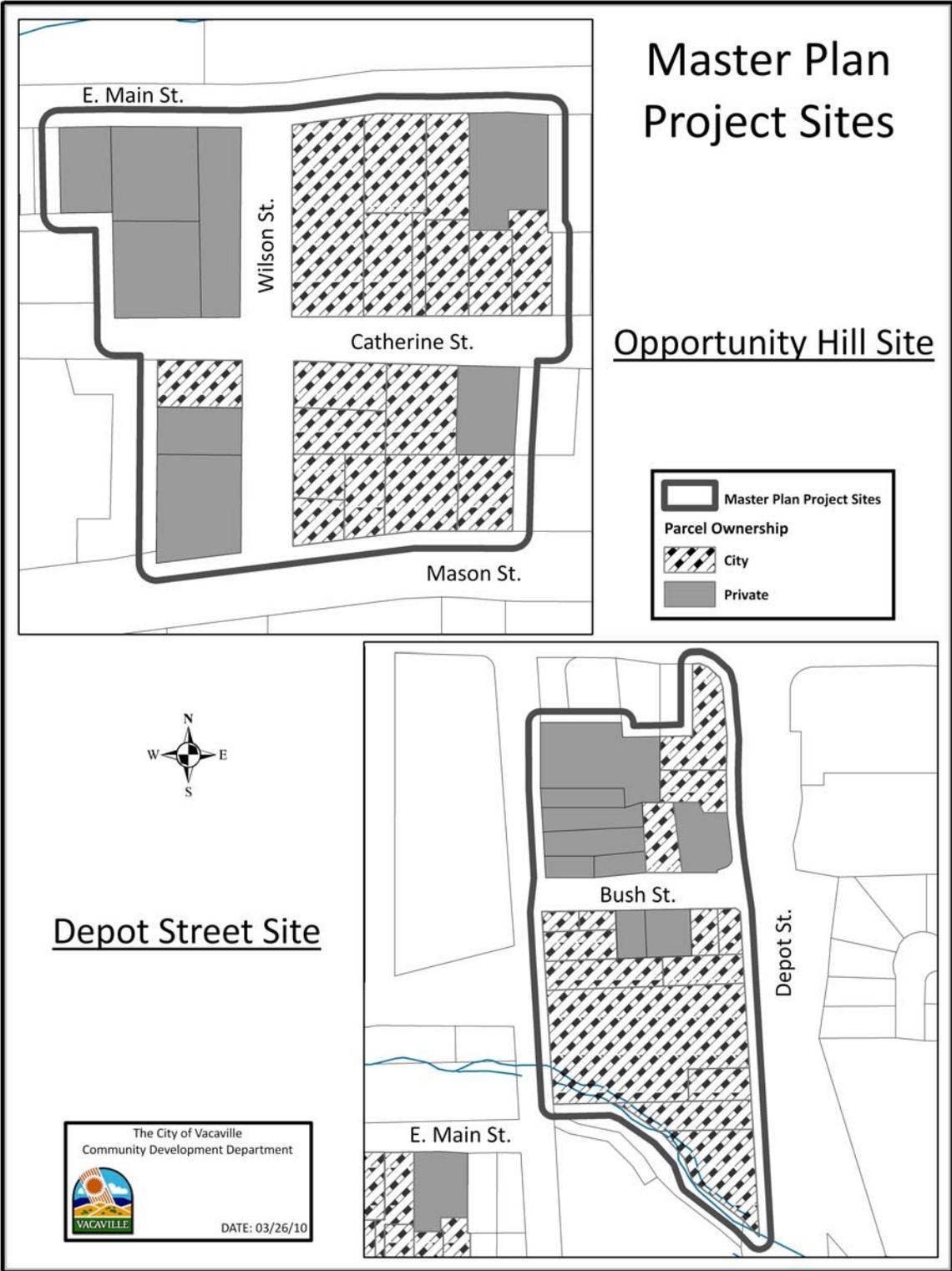


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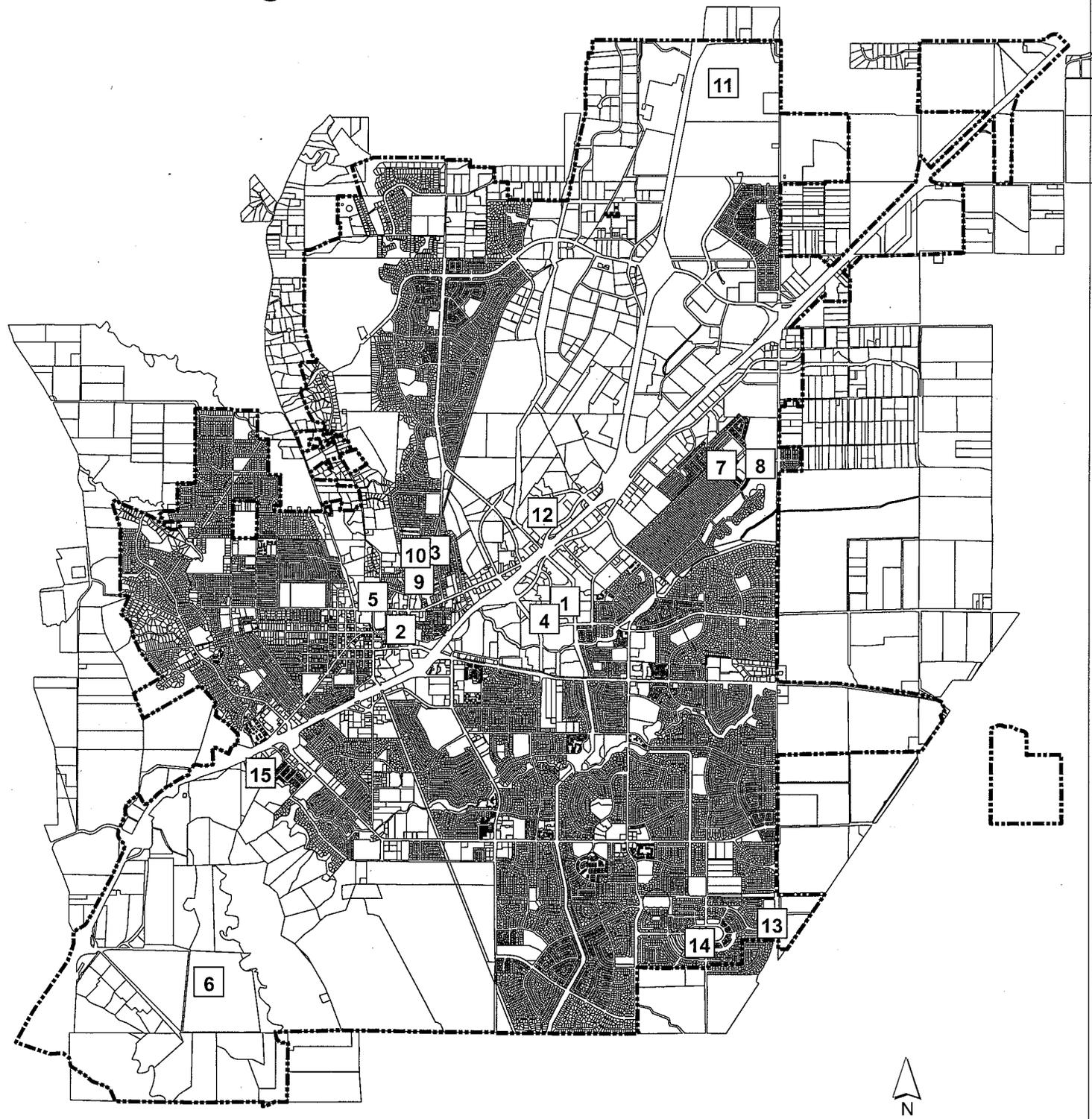


Overlay Boundaries

 RUHD Overlay Boundary	 Master Plan Project Sites
 Zoning Boundaries	 Parcels
 Areas for Freestanding Res Buildings	

