Vacaville General Plan

2015-2023 Housing Element

Adopted
May 12, 2015

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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 eight 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 purpose of maintaining internal consistency in the General Plan is to avoid policy conflict and provide a clear framework for the maintenance, improvement, and development of housing within the city. The purpose of maintaining internal consistency in the General Plan is to avoid policy conflict and provide a clear framework for the maintenance, improvement, and development of housing within the city. The City will continue to maintain General Plan consistency by reviewing the Housing Element as other elements are updated or amended. The Housing Element envisions housing development on land designated for such development by the 1990 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 2007-2014 HOUSING ELEMENT

This Housing Element updates the 2007-2014 Vacaville Housing Element, which was adopted in 2010. Policies of the 2007-2014 Housing Element were reviewed and evaluated in preparing the new housing program. The City's success in implementing the goals of the 2007-2014 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 2007-2014 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.

*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.

Senior Roundtable Presentations

Vacaville has a relatively large and active senior population. To encourage ongoing discussions between the City and the senior community, the City established the Senior Roundtable in January 2000 as a community collaborative for senior issues. Almost 50 government and community organizations are represented. The mission of the Senior Roundtable is to:

- Identify the vision for seniors in our community in order to help focus the programs of participating agencies.
- Conceptualize and create new programs for seniors and then assist in their development.
- Provide a forum for networking and dialog among members to promote formal and informal support.

On November 21, 2013 and October 16, 2014, the City provided a presentation on the City's pending General Plan and Housing Element updates to the Senior Roundtable and solicited comments, questions, and concerns raised by the senior community. Topics raised at these meetings included, but were not limited to the following:

- The need for affordable senior housing.
- The need for the City to plan and help seniors to "age in place."
- The need for smaller, single story homes for seniors.
- The need for easy and close access to senior social services.
- The desire for the Housing Element to cross reference other General Plan policies supporting senior housing and services.

Stakeholder Interview

To solicit questions, comments, and information about the community's housing needs from key stakeholders, the City individually invited representatives from the social services, development, and housing communities to a facilitated discussion on June 4, 2014. Attendees included representatives from the following organizations:

- California Apartment Association (Napa-Solano)
- Child Start of Napa and Solano Counties
- Community Action Partnership of Solano County
- Downtown Vacaville Business Improvement District
- Legal Services of Northern California
- Local residential developers, property owners, realtors, and property managers
- North Bay Housing Coalition

- Northern Solano County Association of Realtors
- On My Own
- Opportunity House
- Solano Affordable Housing Foundation
- Solano Community Foundation
- Vacaville Community Housing
- Vacaville Social Services Corporation

Additional people and groups were invited to the meeting, and they will continue to be informed regarding Housing Element activities. Several issues were discussed, including, but not limited to:

Location of Affordable Housing

- Allowing secondary units on larger lots with reduced fees
- Need for affordable rental and ownership opportunities
- Redeveloping Brown Street to avoid flood insurance and meet the need for extremely low-income housing
- Perception that there is no available vacant land for affordable housing within city limits
- Where to locate affordable housing and how to reduce the concentration of low-income housing
- Whether affordable or market-rate housing is appropriate in the downtown, and downtown parking concerns

Extremely Low-Income Housing

- Concerns regarding transients, safety, illegal activity, enforcement, and the upkeep of low-income housing
- Supporting homeless and low-income residents with services as well as housing, including services, amenities, and activities near housing

Funding Issues

- Unavailability of funds for building affordable housing
- Development fees
- The pros and cons of an inclusionary housing policy
- Whether to build housing for low-income residents, or focus on extremely low-income residents
- The difficulty of making new construction “pencil out” at an affordable price

Market-Rate Housing

- Executive housing for business and job attraction
- Housing for seniors, including single-story units and cooperatives

- Existing oversupply of two-bedroom units
- Need to increase the stock of:
- Small one-bedroom and studio/efficiency units
- Family-friendly three- and four-bedroom units
- Large-lot, single-story single-family houses
- Small mobile and manufactured homes
- Small, single-story homes with small yards for seniors (such as those at Maplewood)
- Community support for mixed-use housing above retail

As a result of the discussions with the Senior Roundtable, the stakeholder meeting, and subsequent individual meetings with some of the stakeholder members, the City incorporated housing policies and programs into this document to address many of these issues, including addressing the need for units with many bedrooms by supporting a proposed development in the Rocky Hill area, and supporting housing for residents with special needs. Many of the other issues are already addressed in the existing housing element. Housing policies resulting from public participation are listed in Section 1.5, below.

Public Meetings

The Planning Commission held study sessions on July 15, 2014 and December 16, 2014 to review the Housing Element update process, the RHNA, and to request input regarding proposed housing programs and policies. On April 21, 2015, the Planning Commission held a public hearing to consider the merits of the Housing Element and voted to recommend that the City Council adopt the Housing Element. On April 28, 2015, the City Council held an informational meeting to solicit public comment and input prior to scheduling the Housing Element for an adoption hearing. 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 Element adoption hearing is scheduled for May 12, 2015.