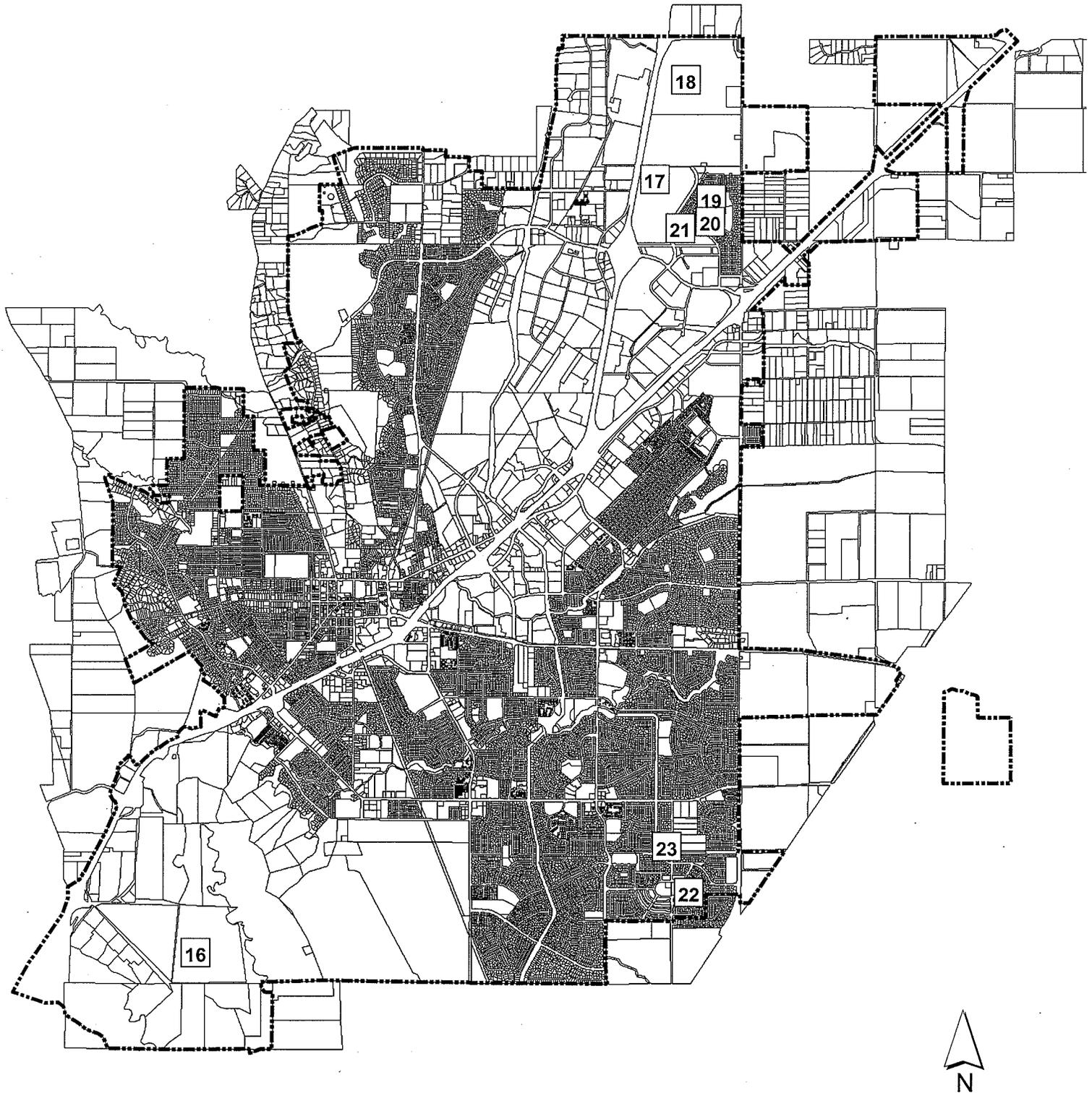


Key Sites for Lower Income Housing



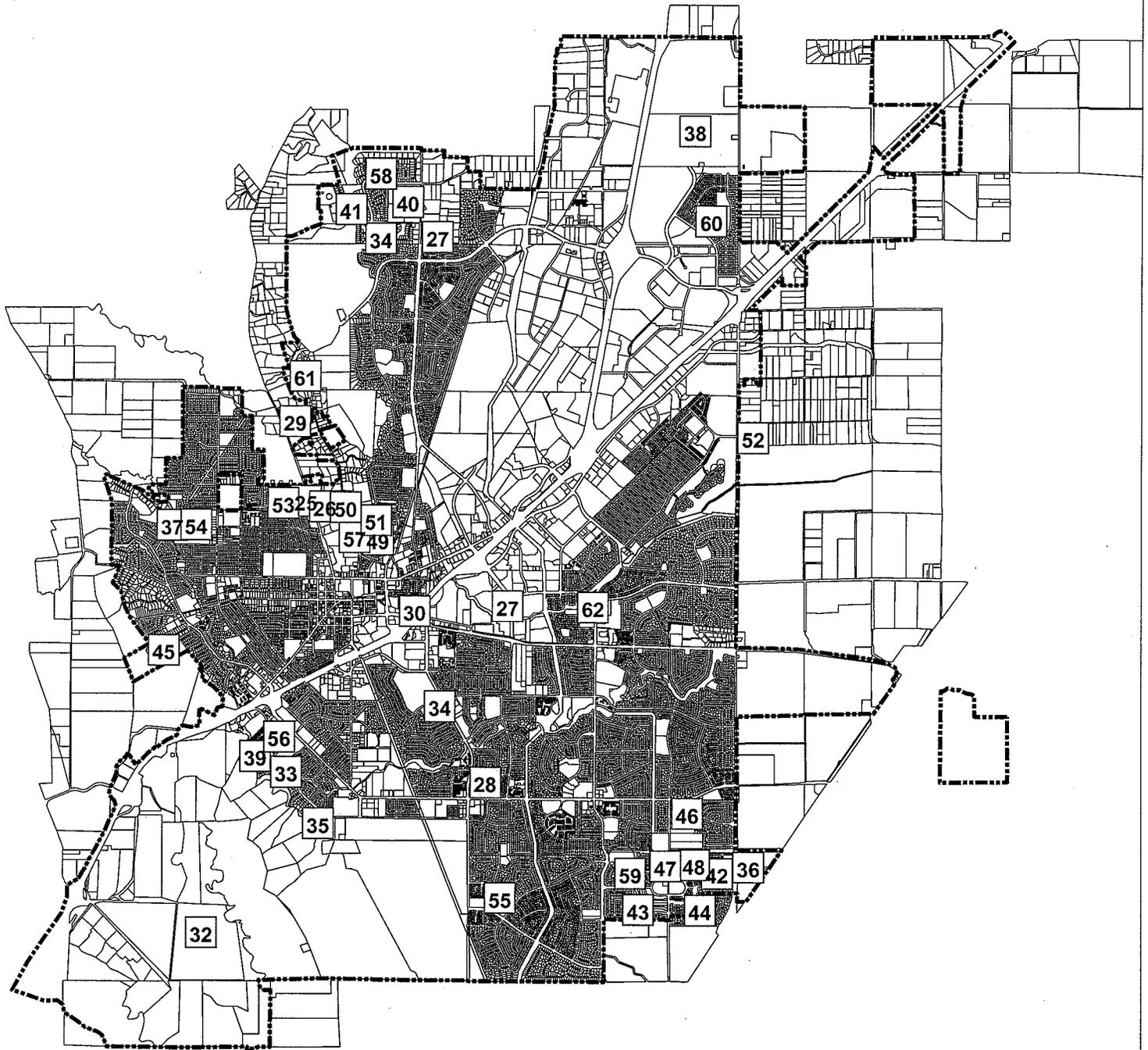
Reference Map. A parcel based map is available for review at the Planning Division. April 2010.

Key Sites for Moderate Income Housing



Reference Map. A parcel based map is available for review at the Planning Division. April 2010

Key Sites for Above Moderate Income Housing



Reference Map. A parcel based map is available for review at the Planning Division. April 2010.

TABLE 51 KEY SITES FOR ABOVE MODERATE INCOME HOUSING									
No.	Name	APN (s)	Address	Acreage	Units	Zoning Designation	General Plan Designation	Existing Use	Details
Sites Zoned for Low Density Development									
24	Amber Hills	133-011-030, 133-011-210, -022	East side of Browns Valley Road, north of Vaca Valley Parkway, and south of McMurtry Lane	19.12	38	RL-10 and RE-1	Residential Estate	The site consists of three residential parcels. Each parcel contains a small ranchette and one includes a horse corral. These parcels were annexed into the City in 2005.	Requires interim detention basin. Utilities are available.
25	Arroyo Vista	125-050-090	Southwest corner of Gibson Canyon Road and Fruitvale Road	3.87	3	RE-1	Low Density Residential	Vacant	Located adjacent to a creek. Potential Indian Remains, Elderberry Bushes. Utilities are available.
26	Canyon View 1	129-140-010	Southeast corner of Gibson Canyon Road and Fruitvale Road	14.08	15	RE-20	Residential Estate	Vacant	Hillside Development. Slope and drainage mitigation required. Utilities are available.
27	CCC Property (RLM 4.5)	131-030-840, 860	Southeast corner of Allison Drive and Traivs Way	14.91	102	RLM-4.5	Residential Low Medium Density	Vacant. Contains a non-producing orchard.	No known constraints
28	Gaspar	132-320-170	Near the Northeast Corner of Peabody Rd. and Alamo Drive.	9.51	60	RLM-4.5	Low Medium Density Residential	Vacant	Drainage issues must be mitigated.
29	Gibson/Vine Estates	129-020-090	Southwest Corner of Gibson Canyon Road and Vine Street	9.01	6	RE-1	Residential Estate	Vacant	Hillside Development. Slope and drainage mitigation required. Utilities must be extended to site.
30	Ivywood	Various (Recorded Final Map)	201 Beard Street	6.1	37	RLM-3.6	Low Median Density	Vacant. Contains infrastructure improvements including utilities, a road and sound walls.	Mitigation measures have been incorporated in the the project approval.
31	Knoll Creek (Cottonwood 2)	123-040-110	South of the Intersection of McMurtry Land and Whispering Ridge Drive	22.66	40	RE-10	Residential Estate	Vacant	Mitigation measures have been incorporated in the the project approval.
32	Lagoon Valley Specific Plan	128 050 070, -110, -120 167-030-020 thru -060	No Address. Located south the Butcher Road terminus, east of Interstate 80.	332	883	RE-1 ³	Golf Course Estates	Vacant	Mitigation measures have been incorporated in the the project approval. An EIR was conducted for the project. Utilities must be extended to the site.
33	Marshall Estates	127-080-040	West side of Marshall Road. Across from Majestic Oaks	3.17	6	RL-10 & AH	Low Density Residential and Hillside Agriculture	Contains one single family home	A portion of the parcel is zoned as Agricultural Hillside. Slopes and drainage must be mitigated on the developable portion of the lot.
34	Marshall Road (Triangle Area)	131-100-130, -140	East of the Intersection of Davis Street and Marshall Road	5.87	24	RL-8	Low Density Residential	APN 131-100-140 contains a small home that has been converted into a church. The land is under-utilized and is surrounded by single family residences.	No known constraints
35	Montessa	128-060-110 (P), 128-070-020	1222 California Drive	40	58	RL-6 & RL-10	Low Density Residential	Vacant	Mitigation measures have been incorporated in the the project approval.
36	Southtown Commons (Moody Property)	136-120-020, -030	East Side of of Leisure Town Road, South of the New Alamo Creek	39.4	241	RLM-3.6	Low Medium Density Residential	Vacant	Mitigation measures have been incorporated in the the project approval.
37	Nob Hill Estates	125-390-020, -030, -040	End of Seneca Way	12.17	6	RE-15	Residential Estate	Two of the 9 units have been constructed. The remainder of the project site is vacant.	Mitigation measures have been incorporated in the the project approval.
38	North Village Specific Plan (Future Phases)	106 240 290 (P), 106-270-130 (P), 133-030-280	North side of Vaca Valley Parkway between I-505 and Leisure Town Road	530	1170	Various	Various	Vacant	Mitigation measures have been incorporated in the the project approval.
39	Portofino 2	127-080-060	West side of Marshall Road, across from Three Oaks Community Center	1.26	7	RLM-C	Medium Density Residential	The site contains a small church located in a single family dwelling.	Mitigation measures have been incorporated in the the project approval.
40	Rancho Rogelio (Cottonwood 1)	123-040-010	7019 Browns Valley Road	20.93	40	RE-10 and RE-1	Residential Estate	Vacant	Mitigation measures have been incorporated in the the project approval.
41	Rogers Ranch	123-040-200	North of McMurtry Lane	12.97	28	RE-12	Residential Estate	Vacant	Mitigation measures have been incorporated in the the project approval.
42	Southtown Phase 1a	Various (Recorded Final Map)	West side of Leisure Town Road, South of New Alamo Creek	43.1	117	RL-5 & RH	Low Density, High Density Residential	Vacant	Mitigation measures have been incorporated in the the project approval.
43	Southtown Phase 2	Various (Recorded Final Map)	Located Between Nut Tree Road and Vanden Road, South of New Alamo Creek	47.9	284	RLM & RH	Low Density, Low Medium Density, High Density Residential	Vacant	Mitigation measures have been incorporated in the the project approval.
44	Southtown Phase 3	Various (Recorded Final Map)	Located Between Vanden Road and Leisure Town Road, South of New Alamo Creek	64.1	242	RL-5 & RLM-C	Low Density, Low Medium Density		