Comment Letter on Draft Housing Element

On March 5, 2015, the City received a comment letter from Legal Services of Northern California (LSNC). The letter included recommendations on how to improve the Housing Element. Recommendations were made regarding:

- Increasing public participation
- Explaining why specific housing policies identified in the 2007-2014 Housing Element were not implemented
- Expanding the analysis of the housing needs of specific vulnerable populations
- Alternative funding sources following the dissolution of redevelopment in California
- Providing additional affordability information for specific housing sites Including the cost associated with development standards
- Including the cost associated with development standards

As a result of the letter received from LSNC, the City is committed to doing more public outreach prior to the Housing Element adoption hearing; additional information and clarification language has been added to the Housing Element; and two new housing policies have been added, while two additional policies have been amended, to incorporate some of the recommendations.

1.5 HOUSING POLICIES RESULTING FROM PUBLIC PARTICIPATION

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

Guiding Policies

H.1 - G 5 Support the development of permanent, affordable, and accessible housing, along transit lines and near services, that allows people with disabilities to live independent lives integrated into the larger community.

H.1 - G 6 Encourage universal design in new housing developments to support both accessibility for residents with disabilities as well as visitability of friends and neighbors by people with disabilities.

Implementing Policies

H.1 - I 6 Give priority to special needs housing and residential care facilities by allowing for reduced processing time and streamlined procedures for special needs housing land use applications.

H.1 - I 7 Include preferential handling of special needs populations, such as domestic violence cases, youth aging out of foster care, the developmentally disabled, single parents, etc., in the management plans and regulatory agreements of funded projects.

H.1 - I 8 Consider adopting a Universal Design ordinance incentivizing accessible design features in new residential development to support visitability, which allows people with limited mobility to stay integrated with the community.

H.1 - I 11 Work with private and non-profit developers to target subsidies and programs, including the Density Bonus Ordinance, to encourage the inclusion of three- and four-bedroom units in affordable rental projects.

H.3 - I 16 Evaluate the impact of the City's crime free multi-family policy to consider whether refinements are needed to the City's screening policies**.**

H.3 - I 17 Continue to work with non-profit organizations and social service agencies that provide after school programs for childcare in low-income neighborhoods.

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 (2010) Census, except in a few instances where information was available from the 2008-2012 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 2010 Census is considered the most reliable source of demographic information, other more recent sources of data may provide a better snapshot of today's demographics. 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 2008-2012 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.

Appendix A provides a list of City documents and standards available upon request.

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CHAPTER 2
HOUSING PROGRAMS

This chapter describes the strategies to be carried out during the fifth cycle of the Housing Element Update, from January 31, 2015 to January 31, 2023, to meet Vacaville's housing needs. The policies and programs listed in this chapter 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, such as support services to entities serving the homeless, rental assistance, assistance for first time homebuyers, housing counseling, and fair housing assistance.

Prior to the dissolution of redevelopment in California, the Vacaville Redevelopment Agency (Agency) placed 20 percent of its tax increment revenues into a Low and Moderate Income Housing Fund (LMIHF) as required. During previous Housing Element planning periods, approximately $52 million of LIHF was used to carry out affordable housing activities. Upon dissolution, the Agency's affordable housing LIHF cash balance was turned over to the County Auditor-Controller for distribution to the taxing entities. The City became the Successor Housing Agency to the former Agency and received approval of its Housing Assets List from the Department of Finance (DOF). The list included 81 real properties purchased by the former redevelopment agency with the intention of developing affordable housing and a loan portfolio consisting of primarily deferred or forgivable loans to individual homebuyers/owners and affordable housing non-profits.

Senate Bill 341 (SB 341) effective October 13, 2013 dictates how any funds that may be received by the City, as Housing Successor, must be expended (such as loan repayments or proceeds from sale of property). This includes targeting expenditures to households earning 80 percent or less of area median income (AMI). 30 percent of funds received must be spent on housing for households earning 30 percent or less of AMI, 20 percent of funds received must be spent on housing for households earning between 60 and 80 percent of AMI over a five-year period.

In 2012, the City approved a Housing Strategy to sell some real properties and develop other properties as affordable housing as originally intended. Proceeds from any property sales must be used in accordance with applicable Community Redevelopment Law and SB 341 as amended by Assembly Bill 1793.

The City will need to identify and seek alternate sources of funding to fill the gap left with the end of redevelopment. The City hopes it will see this gap partially filled by statewide strategies such as cap and trade funding for affordable, transit-oriented housing as part of the California Homes and Jobs Act (SB 391). Without a permanent source of funding for affordable housing, the City anticipates that public-private partnerships will be created in order to solicit a variety of layered funding sources in order for affordable housing developments to be financially feasible. The principal assumption made is that the City will aggressively pursue a wide variety of resources to meet its housing needs.

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, as shown in Chapter 8 (Evaluation of the Previous Housing Element).In addition, Vacaville has a very large supply of older apartment units, which typically help provide for lower income households.

The two major funding sources for supportive housing activities are the HUD Housing Choice Voucher Program (approximately $85 million during the planning period) and Community Development Block Grant Funds (approximately $3 million during the planning period). The programs and annual goals are described in Section 2.4 (Housing Support Services).

The Housing Element goals, policies, and programs are based on the City's commitment to affordable housing, available resources, past experience, 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 June 2014 stakeholder interview.

Table 1 shows the number of units to be achieved during the period January 31, 2015 through January 31, 2023. 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 2 provides a detailed breakdown of the quantified goals.