No.	Name	APN (s)	Address	Acreage	Units	Zoning Designation	General Plan Designation	Existing Use	Details
Sites Zoned for Low Density Development									
45	Spring Lane Unit 2	126-030-060, -070 (P)	End of Spring Lane	52.9	27	RE-12	Residential Estate	Vacant	Mitigation measures have been incorporated in the the project approval.
46	Sterling Chateau 4	136-080-100 thru -120	Southeast Corner of Alamo Drive and Vanden Road	13.62	54	RL-6	Low Density Residential	Site contains a vacant single family home and agricultural building.	Mitigation measures have been incorporated in the the project approval.
47	Sterling Chateau 5	136-110-010	West Side of Vanden, North of the Southtown Development	18.3	78	RL-6	Low Density Residential	Vacant	Mitigation measures have been incorporated in the the project approval.
48	Sterling Chateau 6	136-110-050	East Side of Vanden, North of the Southtown Development	9.75	34	RL-6	Low Density Residential	Vacant	Mitigation measures have been incorporated in the the project approval.
49	Vine Glen (Breese)	129-170-010, -050	East Side of Vine Street, North of Wesley Avenue	7.3	19	RL-6 & RE-20	Low Density Residential	Vacant	Mitigation measures have been incorporated in the the project approval.
50	Vine Meadows	129-110-040	West Side of Vine Street, South of Bascherini Reservoir	8.52	8	RE-10	Residential Estate	Vacant	Slopes and drainage must be mitigated.
51	Vine Trees	129-140-060	East side of Vine Street	18.48	20	RE-10	Residential Estate	Vacant	Slopes and drainage must be mitigated.
Total				1381	3647				
	(P) - Refers to a portion of the parcel being developed.								
Developments Under Construction									
(Remaining Vacant Lots within Subdivisions under Construction)									
52	Maplewood	Various (Final Map Recorded)	East of the Intersection of Leisure Town Road and Sequoia Drive	17.5	6	RL-5	Low Density Residential		
53	Meadowood	Various (Final Map Recorded)	South side of Fruitvale Avenue, between Stinson Avenue and Pintail Drive	19.2	24	RL-8	Low Density Residential		
54	Stratton Estates	Various (Final Map Recorded)	End of Shady Glen Road	4	6	RL-10	Low Density Residential		
55	Sterling Chateau 2	Various (Final Map Recorded)	Ruby Drive, north of Cannon Station Park	7.5	6	RL-6	Low Density Residential		
56	Portofino	Various (Final Map Recorded)	West side of Marshall Road, across from Three Oaks Community Center	18.3	72	RLM-C	Medium Density Residential		
57	Village on Vine 2	Various (Final Map Recorded)	Intersection of Vine Street and Wesley Avenue	12.86	12	RE-20	Residential Estate		
58	Cheyenne	Various (Final Map Recorded)	Northwest of the bend in Browns Valley Road, North of McMurtry Lane	152	160	RE-10, RE-20, RE-1	Residential Estate		
59	Southtown Phase 1 (323 units)	Various (Final Map Recorded)	Located Between Nut Tree Road and Vanden Road, South of New Alamo Creek	85	170	RL-5, RL-6	Low Density Residential		
60	North Village Phase 1	Various (Final Map Recorded)	North Side of Vaca Valley Parkway between I-505 and Leisure Town Road	146.4	33	Various ¹	Various		
61	North Vine Street Estates	Various (Final Map Recorded)	North End of Vine Street	60.4	14	RE-20	Residential Estate		
62	Ventana	Various (Approved Final Map)	SWC of Nut Tree Rd. and Ulatis Drive	4.95	27	13	RMD	Low Medium Density Residential	Mitigation measures have been incorporated into the development of this project.
Total				528.11²	530				
¹ Zoning for the North Village development is determined by the North Village Specific Plan									
² Acreage reflects the total acreage for each subdivision. This number does not reflect total amount of vacant acreage.									
³ This zoning applies to the residential component of the Lagoon Valley Specific Plan. The project has development entitlements which includes a Planned Development which dictates the housing mix and densities.									

CHAPTER 7

CONSTRAINTS ON THE PRODUCTION OF HOUSING

Sections 65583(a)(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.

7.1 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. Vacaville's General Plan contains policies that 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 that could potentially 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.

Housing Mix Policy

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 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.

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. In the early 2000s, the private market experienced a renewed interest in developing new multifamily units. This renewed interest was limited to a few short years due to the historically low interest rates, which drove the need for more single-family developments. As shown in Chapter 6 – Ability to Meet Housing Needs, there is more than an adequate inventory of lands, including for apartments, to satisfy Vacaville's housing need.

Planned Growth Ordinance

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 2,901 units which is 414 units per year over the 7 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. In addition, projects consisting entirely of 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 contains provisions that allow a project to be granted allocations outside of the normal process if there is adequate public infrastructure and a public benefit. The City Council has considered several requests for special allocations since 2000 and has never denied a request.

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 July 2008, 60 multifamily units income restricted for low and very-low income households have been built or are under 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.

Building Codes and Enforcement

The City of Vacaville implements the California Building Code. While building code requirements have, over the years, greatly improved the safety and energy efficiency of homes, it is undeniable that modern codes require the construction of more costly dwelling units than codes used twenty, thirty, or forty years ago. The City considers the Building Code a "minimum" standard for building construction. While it may lead to increased costs of construction, reducing building code requirements may lead to long-term health and safety risks, particularly in a seismically active area like Vacaville.

The Code Compliance Division works closely with all City departments in order to resolve health, safety, and public nuisance problems that adversely affect the quality of life for Vacaville residents. Code Compliance

enforces the City of Vacaville Municipal Code as it applies to property maintenance, property nuisances, and other violations in residential and commercial districts.

Health and Safety Code 17980(b)(2) requires local governments to give consideration to the needs for housing as expressed in the Housing Element when deciding whether to require vacation of a substandard building or to repair as necessary. The City gives preference to the repair of the building over condemning it, whenever the repairs are economically feasible.

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 2008, typical fees for single-family units range from \$38,051 and \$41,791 for dwellings between 1,000 and 1,400 square feet, and \$40,354 and \$44,095 for dwellings between 1,400 and 2000 square feet. Fees for a typical 2,500 square foot home are between \$43,043 and \$44,693; for a typical 3,000 square foot home are \$45,287 for a 3,500 square foot home are \$45,833. School impact fees are not included in these estimates. Set by State law, the school impact fee is \$2.05 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. Estimated building and development fees for the Villas at North Village Apartments, a 228-unit standard apartment project, averaged \$24,532 per unit. This average includes the office and recreation building. For the 60-unit Lawrence Drive Senior Apartments, the total building and development fees averaged \$20,239 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.

Community Facility Districts for Police and Fire Services

The City's Strategic Plan emphasizes the need to maintain and improve public safety for our community. Historically, the City's General Fund revenues have been used as the primary source of funding for police and fire protection services. However, as City access to funding sources has continued to decline due to State takeaways, the City has been tasked with the need to establish new funding sources to continue to provide public safety services. The formation of community facilities districts ("CFDs") is a funding source which would mitigate the added cost of providing public safety services for new development and hopefully avoid any degradation of public safety services to current residents.

Funding for public safety services is limited to general fund sources, and by law cannot be supported by impact fees. Impact fees are one time charges tied to the issuance of building permits and can only be used for capital improvements needed to mitigate the specific impacts of development. Further, impact fees cannot be used for the ongoing costs associated with staffing and related non-capital equipment. Because of this, the City has had to look to generating other sources of recurring revenue for services and equipment associated with supporting new development.

The City has been utilizing CFDs as a tool to assess new residential development for the direct costs associated with police and fire services. Currently the City has 12 CFDs. Examples of residential developments where CFDs have been approved are: Gentry-Meadowlands, North Village, Southtown, Reynolds Ranch (Cheyenne), Lagoon Valley and Portofino. In newly annexed areas, the participation in the CFD has been negotiated as a requirement in the project's Development Agreement. These annexation areas and areas of future annexation are not proposed to be a part of the proposed infill CFD, as the costs and issues associated with such areas are different than infill areas already located within the City.

Local Development Standards

Development standards for Vacaville are set by the Land Use & Development Code and the 2007 California Building Code (CBC), as amended by Ordinance 1790, adopted in 2007. The ordinance includes these specific additions to the CBC: minimum requirements for shaft enclosures in factory-built chimneys; information regarding the schedule of permit fees; minimum Class B fire rating requirement for wood roofing and siding materials; concrete paving requirements for driveways; and minimum requirements for the repair of structural elements. 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

Residential Urban High Density Overlay District (RUHD): 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.

Single Family Residential Districts

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, court homes, townhouses and attached single family. In some instances, the RM district can also support apartments. This is especially true when the site has been granted a density bonus for providing affordable housing or housing for seniors.

Single-family districts require front setbacks varying between 15 and 50 feet; side yards varying between 0 and 30 feet; and rear yards varying between 15 and 40 feet. Maximum building heights varying between 30 and 40 feet. These zones require two enclosed parking spaces for each home. Garage conversions are permitted, however the site must still be capable of accommodating on-site parking spaces.

Multi-Family Residential Districts

The RM, RH, RO and RUHD Districts are intended for higher density multifamily development including rental apartments, condominiums and mixed use. As previously disclosed, the RM district can also support multi-family construction.

The Residential Medium (RM) Density district provides for attached multi-family housing such as duplexes, townhouses, and apartments, as well as for single family detached housing on small lots. The allowed density ranges from 8.1 to 14.0 units per gross developable acre. However, the density can be increased with the approval of a density bonus. As shown in Table 52, Vacaville has had two apartment complexes constructed in RM zones with a density bonus. The density bonus increased the permitted density from maximum 14 units per acre.

The RM district requires a minimum project area of 7.5 acres. The maximum site coverage for this zone is 40 percent. This district was established to reserve appropriately located areas for medium density, single and multi-family residential development.

**TABLE 52
LANDS ZONED RM WITH PROJECTS CONSTRUCTED WITH DENSITY BONUSES**

Project Name (File No.)	Zoning Designation/ Density Range	Units in Project	Approved Density (units per acre)
Autumn Leaves (85-PUD-4)	RM (8.1 - 14.0 un/ac)	56	37.3
Saratoga Senior Apts. - Phase (98-145)	RM (8.1 - 14.0 un/ac)	108	24.0

Source: Community Development Department

The Residential High (RH) Density district provides for higher density multi-family housing including townhouses, condominiums, and apartments. The allowed density ranges from 14.1 to 24.0 units per gross developable acre, with a minimum project area of 5.0 acres. The maximum site coverage for this zone is 40 percent. This district was established to reserve appropriately located areas for high density, multi-family residential

development. As shown Table 43 in Chapter 6, the City has approximately 83 acres of vacant and/or underutilized land zoned for high density development, or is zoned with residential overlay that permits high density development. To ensure the City's land inventory of multifamily sites remains adequate to meet the RHNA numbers, Policy H.1- I 16, will require all RHD sites identified on the land inventory will be required to develop at a minimum of 20 units per acre.

The Residential Overlay (RO) district requires residential projects to comply with the development standards of the RM or RH zoning district depending on the nature of the proposed project. The project must consist of attached units. Development standards regarding parking, density, site coverage, open space and recreation area, building height, and required yards is determined by the applicable zoning district. If the residential project is proposed in conjunction with a non-residential use, such as a part of a mix-use project, the development standards are determined by a planned development. Development standards for the RUHD district are shown in Table 53.

The Residential Urban High Density (RUHD) Overlay district, which permits 24.1 to 36 units per acre, provides for the development of high density residential or mixed use development in the downtown area. The overlay applies to the Downtown Commercial areas and to those General Commercial areas shown on Figure 14.09.104-1, Residential Urban High Density Overlay. Freestanding townhouse, condominium, and apartment development, or attached multi-family development as part of a mixed use project, are allowed in separate buildings east of Wilson Street and Andrews Park between E. Monte Vista Avenue and Mason Street, subject to the approval of a planned development or design review; freestanding multi-family structures are not allowed in the Main Street Vacaville Historic District.

There are two examples of mixed-use projects that have recently been constructed in the RUHD overlay district. In 2003, the Vasquez Deli mixed-use project was approved and constructed at 620 East Main Street. The 5,900 ± square foot building includes a 2,800 square foot deli on the first floor and three (3) apartment units (2,800 ± square feet) and a 257 square foot office space (for the deli) on the second floor. The project required a Planned Development because it did not include the construction of additional parking. Parking to serve the site is available in a public lot located behind the deli.

In 2007, two existing commercial buildings on Main Street were approved and remodeled as mixed-use buildings. Each building contains a 1,450 square foot, ground level, commercial space and two one-bedroom units on the top floor. One parking space for each unit has been provided behind the buildings and is accessible from Elizabeth Street.