TABLE 1 SUMMARY OF QUANTIFIED GOALS FOR JANUARY 31, 2007 2015 THROUGH JANUARY 31, 2023

	Very-low and Low Income	Moderate Income	Above Moderate Income	Total
Housing Need (ABAG Housing Need Determination)	**421**	**173**	**490**	**1,084**
New Construction Goal	472[a]	0	4,356	**4,828**
Existing units acquired and/or rehabilitated	195[b]	20	-	**215**
Existing units conserved/preserved	274	-	-	**274**

[a] Six of these units will be restricted to households with income below 30 percent of the local area median (AMI), with another 30 units affordable to, though not restricted to, households with income below 30 percent of the local area median (AMI).
[b] 17 of these units will be restricted to households with income below 30 percent of the local area median (AMI).

The goal is for 472 new units in the very-low and low-income ranges to be constructed. At least 216 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 667 units affordable to low-income households, with 337 of these units affordable to households earning below 60 percent of the median household income; 121 of these units affordable to households earning below 50 percent of the median household income; and 23 of these units affordable to households earning below 30 percent of the median household income.

TABLE 2 VACAVILLE QUANTIFIED AFFORDABLE HOUSING GOALS, JANUARY 31, 2015 TO JANUARY 31, 2023

		Units Affordable to Income Ranges					
	Total Units (Goal)	**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**	**Above Moderate (above 120% of median)**
New Construction							
Units with Affordability Restrictions	**472**	6	33	177	256	0	0
Units without Affordability Restrictions	**4,356**	0	0	0	0	0	4,356
Total	**4,828**	**6**	**33**	**177**	**256**	**0**	**4,356**
Rehabilitation and Conservation							
Units Acquired and/or Rehabilitated with Affordability Restrictions	125	17	15	39	54	0	0
Units Rehabilitated without Affordability Restrictions	90	0	50	0	20	20	0
At Risk Units Preserved (Through additional Housing Choice Vouchers)	274	0	0	274	0	0	0
Housing Support Services							
Housing Counseling/Fair Housing Counseling Services (Services)	3,000	210	1,290	1,000	200	300	
Assist Providers of Emergency Rental Assistance to Provide:							
Shelter Nights (Bed Nights)	96,000	6,720	89,280				
Transitional Housing to Families (Transitional Units)	152	67	85				
Housing Choice Vouchers (Vouchers)	1,193	894	299				
Provide Loans for First Time Home Buyers (Loans)	136			5	131		

Source: City of Vacaville, 2015

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.

- New Construction
- Rehabilitation and Conservation
- Housing Support Services

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 1 and 2.

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.

2.1 ALTERNATIVE SOURCES OF FUNDING FOR HOUSING PROGRAMS

One of the greatest challenges facing the City in its ability to provide needed housing and housing services is the loss in 2012 of its Redevelopment Agency and the associated Low-Income Housing Funds. These funds have been the City of Vacaville's greatest affordable housing financing tool. Due to their elimination, many of Vacaville's affordable housing programs, listed below and described within this document, have been 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

It is unclear how State legislators intend to address funds to replace those eliminated with Redevelopment in the upcoming years. The State did return one-time "boomerang" redevelopment funds to the City, but these were earmarked for other purposes. Housing advocates are pursuing the 2013 Homes and Jobs Act (SB 391), which would help establish a permanent, ongoing source of funding dedicated to affordable housing development. The 2014-15 State budget has been approved with 10 percent of cap-and-trade auction revenues dedicated to affordable housing equitable transit-oriented development, estimated to be $200 to $300 million/year starting in 2015, as well as a State general fund allocation for HCD's Multi-Family Housing Program (MHP). The elimination of Redevelopment and the Low and Moderate

Income Housing Fund has severely impacted the City of Vacaville's ability to fund new affordable housing activities. The City will continue to implement the programs in this Housing Element as funds are available, and will continue to seek out and apply for alternative sources of funding to support housing development and services.

2.2 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 Services, which also staffs the 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 751 housing units affordable to very-low and low- income households. The goal is to construct 500 moderate-income units. Units with long-term affordability agreements will include 10 extremely low-income units and 471 very-low/low income units. Of those 471 very-low/low income units with affordability restrictions, 341 (72 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, when possible, to meet these goals.

The primary sources of funding for new construction activities are HCD and tax-exempt bonds and tax credits. During the period covered by this Housing Element, the City will apply for and support the use of HOME funds along with other HCD funding opportunities.

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, but not limited to, young adults, young families, seniors, people with physical and developmental disabilities and homeless people.

H.1 - G 5 Support the development of permanent, affordable, and accessible housing, along transit lines and near services, that allows people with disabilities to live independent lives integrated into the larger community.

H.1 - G 6 Encourage universal design in new housing developments to support both accessibility for residents with disabilities as well as visitability of friends and neighbors by people with disabilities.

H.1 - G 7 Establish development and construction standards that encourage energy conservation in residential areas.

H.1 - G 8 Aggressively participate in all programs, state and federal, private and public, suitable for maintaining and increasing the supply of affordable housing.

H.1 - G 9 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 and 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 Services will continue to make developers aware of the provisions in the Density Bonus ordinance.

H.1 - I 2 **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 that the Planning Commission 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. It should be noted that through the Planning entitlement process, this program may be implemented prior to adoption of an amendment.

As provided for in Government Code Section 65583.1, the City has, and continues to, apply 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 3 **Continue implementing the Economic Development Incentive Program which grants a 10 percent reduction in development impact fees for the first 100 residential permits issued under this program**

Implementation: The Community Development Department, in coordination with affected City departments, will continue to issue permits with development impact fees discounted to pre-2014 levels, until all 100 permits have been issued.

H.1 - I 4 **Review and update the development impact fee structure for residential projects.**

Implementation: Following the adoption of the comprehensive General Plan Update, expected in early 2015, the City will conduct impact fee studies that will include an evaluation of changes to the current fee structure. At this time, the City will consider a lower impact fee structure for small single-family starter homes as compared to larger move-up and executive homes, as well as a lower new impact fee structure for multi-family housing. Adoption of the fee studies and updated fees would happen within two years of adoption of the updated General Plan.

H.1 - I 5 **Assist affordable housing developers to construct 472 new housing units affordable to households with incomes below 80 percent of median, with 90 percent of these units being affordable at 60 percent or below median, and 6 of these units being affordable to families with incomes below 30 percent of median.**

Implementation: Implementation will occur during the 2015-2023 housing cycle and 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 source of affordable housing funding is tax credits and tax exempt bonds. It is anticipated that the City will assist affordable housing projects by providing land from former Redevelopment acquisitions.

H.1 - I 6 **Give priority to special needs housing and residential care facilities by allowing for reduced processing time and streamlined procedures for special needs housing land use applications.**

Implementation: The Community Development Department will process special needs housing and residential care facilities submittals as quickly as possible; priority processing may take the form of prioritizing these projects and/or granting concurrent Planning and Building Permit review, as appropriate.

H.1 - I 7 **Encourage preferential handling of special needs populations, such as domestic violence cases, youth aging out of foster care, the developmentally disabled, single parents, etc., in the management plans and regulatory agreements of funded projects.**

Implementation: The City will amend its agreements to require that funded housing projects include, in their management plans, preferential handling of special needs populations.

H.1 - I 8 **Consider adopting a Universal Design ordinance incentivizing accessible design features in new residential development to support visitability, which allows people with limited mobility to stay integrated with the community.**

Implementation: Following the adoption of the comprehensive General Plan Update, expected in early 2015, the City will conduct a study to determine best practices for and feasibility of adopting incentives to encourage Universal Design features in new residential development and if feasible, adopt a Universal Design ordinance.

H.1 - I 9 **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 Air Force Base.**

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 zoned to Medium Density. The City shall pursue development of this property and other appropriate sites.

H.1 - I 10 **Continue to implement the Residential Overlay District Ordinance by supporting development of apartments on vacant commercial lands, which are appropriate sites for multi-family 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 multi-family units to 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 11 **Work with private and non-profit developers to target subsidies and programs to expand the supply of three-bedroom apartments to provide affordable multi-family housing for large families and young adult households.**

Implementation: Upon adoption of the General Plan, the Community Development Department will request that the Planning Commission 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 within the first two years of the Housing Element cycle. The City will also support the project on Rocky Hill Road under discussion as of late 2014 that plans to incorporate three- and four-bedroom apartments in a 41-unit affordable housing complex. The Community Development Department will work with private and non-profit developers during the project review process on an ongoing basis throughout the 2015-2023 housing cycle, depending on market and developer interest, to target subsidies and programs.

H.1 - I 12 **Strengthen anti-NIMBY protections including no-net loss housing development capacity requirements.**

Implementation: Following adoption of the General Plan Update, the Community Development Department will request that the Planning Commission 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 multi-family development.

H.1 - I 13 Implement the Opportunity Hill Master Plan by identifying lands to be rezoned to allow up to 65 dwelling units per acre within 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 will consider a General Plan Amendment to allow up to 65 units per acre within the Opportunity Hill Master Plan area as part of the Comprehensive General Plan Update, which is expected to be adopted in 2015. 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 City 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. To support the Master Plan's goals, the updated General Plan includes several policies and actions related to design guidelines and standards, parking, development incentives, General Plan and Zoning amendments, connectivity, infrastructure, wayfinding, and affordable housing. In addition, Action LU-A16.4 in the Land Use Element directs the City to amend the Residential Urban High Density Overlay on the Opportunity Hill and Depot Street sites to allow up to 65 dwelling units per acre.

H.1 - I 14 Consider an amendment to the Land Use and 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 has coordinated with other affected City departments and consulted with residential builders to identify potential design and development standards specific to small-lot single family projects, requiring 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 initiated these amendments to the Land Use and Development Code and included 6,000-square foot lots in the policy. The Land Use and Development Code will be

updated within three years of the adoption of the new General Plan, expected in 2015.

H.1 - I 15 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 16 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 2014, the City Council amended the Land Use and Development Code to implement SB 2 (Zoning for all Housing Types). 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. Updates to the Land Use and Development Code shall include revisions to the City's Density Bonus ordinance to address AB 2222.

H.1 - I 17 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. As part of the General Plan Update process, the City will adopt an Energy and Conservation Action Strategy (ECAS) that includes policies addressing energy conservation. This document and its EIR has been recommended for adoption by the Planning Commission and will be considered by the City Council in early 2015.

H.1 - I 18 Implement the California Green Building Standards Building Code.