**TABLE 53
RESIDENTIAL URBAN HIGH DENSITY DEVELOPMENT STANDARDS**

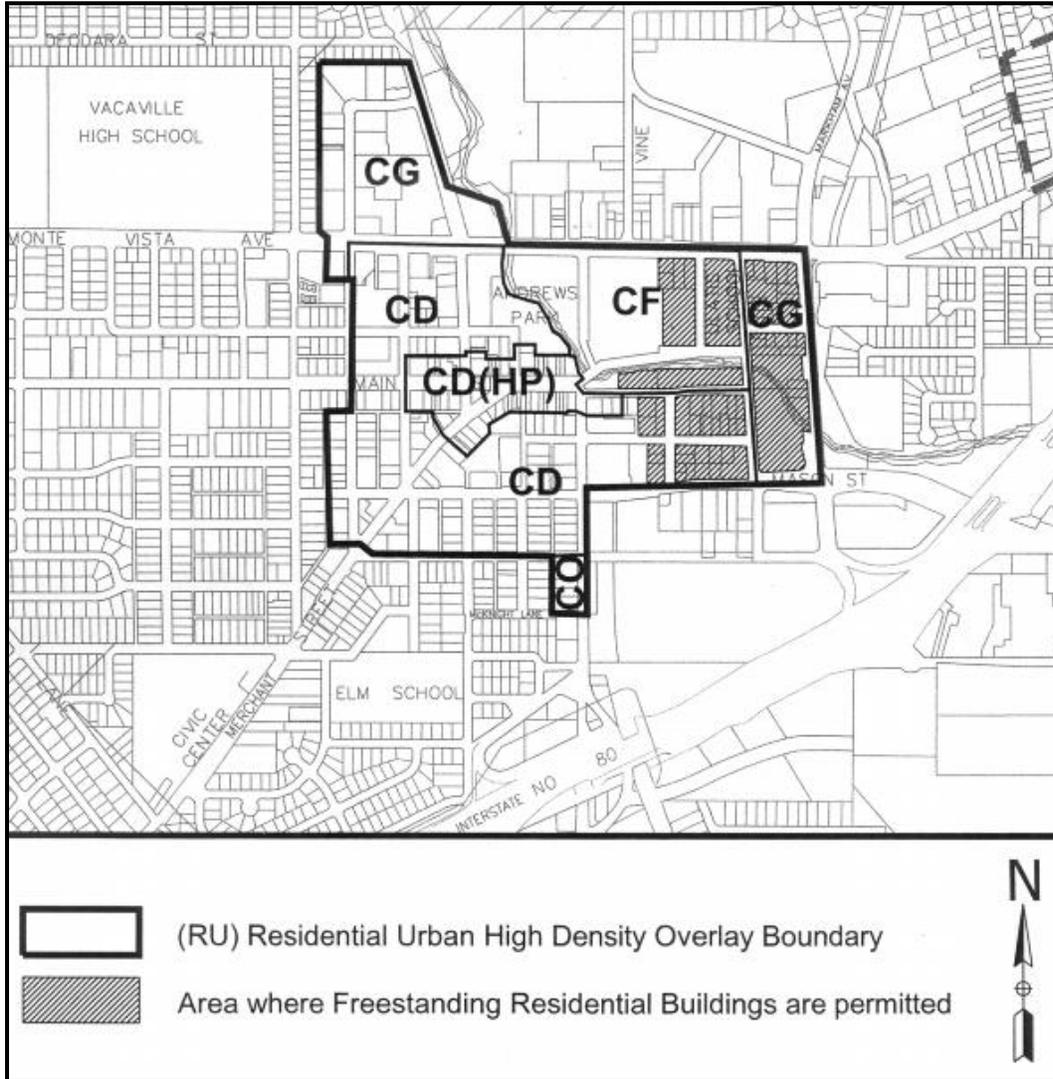
RUHD Overlay District	Density (units per acre)	Max. Floor Area Ratio (FAR) (See Note 1)	Min. Site Area (ft) (See Note 2)	Min. Yard Adjoining A Street (ft.) (See Note 3)	Min. Yard Not Adjoining A Street, (ft.)	Max. Building Height (ft.) (See Note 4)	Off-Street Parking (per dwelling unit) (See Note 5)
Mixed Use Project	Up to 36.0	3.0 / 2.0	None	CD: none CG: 20	None	40	1
Residential Only Project	20.1 to 36.0	—	10,000	CD: 10 CG: 20	10	40	1

Footnotes:

- (1) *Maximum Floor Area Ratio. The Downtown area shall be subject to a maximum FAR of 3.0 for the area in the 1967 Downtown Parking Assessment District, as defined in Chapter 14.09.128, Off-Street Parking and Loading, of this division. The FAR for the rest of the Downtown area may range up to 2.0. The Downtown area is generally identified as the area between Stevenson Street, Cernon Street, Monte Vista Avenue, and the former Southern Pacific Railroad track, including the Basic American Foods plant site.*
- (2) *Minimum Site Area. Lots which were in existence prior to the effective date of Ordinance No. 1708 (May 27, 2004) are developable subject to the requirements of this chapter. The minimum number of dwelling units per site is five for residential only projects. Projects may not be subdivided into individual units under separate ownership except through a condominium or other similar form of ownership which provides for common maintenance of the site and facilities.*
- (3) *Minimum Yard Adjoining a Street.*
 - a. *For Mixed Use Projects in the CD district, no minimum yard shall apply, except as follows:*
 - i. *A minimum yard of 10 feet shall be required when a front, side, or rear yard is on a site adjoining Mason Street, between Davis and McClellan Streets.*
 - b. *In the CG district, the minimum yard shall be 20 feet. The following exceptions shall apply to mixed use projects:*
 - i. *The decision-maker may approve a reduction of a required front yard adjoining a non-arterial street by no more than 5 feet, subject to the finding that the lesser setback would be compatible with the surrounding area and consisting with existing building setbacks in the surrounding area.*
 - ii. *The required yard shall be increased by 1 foot for every 2 feet of building height above 20 feet when adjoining a street.*
 - c. *For Residential Only Projects in the CD district, the minimum yard shall be 10 feet. In the CG district, the minimum yard shall be 20 feet.*
- (4) *Maximum Building Height. The maximum building height may be adjusted up to 70 feet through a planned development. Exceptions to building height: Towers, spires, cupolas, chimneys, penthouses, water tanks, flagpoles, monuments, scenery lofts, radio and television aerials, telecommunication equipment, light poles, transmission towers, fire towers, and similar structures and necessary mechanical appurtenances covering not more than 10 percent of the ground area covered by the structures may be erected to a height not more than 25 feet above the height limit prescribed by the regulations for the district in which the site is located. Electric utility poles and towers shall not be subject to the height limits prescribed.*
- (5) *Off-Street Parking. One covered parking space shall be provided per dwelling unit, except that no parking shall be required when the upper floor of an existing commercial building is converted to residential use.*

Source: City of Vacaville Land Use and Development Code

FIGURE 14.09.104 -RESIDENTIAL URBAN HIGH DENSITY OVERLAY BOUNDARY



In 2008, the City Council initiated a General Plan Amendment to allow up to 65 units per acre within the Opportunity Hill Master Plan area. The Opportunity Hill Master Plan area is located within the RUHD Overlay Boundary where freestanding residential buildings are permitted. For more information about the Opportunity Hill Master Plan Area refer to Chapter 6 – Residential Land Inventory.

Parking Standards

The Land Use and Development Code currently does not address parking requirements for studio apartments. Housing policy H.1- I 26 states that the Planning Department will request that the Planning Commission initiate an amendment to Section 14.09. 128.080 of the Land Use and Development Code to include parking requirements for studio apartments in conjunction with adopting the Housing Element. The Land Use and Development Code currently includes the following parking requirements for multi-family dwellings:

**TABLE 54
PARKING FOR MULTI-FAMILY DEVELOPMENTS**

REQUIRED PARKING – MULTI-FAMILY DWELLINGS

No. of Bedrooms Per Unit	No. of Parking Spaces Required
1 bedroom	1.5
2 bedrooms	2
3 or more bedrooms	2
Guest parking	1 per each 5 units
One covered space shall be provided for each dwelling unit within the project.	
No multiple-family project shall provide less than 1.75 spaces per dwelling unit.	

Source: City of Vacaville Land Use and Development Code, Chapter 14.09.128

The Planning Commission may reduce the parking requirement for senior or subsidized multi-family developments. 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.

Landscaping Standards

Landscaping requirements vary. 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 RH, RO and RUHD zones 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, clubrooms 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 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.

Provision for a Variety of Housing Types

The City of Vacaville's Land Use and Development Code encourages a variety of housing types, including community care facilities, emergency shelters and transitional housing, farm worker housing, lodginghouses, manufactured housing, multi-family housing and secondary living units as follows:

Community Care Facilities

The Lanterman Developmental Disabilities Services Act (Lanterman Act) sets out the rights and responsibilities of persons with developmental disabilities. The Lanterman Act impacts local zoning ordinances by requiring the use of property for the care of six or fewer disabled persons to be classified as a residential use under zoning. More specifically, a State-authorized, certified or licensed family care home, foster home, or a group home serving six or fewer disabled persons or dependent and neglected children on a 24-hour-a-day basis is considered a residential use that is to be permitted in all residential zones. No local agency can impose stricter zoning or building and safety standards on these homes.

The City of Vacaville Land Use and Development Code identifies "residential care facilities" (six or fewer occupants) for the elderly and disabled as a permitted use in all residential zoning districts. Residential care facilities providing intermediate care and/or alcohol and drug treatment are permitted in the RR, RE, RL and RLM zones designations. Such facilities often established in existing single family homes and house individuals with low or very-low incomes.

The City requires a Conditional Use Permit (CUP) for residential care facilities serving seven or more persons. 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 types of facilities typically house elderly individuals or other persons that require assistance and can not live independently. The purpose of the CUP process is not to deny such facilities; it is to ensure that the design and proposed operation of the facility is compatible with neighboring homes and uses. Vacaville has five commercial care facilities, four of which have the capability of serving patients with Alzheimer's disease.

Transitional Housing, Supportive Housing and Emergency Shelters

New legislation (SB 2 (Cedillo, 2007)) requires jurisdictions to allow emergency shelters and supportive and transitional housing without a conditional use permit. The City must identify a zone(s) where emergency shelters will be allowed as a permitted use without a conditional use permit or other discretionary permit. The zone or zones identified have to have land available to accommodate an emergency shelter.

Transitional and Supportive Housing

Transitional Housing (per Health and Safety Code 50675.2(h)) is defined as buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.

Transitional housing programs provide extended shelter and supportive services for homeless individuals and/or families with the goal of helping them live independently and transition into permanent housing. Some programs require that the individual/family be transitioning from a short-term emergency shelter. The length of stay varies considerably by program but is generally longer than two weeks and can last up to 60 days or more.

In many cases, transitional housing programs will provide services for up to two years or more. The supportive services may be provided directly by the organization managing the housing or by other public or private agencies in a coordinated effort with the housing provider. Transitional housing/shelter is generally provided in apartment style facilities with a higher degree of privacy than short-term homeless shelters; may be provided at no cost to the resident; and may be configured for specialized groups within the homeless population such as people with substance abuse problems, homeless mentally ill, homeless domestic violence victims, veterans or homeless people with AIDS/HIV.

Supportive Housing (per Health and Safety Code 50675.14(b)) is defined as housing with no limit on length of stay, that is occupied by the target population as defined in subdivision (d) of Section 53260, and that is linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

SB 2 requires that transitional and supportive housing types be treated as residential uses and subject only to those restrictions that apply to other residential uses of the same type in the same zone. Both transitional and supportive housing types must be explicitly permitted within residential zones by the Land Use and Development Code. Supportive and transitional housing are not specifically identified in the Land Use and Development Code. As a result, the City has added a housing program (H.1 – I 13) to initiate an amendment to the Land Use and Development Code to comply with SB 2, the “Fair Share Zoning” law.

Emergency Shelters

California Health and Safety Code (Section 50801) defines an emergency shelter as “housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or households may be denied emergency shelter because of an inability to pay.”

In late 2008 and early 2009, the City Council adopted two special standard overlay zones (SS-10 and SS-11) which permit social services facilities, which include emergency shelters, homeless shelters, food banks, and other similar types of facilities, without the need for a conditional use permit. Cumulatively, these zones include 20 parcels (2.13 acres) owned by the Office of Housing and Redevelopment Agency. Both of these special standard overlay zones are located within a Residential High Density zoning district. There are no special development standards for a homeless shelter. Such a use is subject to the standards in the applicable residential zoning district. Social Services Facilities also continue to be 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.