Implementation: The most recent version of the California Green Building Standards Code (CALGreen), went into effect January 1, 2014. The Community Development Department's Building Division has implemented the changes in the Code as they apply to all residential projects, and will continue to implement the Code and incorporate future amendments.

H.1 - I 19 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. As part of the General Plan Update process, the City will adopt an Energy and Conservation Action Strategy (ECAS) that includes policies addressing energy conservation. This document and its EIR has been recommended for adoption by the Planning Commission and will be considered by the City Council in early 2015.

H.1 - I 20 **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. As part of the General Plan Update process, the City will adopt an Energy and Conservation Action Strategy (ECAS) that includes policies addressing energy conservation. This document and its EIR has been recommended for adoption by the Planning Commission and will be considered by the City Council in early 2015.

H.1 - I 21 **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 22 **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 23 **The City of Vacaville will conduct an affordable housing impact fee study that considers the Community Facilities District fees for multi-family developments.**

Implementation: A study commissioned by the City in 2014 to analyze the impacts of the Community Facilities Districts (CFDs) on apartment project feasibility found that the sample apartment project evaluated was not feasible under current economic conditions (80 percent of the shortfall was related to project costs or revenue shortfalls unrelated to CFD fees). Within two years after the adoption of the comprehensive General Plan Update, expected in 2015, the City will conduct an affordable housing impact fee study evaluating the fees for multi-family development. The study will compare Vacaville's requirements for multi-family housing units to those charged by the County and Benicia, Vallejo, Fairfield, and Dixon, and will include CFD requirements along with impact fees, such as traffic, parks, community facilities, and infrastructure. The study will also evaluate how the feasibility and certainty of an affordable housing prototype project would be affected by changes in overall "fee" levels to make Vacaville's more comparable to other jurisdictions (whether higher or lower). Prior to conducting the study, the City will consider whether these fees create a potential constraint for single-family development in Vacaville and, if so, expand the study to address single-family development as well. Based on the conclusions of this impact fee study, the City will consider actions to mitigate any negative impacts of the Community Facilities District fee.

2.3 REHABILITATION AND CONSERVATION

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

Beginning in 2006, using Agency Low Income Housing Set-Aside funds and taxable bonds proceeds in the amount of $18 million, the former City of Vacaville Redevelopment Agency (Agency) acquired market-rate multi-family residential complexes along Callen Street, Bennett Hill Drive, and Bennett Hill Court: 18 four-plexes, three duplexes, and one eight-plex. The goal of these acquisitions is to provide comprehensive neighborhood revitalization through rehabilitation and new construction of these units for affordable housing. As of 2014, the City is completing the first of two phases of rehabilitation and new construction. Completion of both phases will result in the production of 130 affordable rental units with affordability rates at 30 to 60 percent of area median income (AMI). Of these 130 units, 74 will be rehabilitated and 56 will be new construction. In addition, City has been working with a developer for the future new construction of (41 units) and rehabilitation of (51 units) of 92 affordable units on Rocky Hill Road and Meadows Court. See Section 6.3 in Chapter 6 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.**

Implementation: This is ongoing and enforced by the Department of Housing Services. Currently there are 126 affordability agreements covering 1,007 units, including homes purchased under the City's Shared Equity Loan Program.

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 Services. During the planning period, 125 units, including 74 at the Callen Street project and 51 at the Rocky Hill project, will be acquired and/or rehabilitated, and all will have long-term affordability agreements. Of the 125 units, all will be affordable for households with incomes below 60 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 Vacaville Housing Authority (VHA) inspects each unit at move-in and annually thereafter to ensure HQS compliance. The VHA conducts approximately 1,300 HQS inspections annually. Special inspections may also be conducted at the request of the landlord or the tenant.

At this time there are 1,193 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 Fire Department Code Enforcement Division, which receives and investigates approximately 2,000 calls per year regarding the PNO. These calls/cases relate to property accumulations, overgrown vegetation, graffiti, etc. Vehicle abatement in the public right-of-way is addressed by the Police Department. By working with the responsible party to correct the violations, the overall quality of life is preserved and/or enhanced in the neighborhood. In addition, participation in the City's Crime Free Multi-Housing Program is encouraged and is a requirement through affordability covenants for affordable housing developments.

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 3 percent. The Department of Housing Services conducts an annual vacancy survey to determine the 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 February 2013, the City Council approved an amendment to the Condominium Conversion ordinance that prevents the conversion of senior apartments if the senior restricted apartment rate falls below 3 percent and requires the applicant to fund the vacancy survey.

Following the planned adoption of the General Plan Update, the Planning Commission will consider amending the Land Use and Development Code to include provisions to protect existing tenant rights during the conversion process including first right-of-refusal for purchase.

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 Services. There are 274 units of subsidized below market rate housing that are at risk of conversion to market rate within this Housing Element planning cycle. The Housing Services Department will continue its program to maintain the list of “at risk” units, maintain contact with owners of at risk units to determine their interest in selling, prepaying, terminating or continuing participation in a subsidy program, ascertain HUD’s interest in issuing Housing Choice Vouchers for “opt out” units, in order to preserve and/or extend affordability, and 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. It is anticipated that the 60 units at Quail Run that are currently affordable to households earning 80 percent of Area Median Income (20 percent of the total 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. Vaca Gables (65 units) and Hillside Senior apartments (15 units) are owned by a local non-profit affordable housing provider. Department of Housing Services staff will continue to communicate regularly with the owner, who is committed to providing affordable housing at these complexes in perpetuity.

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

Implementation: As housing projects are proposed during the 2015-2023 housing cycle, the Department of Housing Services will continue to seek out additional funding sources to support the development of Extremely Low Income rental housing. In 2013, the City accessed $6.2 million of the 2006 Affordable

Housing Bond proceeds, which will continue to be used to rehabilitate and construct new apartments in the Callen Street/Bennett Hills areas. In addition, the City has been working with a developer for the future new construction (41 units) and rehabilitation (51 units) of 92 affordable units on Rocky Hill Road and Meadows Court. The City contribution will include a deferred acquisition loan for the fair market value of the City-owned parcel, as well as the assumption of existing City loans. The project will seek State and Federal financing awards from programs directed at Veteran homeless prevention, the developmentally disabled, and families.

In addition, the Department of Housing Services will continue to apply annually for the HOME federal grant, as feasible, 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. The City also intends to continue applying on an ongoing basis for housing funds from HCD sources including the Veteran Housing and Homeless Prevention Program, CalHome, the Housing-Related Parks Program, and the Multi-family Housing Program (MHP).

H.2 - I 8 As funding permits, continue to Promote Community Viability through Comprehensive Neighborhood Revitalization in Target Areas.

Implementation: The 2009 /2011, City of Vacaville Strategic Plan identifies a goal to continue comprehensive neighborhood revitalization activities in targeted areas. City efforts to improve the physical and social conditions of targeted neighborhoods experiencing a decline in their quality of life are still underway. The City has committed funds to The Leaven, a faith-based organization to provide supportive services to the children residing in the Opportunity House, the recently expanded and rehabilitated local homeless shelter. In addition, the City has worked closely with the local non-profit affordable housing provider, Vacaville Community Housing, Inc., which will release a Request for Proposals for social services at its multi-family units.

The City transferred 0.94 acres on Rocky Hill Road to the Vacaville Storehouse for development of a community garden that will serve nearby tenants of affordable housing. The community garden will be located directly north of the Rocky Hill Trail project. The Rocky Hill Trail is an unofficial local foot path forged through historic railroad right-of-ways connecting Holly Lane to E. Monte Vista Avenue. The Rocky Hill trail project included in the Draft General Plan will create an alternative safe and secure walking and biking path and open space area that connects affordable housing to amenities and increases neighborhood walkability.

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 2006, the former 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 revitalization area. A portion of these funds were used, along with Low Income Housing Set- Aside funds, to acquire 18 four-plexes, three duplexes, and one eight-plex. Since that time, the local homeless facility relocated and doubled its capacity from 24 beds to 48 beds used to assist homeless families and women in the community. This was accomplished through demolition and rehabilitation of one four-plex and one eight-plex owned by the City on Bennett Hill Court. This facility location is permanently affordable through a deed restriction. On April 13, 2013, the Department of Finance (DOF) authorized the City to access $6.2 million of the 2006 Affordable Housing Bond proceeds for the purpose of developing affordable housing. The City is utilizing these funds to reopen the Callen Street project, which consists of two phases of rehabilitation and new construction activity in the Callen Street/Bennett Hill areas resulting in a total of 130 affordable rental units with affordability rates at 30 to 60 percent of area median income (AMI). In March 2014, the Phase 1 Callen Street/Bennett Hill area began the rehabilitation of 64 units, scheduled to be completed in March 2015.

Phase II of the Callen project includes the demolition and new construction (56 units) and rehabilitation of (10 units) on Callen Street with affordability levels of 30 to 60 percent of AMI. In August 2014, the City Council approved the disposition, development, and loan agreement with the developer, and the Planning Commission approved the Planning applications for the reconstruction of these units.

The Rocky Hill project will include 41 units of new construction and 51 units of rehabilitation on Rocky Hill Road and Meadows Court. In November 2014, the City Council approved the disposition, development, and loan agreement with the developer to transfer land and assume debt in support of the project.

2.4 HOUSING SUPPORT SERVICES

In addition to efforts to preserve and conserve the stock of affordable housing, the Department of Housing Services provides a 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 first-time homebuyer counseling, and 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 two major funding sources for supportive housing activities are the HUD Housing Choice Voucher Program (approximately $85 million during the planning period and Community Development Block Grant Funds (approximately $3 million during the planning period). The programs and annual goals are described below:

During this planning period, it is estimated that 500 emergency vouchers will be provided, 128 households (16 per year) will utilize loans to purchase first homes, and over 600 people (75 per year) will receive housing support services including housing counseling.

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.

H.3 - G 3 Provide affordable housing homeownership opportunities.

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 Services. The Housing Counseling Center, which provided activities such as Fair Housing Month, tenant/landlord counseling, and providing assistance with filing a fair housing complaint, was closed in 2012 when funding was eliminated with the Redevelopment Agency However, the Department of Housing Services recently renewed the certification for the City of Vacaville Housing Counseling Center (VHCC) through U.S. HUD. As a certified Housing Counseling Agency, limited programs have been reopened to ensure that homebuyers receive as much information and education as possible to help them become successful homeowners over the long term.