The Special Standards Overlay zone districts (RHD (SS-10 and SS-11)) detail the standards for adding social service facilities as a permitted use within the current buildings on this site. Identifying the use as a permitted use allows the City to show progress to the State on the City’s provision of adequate sites for shelters within Vacaville. The City’s existing homeless shelter, Opportunity House, will be relocated to the SS-10 overlay district during the timeframe of this Housing Element. For more information regarding Opportunity House and social services available within the nearby area, see Section 5.3 of this document.

Farm Employee Housing

Most farm worker households are monolingual Spanish speaking, so many farm worker families tend to live in close proximity in a supportive community environment. Local service providers believe most farm workers live in lower-rent mobile home parks and apartments. While the special housing needs of the farm worker 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 farm workers 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. It should be noted that there is no active agriculture within the city, which would create a demand for farm worker labor.

Lodginghouses

The Land Use and Development Code defines a lodginghouse as “a dwelling in which lodging or lodging and meals are provided for compensation for more than three but not more than 15 persons other than members of the resident family. Lodginghouse does not include hotels, motels, bed and breakfast inns, or residential care type facilities.” These types of facilities typically provide room and board individuals with low or very-low incomes. Lodginghouses are permitted within the RM and RH zoning districts.

Manufactured Homes and Mobile Home Parks

The Housing Construction and Safety Standards Act of 1974 offers an affordable home ownership option to many low- and moderate-income households. In accordance with state law, the City of Vacaville Land Use and Development Code permits certified mobile homes in all zoning districts that allow single-family dwellings. The same development regulations that apply to single-family dwellings also apply to mobile homes, including the provision of covered parking and permanent foundation. Mobile homes that are not certified under the National Mobile Home Construction and Safety Act of 1974 may only be placed in mobile home parks.

Mobile home parks are conditionally permitted in all of the City’s residential zoning districts, with the exception of the Manufactured Housing Park zoning district, which permits them by right. The Manufactured Housing Park zoning district includes regulations to ensure that new, expanded, or reconstructed mobile home parks are located and established in a manner that is compatible with adjacent residential neighborhoods and commercial areas. The minimum site area for a mobile home park is 10 acres. A maximum of ten mobile home spaces per gross developable acre is permitted. Each development is required to contain a common open space recreation area for the residents.

Additionally, any subdivision of an existing mobile home park or conversion of an existing mobile home park to another land use is subject to the provisions of the Government Code related to mobile home park closure, commencing at Section 65863.7.

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 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.

Design review is 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 with all City departments and outside affected agencies. 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	Next 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 and determine the appropriate project conditions of approval. 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.

The Villas at North Village, a 228- unit apartment project, is a recently approved apartment project, which began grading in late 2008. The project timeline provided below is an example of the City’s dedication to processing applications in a timely manner. It should be noted that the project is located with the North Village Specific Plan area, as such; design criteria and development requirements had been identified prior to submittal of the official development application. A typical apartment project located outside a specific plan or policy plan area usually takes four to six months to receive approval. The varying timeline is largely dependant on the how quickly the applicant addresses Staff comments and submits revised plans for approval.

Application submittal	December 28, 2006
Application determined complete	January 11, 2007
PRC discusses preliminary conditions	January 25, 2007
PRC identifies final conditions	February 9, 2007
Applicant submits revised plans	N/A
Planning Commission approval	March 16, 2007
Submittal for plan check	July 27, 2007
Plan check comments sent to builder	September 7, 2007
Resubmittal for plan check	February 15, 2008
Plan check comments sent to builder	March 17, 2008
Submittal of final plan details	May 28, 2008
Building Permit Plans Approved	June 9, 2008

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 EIRs and in some instances a Mitigated Negative Declaration, which does not require any additional processing time. All recently approved apartment projects required a Mitigated Negative Declaration.

As a part of the project review process, it is the City's standard practice to hold 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.

Housing for Persons with Disabilities

As part of the update of the Housing Element in 2001, the City conducted a comprehensive review of its zoning laws, policies and practices for compliance with fair housing laws. The City has not identified any zoning or other land-use regulatory practices that could discriminate against persons with disabilities and impede the availability of such housing for these individuals. The City does not impose special permit procedures or requirements that could impede the retrofitting of homes for accessibility. The City's requirements for building permits and inspections are the same as for other residential projects and are straightforward and not burdensome. City officials are not aware of any instances in which an applicant experienced delays or rejection of a retrofitting proposal for accessibility to persons with disabilities.

Procedures for Ensuring Reasonable Accommodations

To provide exception in zoning and land-use for housing for persons with disabilities, the City of Vacaville utilizes either a variance or encroachment permit processes to accommodate requests such as special structures or appurtenances (i.e., access ramps or lifts) needed by persons with physical disabilities. While both variance and encroachment permit applications may be handled through an administrative procedure, the standard used to evaluate such deviations conflicts with laws applicable to housing for persons with disabilities. As a result, the City has added a housing program to initiate an amendment to the Land Use and Development Code to include reasonable accommodation procedures that will provide an administrative exception process in zoning and land use matters for housing for persons with disabilities. The process may include minimal review by the Planning Director and may include the following criteria:

- The request for reasonable accommodation will be used by an individual with a disability protected under fair housing laws.
- The requested accommodation is necessary to make housing available to an individual with a disability protected under fair housing laws.
- The requested accommodation would not impose an undue financial or administrative burden on the City.
- The requested accommodation would not require a fundamental alteration in the nature of the City's land-use and zoning program.

Efforts to Remove Regulatory Constraints for Persons with Disabilities

The City does not impose additional zoning, building code, or permitting procedures other than those allowed by State law. The City allows group homes of six or fewer persons by right, as required by State law. A Conditional Use Permit (CUP) or other special permitting requirements do not apply to such homes. The City does require a CUP for group homes of more than six persons in all residential and commercial zones that allow for residential uses. However, such permits only consider the City's design review requirements. The City does not impose additional zoning, building code, or permitting procedures other than those allowed by State law. There are no City initiated constraints on housing for persons with disabilities caused or controlled by the City.

The City also allows residential retrofitting to increase the suitability of homes for persons with disabilities in compliance with accessibility requirements. Such retrofitting is permitted under Chapter 11a, 1998 version of the California Code. Further, the City works with applicants who need special accommodations in their homes to ensure that application of building code requirements does not create a constraint. Finally, the element includes a

program to initiate an amendment to the Land Use and Development Code to permit retrofitted access ramps in required setback areas.

Information Regarding Accommodation for Zoning, Permit Processing, and Building Codes

The City of Vacaville implements and enforces the 2007 California Building Code. The City provides information to all interested parties regarding accommodations in zoning, permit processes, and application of building codes for housing for persons with disabilities.

Building Codes

The City of Vacaville provides reasonable accommodation for persons with disabilities in the enforcement of building codes and the issuance of building permits through retrofitting or converting existing buildings and construction of new buildings that meet the shelter needs of persons with disabilities. The City implements the 2007 California Building Code. The only additions to the California Code that the City has adopted are (a) requiring multifamily housing to be fire sprinkled; and (b) requiring Class “A” roof materials due to high fire hazard.

7.2 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, North Village, and Southtown. Lagoon Valley is a future community of 1,025 units, located in the southwest quadrant of the City; North Village is a community of approximately 2,200 units, located in the northeast quadrant of the City; and Southtown is a community comprised of approximately 1,500 units located in the southeast quadrant of the City. Infrastructure has been constructed for the first phases of North Village and Southtown, and construction of houses is under way. Lagoon Valley and the remaining phases of North Village and Southtown all require significant infrastructure, however, assessment districts have been created for each of these projects to finance the installation of needed improvements.

Chapter 5, Public Facilities, Institutions and Utilities, 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 as well as for additional growth areas beyond the existing City limits. Due to differing elevations, pump stations and reservoirs are required to serve some development areas, such as Lagoon Valley. The Easterly Wastewater Treatment Plant is currently capable of treating 15 million gallons per day.

Vacaville has a sufficient residential land inventory to accommodate its share of the regional housing need allocation (RHNA) without the need to rezone any properties or annex additional lands. The City has sufficient water and wastewater capacity to accommodate its RHNA.

Land and Construction Costs

Based on interviews with local developers, there are three major cost components related to constructing new housing units: the cost of contraction materials and labor, city and county fees, and land costs. Prior to the economic downturn in the mid-2000s, land cost was the most variable cost in residential development because it varied considerably depending upon the site. Currently, the cost of constructing new housing units has exceeded the selling point of new homes. Under the present market conditions, residential developers have a difficult time pricing new homes to be both profitable and competitive with sales prices of existing homes, especially those in foreclosure. To reduce the amount of monetary loss on each home sold, some developers have disclosed in interviews with City staff that new homes are being sold at a loss in some cases in order to close out projects and be competitive with the resale market. This current situation has resulted in a significant decrease in issuance of residential permits since 2007.

Construction costs include both "hard" and "soft" costs such as labor and materials (hard), and soft costs such as architectural and engineering services, development fees, construction financing, and insurance. Although the cost of construction financing has recently declined, it remains a significant part of the total cost of residential development.

Construction costs vary widely according to the type of development, with multi-family housing generally less expensive to construct than single-family homes. However, wide variation within each type exists, depending on the size of the unit and the amenities provided, such as fireplaces, swimming pools, and interior fixtures, among others. Building-cost.net, a housing construction cost resource that calculates the total estimated cost of building a new home, estimates that the total construction price of a 1,500 square foot home with four walls, an attached garage, central heating and air, and average building materials would cost \$234,291. The cost breakdown consists of \$132,572 for materials, \$98,309 for labor, and \$3,410 for equipment needed to finish the construction.

In addition to construction costs, the price of land is also one of the largest components of housing development costs. Land costs may vary depending on whether the site is vacant or has an existing use that must be

removed. Similarly, site constraints such as environmental issues (i.e., lack of proper drainage, soil stability, seismic hazards, or flooding) can also affect the cost of land.

Availability of Financing / Cost of Financing

It can be difficult for Very Low, Low, and Moderate income first-time homebuyers to acquire sufficient savings and income to pay for a down payment, closing costs, monthly mortgage, and tax and insurance payments. 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 January 2009, the United States is experiencing historically low interest rates; rates as low as 5 percent. 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 (CalHFA) loans are being used for the most part for townhouses, condominiums, and smaller, older single-family homes. Even for financing the purchase of these units, price limits are too low to allow broad use of the programs. A combination of below market rate loans funded by the Redevelopment LIHF has assisted over 528 families to purchase their first homes.

The City has and will continue to modify its First Time Home Buyer Loan Programs to respond to the housing market. The City operates a Down Payment Loan Program and a Shared Equity Loan Program. When home prices were high during the housing bubble, the City established a Shared Equity program that provided loans of up to \$75,000. When prices of homes fell dramatically, the City reduced the maximum loan amount to \$50,000 and increased its maximum loan amount for its Down Payment Loan Program from \$10,000 to \$15,000 to assist more home buyers. The funding available for these programs has been decreasing due to the drop in property values and therefore the Redevelopment tax increment that funds them. The City is pursuing other state and federal funding sources for First Time Home Buyer loans, such as the Neighborhood Stabilization Program which will assist families to purchase foreclosed homes.

Due to market conditions, the construction rental units have also decreased dramatically. A key funding source for the development of affordable rental units has been tax exempt bond financing and tax credits. However, due to market conditions, investors are less interested in tax exempt vehicles. In addition, with the exception of senior apartments, the vacancy rate has been relatively high. The vacancy rate for senior units in October of 2008 was 0.2 percent. The City and Redevelopment Agency worked with a developer of senior housing who completed construction of the 60 unit Senior Manor Apartments and is now working to submit requests for rezoning and entitlements to develop an additional 60 senior units. All rents of both projects will be available at 60% of median. The projects were/will be constructed on landbanked properties owned by the Agency and received below market rate interest loans funded by the LIHF. If more funding were available, the Agency could increase the affordability of these senior units and purchase additional land to subsidize future projects.