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 Services Department which will provide housing discrimination referral to the appropriate investigative and enforcement entity, home buyer education training, sponsoring, in partnership with others, Fair Housing Workshops and Landlord Training. The City 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 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. Other education and outreach activities may include distributing handouts at the Senior Center, apartment complexes, to Section 8 participants, and displaying posters and handouts in the Housing Services Department lobby in both Spanish and English. In addition, all Department of Housing Services publications will include the Fair Housing logo.

To date, no funding source has been identified to directly support Housing Counseling activities; however, the Department of Housing Services seeks to obtain funding from HUD for Housing Counseling program administration as opportunities become available.

Additionally, the City of Vacaville will continue to prepare an Analysis of Impediments to Fair Housing Choice in the City of Vacaville, in accordance with 24 CFR 91.225(a)(1) regulations as required by the U.S. HUD Community Development Block Grant (CDBG) Entitlement program. The last Analysis of Impediments was prepared in 2009 to identify impediments to fair housing choice within Vacaville and establish actions to overcome the effects of these impediments. The City conducted this analysis by evaluating its current fair housing profile, identifying impediments to fair housing choice, and assessing current public/private fair housing programs and activities. In addition to reviewing public policies and actions, the City also contacted local banks and mortgage companies to review Home Mortgage Disclosure Act reports and other related documents. The Analysis will be updated in 2015.

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 Services. 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 funding allows. As each entity has different needs, the City will provide 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 12,000 shelter nights at the homeless shelter in Vacaville, Opportunity House, and assisting between ten to twenty families per year with transitional housing.

The recent expansion and relocation of Opportunity House was made possible through the Housing Services Department's work with Vacaville Community Housing (VCH, a local non-profit affordable housing provider), which owned the previous shelter and shelter site (Opportunity House), and through a partnership

with Vacaville Social Services Corporation (VSSC, the local non-profit that operates the shelter). Relocation was completed during 2012-2013. Funding for the project was secured through upfront cash from VSSC, a $480,000 donation from VCH, a capital campaign by VSSC, and a deferred acquisition loan from the City for the purchase of City property.

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 Services in partnership with the VCWA to provide emergency housing through motel vouchers. DHS staff have provided 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.

However, funding is no longer available for the emergency housing program. The City will continue to provide support for other emergency housing related programs and activities through the Vacaville Family Resource Center (FRC), which is under the Police Department and receives funds from the VCWA. It will continue to provide $200 per month for food and gas vouchers, and to conduct screening for the Season of Sharing program. The privately-funded Season of Sharing 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 Services. The Housing Choice Voucher Program will continue to be administered on behalf of the Vacaville Housing Authority (VHA) by the Department of Housing Services. The funding level for this program is approximately $10 million per year or $85 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 1,193 vouchers to assist eligible households.

In 2011, the VHA was successful in applying 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; or for youth aging out of foster care. Family unification vouchers enable these families to lease or purchase decent, safe and sanitary housing that is affordable in the private housing market. The VHA will continue to apply for additional Housing Choice Vouchers as additional federal and state funding becomes available.

The VHA continues to implement its Section 8 Homeownership Program, which provides homeownership opportunities for eligible lower-income households. There are currently 7 households that have been successful in moving to homeownership through the mortgage subsidy this program provides.

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 Services. When possible, affordable housing loan repayment or property sales proceeds, HOME or other 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, other 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 and homebuyers education activities.

Implementation: This is an ongoing program implemented by the Housing Services Department. The City will continue to provide a CalHOME Down Payment Assistance Loan program. This program permits first time homebuyer households making up to 80 percent of median income to be eligible for $50,000 (maximum award). It is estimated that the City will be able to assist 128 first-time homebuyers during the reporting period using a variety of funding sources for Down Payment Assistance loans.

The City will also continue to provide homebuyer education through the Housing Counseling Program's Homebuyer Education and Learning Program.

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 Services. 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 Services 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 and 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 – I 8 **As appropriate, work to ensure that new and rehabilitated affordable units, in particular multi-family 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 Services, 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 multi-family 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.

The City has committed funds to The Leaven, a faith-based organization, to provide supportive services to the children residing in the Opportunity House, the recently expanded and rehabilitated local homeless shelter and the surrounding neighborhood. The City has also worked closely with the local non-profit affordable housing provider, Vacaville Community Housing, Inc., to provide an additional neighborhood center to the Vacaville Neighborhood Boys & Girls program at the Meadows Drive complex. In addition, the two-phase development on Callen Street will include community space where supportive services can be provided to the development. The planned development at Rocky Hill Road includes a spacious community room for supportive services and neighborhood activities.

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

Implementation: The Department of Housing Services will continue to provide housing counseling first time homebuyer education. This program is currently not funded by HUD, however during the planning period; the Housing Services Department will seek funding opportunities from HUD in order to expand the services provided.

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 Fire Department Code Enforcement Division if the buildings are anticipated to be vacant for more than 30 days. The Code Enforcement 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.

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

Implementation: The City Manager's Office will continue to participate in the Travis Regional Armed Forces Committee (TRAFC) 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 collaborated with the Public Information Officer and Fire Department to develop operational protocols/guidelines for activation of the City's Emergency Shelters. These protocols/guidelines are currently being developed and are included in 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 staff member participates in the CAP Solano, JPA. The City will continue to participate with the CAP Solano, JPA and on the board of the Solano County Continuum of Care Collaborative, Housing First Solano.