To leverage its LIHF, the Agency issued bonds in 2006 to acquire and rehabilitate substandard rental units on Callen Street and Bennett Hill Court. Seventy-four units were acquired. Once rehabilitation is complete, the units will be transferred to a non-profit housing entity for ownership and management as permanently affordable units. If feasible, the Agency intends to issue a second bond to acquire, rehabilitate, and transfer an additional 75 units.

**TABLE 55
 MAXIMUM AFFORDABLE PURCHASE PRICE FOR DIFFERENT HOUSEHOLD INCOME RANGES
 AND INTEREST RATES
 2008**

Income Category	5% APR			6% 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 \$37,700</i>	Below \$149,100	Below \$155,800	Below \$170,900	Below \$136,300	Below \$142,400	Below \$156,700
Low <i>\$37,700 to \$60,299</i>	Up to \$238,600	Up to \$249,200	Up to \$273,500	Up to \$218,000	Up to \$227,900	Up to \$250,700
Moderate <i>\$60,300 to \$90,499</i>	Up to \$358,200	Up to \$374,100	Up to \$410,500	Up to \$327,300	Up to \$342,100	Up to \$376,300
Above Moderate <i>Above \$90,500</i>	Above \$358,200	Above \$374,100	Above \$410,500	Above \$327,300	Above \$342,100	Above \$376,300

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 shown are based on 2008 income limits for Solano County published by California Department of Housing and Community Development.

Affordable housing amounts do not factor other household debts such as auto loans, student loans, installment loans, and/or revolving accounts. Other household debt may effectively lower the affordable purchase threshold.

7.3 ENERGY CONSERVATION

Development of California's Energy Standards

The State of California pioneered the development of energy conservation legislation, mainly as a result of the 1973 energy crisis. In 1974, the legislature adopted the Warren-Alquist State Energy Resources and Development Act, which established the Energy Resources Conservation and Development Commission (California Energy Commission). The Energy Commission was delegated the authority to adopt standards and regulations encouraging energy conservation in new buildings and rehabilitation of existing buildings.

The state building requirements that address energy conservation are included in Title 24 of the State Building Code. The State of California presently requires local governments to recognize and address energy conservation measures in the preparation of housing elements. Title 20 of the California Administrative Code, section 1406 gives local governments the authority to adopt more stringent standards and provides for documentation on energy savings and cost effectiveness.

Energy Conservation Programs

Local utility companies, in conjunction with state and federally funded initiatives, offer a number of programs to promote energy-efficient homes. Listed below are some of the programs that are currently active.

California Energy Star® New Homes Program – This PG&E administered incentive program is available to builders of single-family homes that are at least 15 percent more efficient than required by Title 24. A second tier of participation is available to builders of single-family homes that exceed Title 24 by 35 percent, demonstrate a 40 percent reduction in cooling load, and include solar generation as an option for buyers. For homes built in Climate Zone 12, Vacaville's designated microclimate, the current incentive amount equals \$500 per unit. Additionally, both tiers require that all appliances provided by the builder must be Energy Star qualified. PG&E will help prospective buyers locate homes that meet the Energy Star specifications.

California Multi-Family New Homes (CMFNH) – The CMFNH program sponsored by PG&E and administered by the Heschong Mahone Group, Inc. (HMG) facilitates and encourages energy-efficient design in multi-family housing through design assistance, cash incentives, and Energy Star marketing benefits.

Prescriptive Method – For builders not participating in either of the Energy Star programs, the Prescriptive Method provides incentives for specific features installed before December 31, 2008. Dated, itemized proof of purchase is required with installation location specified. Incentives will be paid only for measures that exceed 2005 Title 24.

Energy Efficiency for Multi-Family Properties – PG&E offers rebates to multi-family property owners and managers of existing residential dwellings that contain two or more units when they implement specified measures to increase energy efficiency. The program encourages the installation of qualifying energy-efficient products in individual tenant units and in the common areas of residential apartment buildings, mobile home parks, and condominium complexes.

New Solar Homes Partnership – The New Solar Homes Partnership (NSHP) provides financial incentives and other support for installing eligible solar photovoltaic (PV) systems on new residential buildings that receive electricity from qualifying utility companies. The California Energy Commission implements the New Solar Homes Partnership in coordination with the California Public Utilities Commission (CPUC) as part of the overall California Solar Initiative.

Residential Energy Efficiency Standards

The Energy Commission issued the current building energy standards in 1998, with an update in 2001. The standards for residential buildings incorporate different requirements for low-rise buildings (three or fewer stories) and high-rise buildings (four or more stories). Any building, building addition, or alteration that increases the heated or cooled floor area of a building must comply with the State Energy Conservation Standards. Enforcement of the standards is carried out during the building permit process by building departments.

The state standards require new residential buildings, alterations, and additions to existing buildings to meet or exceed a specific set of energy conservation requirements. Because energy use depends partly upon weather conditions, which vary considerably throughout the state, the Energy Commission has created 16 different “climate zones.” Each climate zone represents a distinct microclimate in the state. The energy conservation requirements are tailored for each climate zone. The City of Vacaville is located in Climate Zone 12.

There are two residential subdivisions being constructed with energy efficiency features beyond what is mandated by State Law. The 47-unit Ventana Court home project, still under construction, includes roof-mounted solar panels on all homes and is Vacaville’s solar home community. The 31-unit Sterling Chateau single-family residential subdivision is also a solar home community-featuring roof mounted solar panels. Other projects have followed the lead of the developers of these two projects and offered solar packages as an option to new homebuyers.

Compliance Methods

There are two compliance methods available to builders and designers of residential structures. The *prescriptive method* involves selection of prescribed compliance features from a list of alternative component packages. Each climate zone has four packages to choose from and each offers a different combination of energy conservation requirements. Parameters of the building, such as the insulation R-values of the walls and ceilings, percentage of glazing, the solar heat gain coefficient of the glazing, thermal mass area, and heating and cooling equipment efficiencies are required to meet specific minimums for each package.

The computer performance method requires the use of an Energy Commission-approved computer program. The computer program actually models the energy performance of the structure two ways. The energy budget is calculated for the structure through the use of a selected set of standard parameters set forth by the Energy Commission. The structure is then modeled with the parameters proposed by the designer. The predicted energy budget of the proposed design may not exceed the calculated energy budget of the structure modeled with the standard parameters of the Energy Commission. This method involves the most effort to demonstrate compliance; however, it does offer the greatest flexibility for design.

When using the computer performance method, additional compliance credit can be obtained for improvements in the quality of design, installation of heating and cooling ducts, and construction of less-leaky building envelopes. The compliance credit options require installer diagnostic testing and certification, as well as independent diagnostic testing and field verification by a certified Home Energy Rater.

Mandatory Energy Conservation Requirements

There are also mandatory energy conservation requirements that must be met by all new residential structures and by additions and alterations to existing structures. A condensed summary of these is listed on the mandatory measures checklist, or MF-1 form, submitted at the time of plan review to the City’s Building Division.

Adoption of Local Conservation Ordinances

The City of Vacaville implemented the California Green Building Standards Code in 2010, as mandated by law.

Conservation Policies for Subdivisions

It is unlikely that all developers will consistently take the initiative to incorporate conservation features into their projects during the planning and design phases of development unless they are cost-effective and buyers demand the features. The City's single-family design guidelines represent a logical place to include design guidelines for energy conservation. The types of policies that help to promote energy conservation are:

- Location of retail uses near new residential subdivisions.
- Providing access to schools, recreation facilities, and other public and private services that would reduce the need for automobile trips.
- Use of landscaping to help reduce the energy needs of residences (such as the use of deciduous shade trees).
- Policies to encourage building orientation that reduces east-west surface areas and, therefore, the amount of summer heat gain.
- Use of shaded south glazing to take advantage of winter insulation.
- Encouragement of solar energy by ensuring that new subdivisions allow for solar access to individual dwelling units. Solar access for passive and active solar systems (such as solar water heaters) must be protected for these systems to operate properly. The City can ensure solar access by establishing design guidelines that require a zone of unimpeded solar access for each residential building to make use of passive and/or active solar systems.
- Examination of the City's Zoning Ordinance to determine if building height, setback, and yard area requirements allow for sufficient solar access

Revisions to the City's Subdivision and Zoning Ordinances can evolve over a period of time sufficient to allow planners, land developers, and builders to acquire sensitivity to solar potential and other energy conservation measures.

7.4 PRIORITY FOR WATER AND SEWER PROVIDERS

Per Chapter 727, Statutes of 2004 (SB 1087), upon completion of an amended or adopted housing element, a local government is responsible for immediately distributing a copy of the element to area water and sewer providers. In addition, water and sewer providers must grant priority for service allocations to proposed developments that include housing units affordable to lower-income households. Chapter 727 was enacted to improve the effectiveness of the law in facilitating housing development for lower-income families and workers.

Local public and/or private water and sewer providers must adopt written policies and procedures that grant a priority for service hook-ups to developments that help meet the community's share of the regional need for lower-income housing. In addition, the law prohibits water and sewer providers from denying, conditioning the approval, or reducing the amount of service for an application for development that includes housing affordable to lower-income households, unless specific written findings are made.

CHAPTER 8

EVALUATION OF THE PREVIOUS HOUSING ELEMENT

Between January 1999 and December 2008, Vacaville added 5,099 residential dwelling units, based on approval of final occupancy for building permits. It should be noted that the original timeframe of the Housing Element was 1999 through 2006, however, the evaluation of progress is based upon a 1999 to 2008 timeframe because State law extended the due date for the new Housing Element to 2009. The total units produced from during the timeframe were short of the total goal due to an unforeseen slowdown in new construction as a result of the recession which began to impact the residential market during the prior Housing Element's timeframe.

Table 56 provides a snapshot summary comparing the ABAG designated housing need and the goals adopted in the prior Housing Element as compared to actual new construction, acquisition/rehabilitation and conservation/preservation. Table 57 provides a detailed analysis of the new construction accomplished by affordability categories during the Housing Element timeframe.

Table 58 provides a detailed evaluation of all quantified goals that were adopted in the prior Housing Element. In addition to the new construction, a total of 1,143 units were conserved/preserved through Federal rental assistance Housing Choice Vouchers, including 99 units that chose to opt-out of their affordability agreements with HUD and were consequently provided Vouchers to maintain affordability for the families in place. During this period, 365 multifamily units were rehabilitated in exchange for 55-year affordability agreements; 93 single-family homes for low and moderate-income families were rehabilitated with no deed restrictions. The Vacaville Redevelopment Agency also acquired 74 substandard units, which will be rehabilitated and transferred to a non-profit housing agency for ownership and management; these units will be permanently affordable. Through the Down Payment Assistance Loan and Shared Equity Loan programs, 669 families were able to purchase their first homes. Finally, the local 24-bed homeless shelter continued to assist to homeless women and children in the community.

TABLE 56
SUMMARY OF PROGRESS MADE IN MEETING QUANTIFIED GOALS FOR PRIOR HOUSING
ELEMENT
JANUARY 1999 TO DECEMBER 2008

	Very Low and Low Income (Less than 80% of Median)	Moderate Income (80 to 120% of Median)	Above Moderate Income (Over 120% of Median)	Total
ABAG Housing Needs Determination	2,164	1,194	2,007	5,365
New Construction 2000-2007				
Goal	1,080	1,772	2,773	5,625
(Actual)	863	1,565	2,671	5,099
Existing units acquired/rehabilitated				
Goal	575	20	0	595
(Actual)	443	15	0	458
Existing units conserved/preserved				
Goal	1,145	0	0	1,145
(Actual)	1,143	0	0	1,143

Source: City of Vacaville Web Based Land Use Database Management System (WBLUDMS),
City of Vacaville Department of Housing and Redevelopment

**TABLE 57
PROGRESS MADE IN MEETING HOUSING NEED FOR PREVIOUS HOUSING ELEMENT**

	Very Low	Low	Moderate	Above Moderate	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 CONSTRUCTED	129	734	1,565	2,671	5,099
<i>Jan. 1999 to June 2001¹</i>	94 ²	371 ³	737 ⁴	958	2,160
<i>July 2001 to Dec. 2001⁵</i>	0	89 ⁶	91 ⁷	115	295
<i>Calendar Year 2002⁵</i>	2 ⁸	0	69 ⁹	148	219
<i>Calendar Year 2003⁵</i>	2 ⁸	88 ¹⁰	111 ¹⁴	142	343
<i>Calendar Year 2004⁵</i>	18 ¹³	113 ¹¹	450 ¹²	234	810
<i>Calendar Year 2005⁵</i>	1 ⁸	0	5 ¹⁶	274	280
<i>Calendar Year 2006⁵</i>	0	0	0	294	294
<i>Calendar Year 2007⁵</i>	7 ¹⁷	10 ¹⁹	38	305	360
<i>Calendar Year 2008⁵</i>	8 ¹⁸	60 ²⁰	64	201	333
REMAINING NEED	1,120	181	(-371)	(-664)	266

Notes:

- ¹ Includes permits issued during the time period and units which were issued occupancy permits during the January 1999 to June 2001 period.
- ² Saratoga Apartments Phase 1 and 2 (92 units); Habitat for Humanity houses (2 units).
- ³ Saratoga Apartments Phase 1 and 2 (136 units); Walnut Grove Apartments (64 units); Country Gardens Apartments (171 units).
- ⁴ River Oaks Apartments (312 units); The Commons Apartments (208 units); 117 homes in market rate subdivisions.
- ⁵ Data is units finalized.
- ⁶ The Oaks Apartments.
- ⁷ Market rate subdivisions.
- ⁸ Secondary living units.
- ⁹ Homes in market rate subdivisions. The Commons Apartments were finalized in this time period but are previously credited in 2001 when permits were issued.
- ¹⁰ Lincoln Corner Apartments (22 units restricted for low income); 66 Morgan Park Apartments.
- ¹¹ Lincoln Corner Apartments (89 units restricted to low income); 24 Rose Garden Senior Apartments.
- ¹² 312 Northpointe Apartments and homes in market rate subdivisions.
- ¹³ 5 secondary living units; 13 Lincoln Corner Apartments (restricted for very low income).
- ¹⁴ Morgan Park Apartments (82 2bd/2ba and 3bd units); housing units in market rate subdivisions.
- ¹⁵ The moderate and above moderate income need has been met and construction has exceeded the need.
- ¹⁶ Golf Course Estates Senior Restricted Subdivision and Villagio.
- ¹⁷ 3 secondary living units; 4 Habitat for Humanity duet units.
- ¹⁸ 8 Secondary Living Units.
- ¹⁹ 10 Units at Lincoln Corner (restricted for low income).
- ²⁰ 60-unit Senior Manor (restricted for low income seniors)

**TABLE 58
PROGRESS MADE IN MEETING QUANTIFIED AFFORDABLE HOUSING GOALS
1999 TO 2008**

Program (Policy)	Units Affordable To Income Ranges											
	Total		Very Low Income		Low Income <60%		Low Income <80%		Moderate Income		Above Mod. Income	
	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual
NEW CONSTRUCTION	5,625	5,099	90	129	330	248	660	486	1,772	1,565	2,773	2,671
TOTAL												
Without Affordability Restrictions	4,880	4,673		20			495	417	1,612	1,565	2,773	2,671
With Affordability Restrictions	745	426	90	109	330	248	165	69	160			
REHABILITATION AND CONSERVATION TOTAL	972	843	552	495	280	187	120	146	20			
Acquired and/or Rehabilitated with Affordability Restrictions	535	365	165	53	270	181	100	131				
Rehabilitated without Affordability Restrictions	60	93	10	57	10	6	20	15	20	15		
Preserved through Housing Choice Voucher Program*	286	286	286	286								
At Risk Units Preserved	91	99	91	99								
HOUSING SUPPORT SERVICES												
Housing Counseling/Fair Housing Counseling Services	3,000	2,696	1,500	1,172	1,000	1,057	500	380		87		
Assist Providers of Emergency Rental Assistance to Provide:												
Shelter Nights	7,500/yr.	32,860	7,500/yr.	32,860								
Transitional Housing to Families	10/yr.	5/yr.	10/yr.	5/yr.								
Emergency Vouchers	550	1,067	550	1,067								
Emergency Rental Assistance	1,000	60	1,000	33		27						
Operate the Housing Choice Voucher Program **	1,145	1,143	1,145	1,143								
Provide Mortgage Subsidy to Reduce Rents	80	70	80	70								
Provide Loans for First Time Home Buyers	500	528		7								
						11	100	196	400	314		

* 286 additional vouchers were acquired.

** Includes 286 additional vouchers acquired.

8.1 CONSTRUCTION AND ACQUISITION

Guiding Policies

- 8.1-G 1** Ensure a supply of housing of differing type, size, and affordability in order to meet Vacaville's housing needs.
- 8.1-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.
- 8.1-G 3** Remove constraints to the production and availability of housing to the extent consistent with other General Plan policies.
- 8.1-G 4** Ensure the development and availability of housing appropriate for special needs groups.
- 8.1-G 5** Establish development and construction standards that encourage energy conservation in residential areas.
- 8.1-G 6** Aggressively participate in all programs, state and federal, private and public, suitable for maintaining and increasing the supply of affordable housing.
- 8.1-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

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

Implementation Evaluation: During the timeframe of the Housing Element, the following projects with density bonuses were approved: Lagoon Valley (1,025 units); Saratoga Apartments Phase I (108 units); The Oaks Apartments (89 units); and Lawrence Drive Apartments, also known as the Senior Manor (60 units).

In 2008, the City Council adopted a new Density Bonus Ordinance in compliance with SB 1818 and SB 435. Prior to the adoption of the new ordinance the Planning Commission held a study session to educate the developers and the general public about density bonus law.

- 8.1-I 2** The Planned Growth Ordinance shall continue to provide exemptions for the constructions 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.

Implementation Evaluation: The Planned Growth Ordinance was revised in 2000 to create a simpler allocation process. 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. The City Council has considered several requests for special allocations since 2000 and has never denied a request.

- 8.1-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.

Implementation Evaluation: In 2004, the Council approved the Southtown Development Agreement, which required secondary dwelling units to be constructed on a certain percentage of large lots within the development. The total number of secondary living units was left at the discretion of the Planning Commission. In 2005, the Planning Commission approved the house plans for Southtown phases 1 and 1A, which included the proposal to construct 20 percent of the total lots with secondary living units (39 lots). As of January 2009, 14 secondary living units have been constructed within the Southtown development; construction of the remaining units is pending.

- 8.1-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.

Implementation Evaluation: In 2003, the City Council adopted Ordinance 1708, approving the Residential Urban High Density Overlay district located in Downtown Vacaville. This district allows mixed use and residential developments to be constructed with a density of up to 36 units per acre. In 2008, the city Council adopted the Opportunity Hill Master Plan for lands within the eastern part of Downtown Vacaville that are owned by the Vacaville Redevelopment Agency; at the same time, the City Council initiated General Plan and zoning amendments required in order to proceed with implementation. The plans allows for an intensification of lands use including residential uses up to 65 units per acre. The next steps for implementation are study sessions with the Planning Commission in advance of public hearings to consider amendment of the General Plan and Land Use and Development code; these hearings will commence by December 2009.

- 8.1-I 5** 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.

Implementation Evaluation: In October 2001, the City Council approved Resolution 2001-127, which deleted Land Use Policy 2.2-I 3, known as the Apartment Percentage Policy.

- 8.1-I 6** Assist affordable housing developers to construct 1,010 housing units affordable to households with incomes below 80 percent of median, with 68 percent of these units being affordable at 60

percent 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's Department 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, DHR 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, DHR 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 percent of median (20 of them for households with incomes below 30 percent of median) have been constructed. 120 units affordable to households with incomes under 60 percent of median are under construction (20 of them for households with incomes below 40 percent of median). Funding has been committed for an additional 124 new units, all of which are affordable below 80 percent of median and 68 of which are affordable below 60 percent of median.

Implementation Evaluation: During the planning period, 242 units for households with incomes below 60 percent of median were constructed. These included 20 for households with incomes below 30 percent of median, 20 for households with incomes below 40 percent of median, and 4 Habitat for Humanity units. In addition, construction began on the 60 unit Senior Manor Apartments which have affordability restrictions below 60 percent of median income.

8.1-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 housing. The Department of Housing and Redevelopment shall pursue development of the property by 2006.

Implementation Evaluation: The Department of Housing and Redevelopment owns the 8.4 acre site. In 2004, the Vanden Town Home project, consisting of 56 apartments and 36 town homes, and 1 manager's unit, was approved. In 2005, the project was granted a 1 year time extension. Due to factors outside of the City's control, the project was not constructed and the agreement with the developer lapsed. The site, referred to as the Vanden Road Town Home site, has been included on the Inventory of Vacant Residential Lands.

8.1-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.

Implementation Evaluation: The City continues to implement the Residential Overlay District Ordinance by permitting apartments to be constructed on lands zoned for commercial development. Following the adoption of the previous Housing Element, the Commons and Lincoln Corner complexes were completed. In addition, the Northpointe Apartment complex (312 units) was constructed as a result of this policy. The Nut Tree Ranch Policy Plan was approved with a Residential Overlay, permitting mixed-use development. The Nut Tree Master Plan includes a 10-acre property identified for apartments (180 units).

- 8.1-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 the Department of Housing and Redevelopment.

Implementation Evaluation: The City continues this ongoing effort. Following the adoption of the previous Housing Element, two market-rate non-senior apartment complexes have been approved: Northpointe Apartments and the Villas at North Village. Northpointe Apartments was approved and constructed with 16 three-bedroom units. The Villas at North Village project does not include three-bedroom units and as of April 2009, had not commenced construction.

- 8.1-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.

Implementation Evaluation: In Spring 2009, Community Development staff evaluated the existing residential development building standards. It was determined that the City implements Title 14 and Title XX of the Uniform Building Code, which requires all multifamily units be adaptable to meet accessibility requirements. Single family construction is not required to be adaptable. Typical single family modification requests include the construction on an accessible ramp to the entry. This requires a building permit and a staff-level planning review. No constraints were identified, however, the new housing programs section of this Housing Element includes a program to allow accessible ramps to allow disabled access to single family homes to encroach in required setback areas.

8.2 REHABILITATION AND CONSERVATION

Guiding Policies

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

Implementing Policies

8.2-I 1 Continue to enforce housing affordability agreements between the owners and the City/Redevelopment Agency.

Implementation: This is ongoing and enforced by the Department of Housing and Redevelopment. Currently there are 29 affordability agreements covering 737 units. During the planning period, it is expected that DHR will monitor 40 agreements covering 1,380 units.

Implementation Evaluation: As part of the program design, below market rate loans are made to owner-investors who are willing to enter into long-term affordability agreements. In addition, Shared Equity Loans are made to first-time homebuyers and are restricted by affordability agreements. There are now 103 affordability agreements covering 967 units, including single-family homes purchased under the Shared Equity Loan programs. The terms of these loans are generally 30 years or longer, with most being 55 years.

8.2-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 Department 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 percent of median. Approximately \$8 million of Redevelopment LIHF will be used for this activity over the planning period. In addition, DHR 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.

Implementation Evaluation: During the planning period, the Department of Housing and Redevelopment provided residential rehabilitation loans to facilitate acquisition and/or rehabilitation of 365 rental units and provided loans for 93 owner-occupied units. This was accomplished using \$7,205,000 of funding for the local Redevelopment Low Income Housing Fund (LIHF) and \$2,600,000 from the Federal HOME program. In addition, 528 families were assisted in purchasing their first homes with Down Payment Assistance Loans and Shared Equity loans totaling \$8,019,530 funded by the LIHF.

8.2-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. DHR, 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 are encouraged to participate.

Implementation Evaluation: During the planning period the city expanded the Housing Choice Voucher Program from 849 to 1,143 vouchers. As a part of the program, during the planning period, approximately 1,300 housing units were inspected annually to ensure compliance with federal Housing Quality Standards.

8.2-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 Department of Housing and Redevelopment. The Department 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.

Implementation Evaluation: The City's Code Compliance Division continues to manage on average over 3,500 complaints annually, including approximately 2,000 complaints related to the Public Nuisance Ordinance. This Ordinance was revised in August 2008 to address the increase in foreclosed homes that were beginning to create blight and were becoming potential safety hazards. This has given City staff the necessary tools to ensure these vacant units are maintained appropriately and do not create neighborhood blight.

In addition, through the efforts of the Neighborhood Team, procedures have been established to abate properties that pose significant health and/or safety issues. These procedures also provide for the resident/owner to appeal the abatement.

- 8.2-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 Department of Housing and Redevelopment conducts an annual rental survey to determine the vacancy rate. On an ongoing basis the Community Development Department enforces the Condominium Conversion Ordinance.

Implementation Evaluation: During the planning period, one apartment complex, Whispering Oaks, successfully completed the Condominium Conversion process. The apartment survey was conducted annually during the planning period.

- 8.2-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 administered by the Department 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 in 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 the time, DHR would work with the current and/or new owner to ensure that the units continue to remain permanently affordable.

Implementation Evaluation: During the planning period, Shasta Terrace Apartments did "opt out" of their affordability agreement with HUD. To ensure continued affordability of housing for the families in these units, HUD provided the VHA with Tenant Protection Vouchers for each eligible household. If the family ever leaves the Housing Choice Voucher Program for any reason, the Voucher remains with the VHA to issue to another

eligible family, thereby maintaining housing affordability for the same number of Vacaville residents.

8.3 HOUSING SUPPORT SERVICES

Guiding Policies

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

Implementing Policies

- 8.3-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 Department of Housing and Redevelopment's Housing Counseling Center programs, consisting of many different activities.

Implementation Evaluation: 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 promoted fair housing opportunities through its Housing Counseling Center, various financial assistance initiatives, and affordable housing/neighborhood revitalization programs. The City's HUD-Certified Housing Counseling program continued to provide information and referrals to landlords, tenants, homeowners and people experiencing homelessness on a wide variety of topics, including landlord/tenant disputes, finding and securing housing, 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 called or came in. The Housing Counseling program actively promoted fair housing education by sponsoring, in partnership with others, Fair Housing Workshops, Landlord Training, Tenants' Rights' Workshops, Tenant Credit Repair Workshops, and contributing to the VHA's semi-annual landlord/tenant newsletter. Housing Counseling staff continued to work closely with local churches, local non-profit agencies, Legal Services or Northern California, the California Rental Apartment Association, and the U.S. Department of Housing and Urban Development to ensure community support for fair housing concerns and provided approximately 3,000 housing and family resource services each year.

The City continued to celebrate Fair Housing Month each April by promoting youth and adult education and outreach activities including art contests in partnerships with local businesses and the Vacaville Neighborhood Boys and Girls Clubs, public service announcements and features on the local television cable channels, newspaper articles and editorials, public forums and workshops, and first-time homebuyer workshops conducted in Spanish. In addition, all Department of Housing and Redevelopment publications include the Fair Housing logo.

8.3-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 by the Department 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 homes shelter in Vacaville, Opportunity House, and assist 10 families per year with transitional housing.

Implementation Evaluation: Throughout the reporting period, the City continued to partner with VSSC by allocating a liaison who attends Board meetings to provide information regarding the City, and by looking for a new location for the Opportunity House shelter for the homeless in order for them to expand and serve more clients. VCWA continued to receive assistance from the City in the form of staff time to provide supportive assistance in the administration of emergency vouchers. The Salvation Army received low-rent space in the City's Social Service Complex prior to closing its Vacaville office. The City continued to work with other agencies who serve the homeless by participating in meetings, on Boards, and working cooperatively to provide services to those experiencing homelessness.

8.3-I 3

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

Implementation: This is an ongoing program by the Department 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. DHR 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 households to stay overnight at motels. The program often bridges the gap between moving to 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 CalWORKS Homelessness Program. (In general, CalWORKS 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 CalWORKS Advisory Committee to provide local feedback and input on how the overall CalWORKS 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 Center program described above and therefore is operated through funding for that program.

Implementation Evaluation: At its inception, the VCWA emergency housing program provided one month's rent until 1995. At that time, the program was redesigned to provide overnight vouchers at motels. The City has since administered this program on behalf of VCWA through the Department of Housing and Redevelopment and the Police Department's F.I.R.S.T program. The City also conducted screening for the Season of Sharing program. The privately funded program provided emergency rental assistance to eligible lower-income Vacaville households. These programs assisted nearly 750 households with emergency housing over the reporting period.

Vacaville experienced a dramatic flood on December 31, 2005 which damaged over 500 homes. VWA played a crucial role in raising money and coordinating efforts with the City, the Salvation Army and the Red Cross to provide emergency hotel stays for flood victims.

During this reporting period, the Solano County Health and Social Services Department suspended their CalWORKS Homelessness Program due to budget constraints and a higher than expected utilization rate.

8.3-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 Department of Housing and Redevelopment.

The Housing Choice Voucher Program will continue to be administered on behalf of the Vacaville Housing Authority (VHA) by the department 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 was notified that it was 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.

Implementation Evaluation: The Department of Housing and Redevelopment has administered the Section 8 Program since 1978. In 1998, the US Department of Housing and Urban Development merged the Section 8 Certificate Program and the Voucher Program 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 by 24 vouchers during the reporting period to a total of 1,143 (these 24 vouchers were in the form of Tenant Protection for households in the Shasta Terrace Apartments, which opted out of its affordability agreement). The approximate annual turnover rate for households assisted with vouchers was approximately 17 percent during the reporting period. This enables the Housing Authority to assist over 1,300 families 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 percent of median income). During the reporting period, 70 subsidized units have been purchased using this mechanism.

8.3-I 5 Continue to provide mortgage subsidies to increase affordability to levels below 50 percent of median.

Implementation: This is an ongoing program implemented by the Department 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 percent and 60 percent of median. When feasible, LIHF and/or HOME funds will be loaned in exchange for affordability below 50 percent of median. The goal is to reduce affordability to below 50 percent for 80 units for which approximately \$2.5 million of LIHF/HOME will be utilized.

Implementation Evaluation: Redevelopment Agency Low-Income Housing Funds have been used to provide mortgage subsidies in exchange for affordable restrictions for very-low income households with incomes less than 40 percent of median (20 units) and for families with extremely low incomes of less than 30 percent of median income (50 units).

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

Implementation: This is an ongoing program by the Department 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 Down Payment Assistance Loan program using approximately \$4 million of Redevelopment Low-Income Housing Funds. This program permits households making up to 115 percent 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 Center'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 percent of median, and 400 will have incomes between 80 percent and 120 percent of median.

Implementation Evaluation: During the reporting period, the efforts to provide MCC's or assistance through the Rural Gold Program to Vacaville residents was replaced by the modification and expansion of Vacaville's First Time Homebuyer Programs. In 1996, the City developed a Down Payment Assistance Loan payment program using Redevelopment Low-Income Housing Funds. Households can make up to 115 percent of median income to be eligible for loans of up to \$10,000 (maximum award). The program has since been updated to allow up to \$15,000

loans and maximum income of up to 120 percent of median income. 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.

Due to extremely high home prices in Vacaville during the reporting period, the City created the Shared Equity Loan Program as a form of gap financing to assist first-time homebuyers to purchase homes when they would otherwise be priced out of the market. In order to be eligible for a Shared Equity Loan, a household cannot earn more than 100 percent of median income, and may borrow up to \$50,000. An affordability agreement is required. A similar program has been established for participants in the Section 8 Homeownership Program, where typically a household earns less than 50 percent of median income. Since inception of these three programs, Vacaville has provided 861 down payment assistance and shared equity loans, totaling over \$9 million dollars to low and moderate income families.

8.3-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 Department 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 Department 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.

Implementation Evaluation: During the reporting period, 48 families received relocation benefits. The relocations were necessary due to the Agency's efforts to address blight and expand the supply of affordable housing. Families were relocated from substandard housing units that were either rehabilitated or removed. Those units that were removed will be replaced by new, permanently affordable units of similar size.

8.4 PROGRAM EVALUATION

Guiding Policies

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

Implementing Policies

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

Implementation: Annually the Department 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 Department of Housing and Redevelopment will provide an annual report to the Planning Commission and the 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 decision. 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 Department of Housing and Redevelopment conducts a housing conditions survey. Also the Redevelopment Plans require progress reporting every 2 1.2 years. The Consolidated Plan requires updating every 5 years and is reviewed annually.

Implementation Evaluation: Vacaville continued to conduct the Annual Vacancy and Rent Survey every year during the reporting period. The survey showed that during the reporting period, the vacancy rate increased dramatically, starting at 1 percent in 1999 and peaking at 8 percent in 2005. A rental market is considered balanced if the vacancy rate is between 3 to 5 percent. The rate stabilized to a more reasonable 4.6 percent in 2006, 3.7 percent in 2007 and 5.0 percent in 2008.

A windshield survey of units was conducted in March of 2009 to determine the condition of the existing housing stock. The survey concentrated on units located in the City's four Community Development Block Grant (CDBG) areas that were constructed prior to 1980. Nearly half of the housing units in the target areas were in need of rehabilitation.

In 2004, the Community Development Department and Housing and the Housing and Redevelopment Agency prepared the "Housing Affordability Report," a study which documented housing ownership and rental trends, housing costs, affordability of housing, and potential new programs for City Council consideration. The City Council reviewed the report and directed Staff to proceed with the implementation of several new programs and policies.

8.4-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 is 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.

Implementation Evaluation: During the reporting period, the Department of Housing and Redevelopment provided updates to the City Council (also acting as the Redevelopment Agency and the Housing Authority Board), the Housing and Redevelopment Commission, the Planning Commission, the CDBG Ad Hoc Committee, and its funding sources, including 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 the

US Department of Housing and Redevelopment. Numerous public hearings were also held where information was provided as to the goals and outcomes of programs administered by the Department. Some of the reports provided to these various sources include the CDBG Consolidated Plan, Annual Action Plan and CAPER, as well as the Public Housing Agency 5-Year Plan and Annual Plan.

During the planning period, the City Council reviewed an annual report, the Status of the General Plan Report, and forwarded it to the State Department of Housing and Community Development as required by State Law.

In addition, in 2004, the Community Development and Housing and Redevelopment Departments jointly prepared the third comprehensive Housing Affordability Study. As a result of the study, the City Council initiated several new housing related actions including the reduction of impact fees for detached secondary living units and initiation of a land use study to examine opportunities for Urban High Density Residential densities in the Downtown. Some of the recommended actions in that study are incorporated as new housing policies and programs in the new Housing Element.