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 on Homelessness report,, about homelessness in Vacaville. As identified in the report, the City will continue to collaborate with local faith-based organizations on developing appropriate housing and support services, as it continues to with the Callen Street Rehabilitation Project.

H.3 - I 15 Reestablish and collaborate with the Ad-Hoc Homeless Task Force.

Implementation**:** The Ad-Hoc Homeless Task Force, a partnership comprised of members of the faith-based community, local social service providers, and City staff, was disbanded in 2012 due to the elimination of the Redevelopment Agency and the Low- and Moderate-Income Housing Fund. The "Report on Homelessness" referred to in Program H.3 – I 14 came from this group. The City has worked to reunite the group as the "Homeless Roundtable" to work

collaboratively homelessness issues. The group's first meeting was held in October 2014.

H.3 - I 16 **Continue to implement the City's crime free multi-family program.**

Implementation**:** The City implemented its Crime-Free Multi-Family Housing Program in 2006. The program is a voluntary partnership between the Vacaville Police Department and local property managers/owners and residents with the goal of promoting safe, crime-free environments for residents. As part of this program, the Vacaville Police Department provides background check information to property managers/owners for their review when considering a rental application. Each property manager/owner determines their own tenancy requirements.

H.3 - I 17 **Continue to work with non-profit organizations and social service agencies that provide after school programs for childcare in low-income neighborhoods.**

Implementation**:** The City has worked with and supported community organizations in the past, such as the Boys and Girls Club, and will continue to do so. The Housing Services Department will implement this policy, in cooperation with County agencies, on an ongoing basis throughout the 2015-2023 housing cycle, depending on response from non-profit organizations and social service agencies.

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, as feasible, the Department of Housing Services will conduct a rent and vacancy survey of local apartments to better understand the rental market

The Community Development Department and the Housing Services Department will provide an annual report to the Planning Commission and City Council on the annual review of the Housing Element Implementation. This report will be prepared each January and forwarded to the State Department of Housing Services 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. Although the Annual Vacancy and Rent Survey was suspended due to the elimination of Redevelopment in 2012, the City began annual surveys again starting in 2014. The Housing Services Department continues to prepare the City's Five Year CDBG Consolidated Plan, Annual Action Plans and Consolidated Annual Performance and Evaluation Report, and the Housing Authority continues to prepare its Five Year Agency Plan and annual plans.

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: the City Council and HUD for the Housing Choice Voucher Program, the Housing Counseling Program, and the Community Development Block Grant Program (CDBG); the City Council for HOME funds, and other funds administered through HCD programs; and to the City Council and Planning Commission. Public hearings are also held, at which information is provided about the goals and outcomes of programs administered by the Housing Services Department. Reports provided to these various sources include the CDBG Consolidated Plan, Annual Action Plan and Consolidated Annual Performance Evaluation Report (CAPER), and the Public Housing Agency 5-Year Plan and Annual Plan, and the Housing Element, including annual status reports.

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 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. In years when residential approvals and construction take place in the RMD, RHD, or RUHD zoning designations, the Community Development Department will include an analysis of the vacant land inventory in its Annual Report on the General Plan.

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.

Tables 3 and 4 summarize Vacaville's current and projected population based on information from the Association of Bay Area Governments (ABAG) Projections 2013 and the U.S. Census. Vacaville has a substantial group quarters population housed in two state prisons located within the City limits. The group quarters population was 8,022 persons in 2010, according to 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 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 3 VACAVILLE POPULATION

	2000	2010
Population	88,625	92,428
Household Population	79,407	84,406
Population in Group Quarters	9,218	8,022

Source: US Census Bureau, Census 2000, SF2:QT-P11; US Census Bureau, Census 2010, SF2:QT-P12.

TABLE 4 PROJECTED POPULATION GROWTH SOLANO COUNTY

Jurisdictional Boundary	2010	2020	2030	2040	% Change 2010-2040
Benicia	26,997	28,300	29,700	31,400	16.3%
Dixon	18,351	19,000	19,800	20,700	12.8%
Fairfield	105,321	117,900	131,400	146,500	39.1%
Rio Vista	7,360	7,900	8,400	8,800	19.6%
Suisun City	28,111	29,800	31,600	33,700	19.9%
Vacaville	**92,428**	**98,200**	**105,500**	**114,000**	**23.3%**
Vallejo	115,942	121,000	126,200	131,800	13.7%
Unincorporated Solano County	18,834	20,600	22,600	24,700	31.2%
Solano County Total	*413,344*	*442,700*	*475,200*	*511,600*	*23.8%*

Source: Association of Bay Area Government, Projections 2013.

As shown in Table 4, ABAG projects the City of Vacaville will grow by 23.3 percent, an increase of 21,572 residents, between 2010 and 2040. This level of growth is consistent with the overall growth rate projected for Solano County.

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 5 provides data on household composition. The percentage of family households declined slightly from 2000 to 2010. Female households with no husband present (single mothers) comprise 13.1 percent of all households compared to 12.4 percent in 2000. In 2010, there were 2,282 households consisting of single mothers with children under 18 years old. This is a 3.71 percent decrease from 2000. Table 5 also illustrates an increase in single person households since 2000. In 2010, there were 2,874 single person households where the householder is age 65 and older. This number represented 9.2 percent of Vacaville's total households.

TABLE 5 HOUSEHOLD COMPOSITION – 2000 and 2010

	2000		2010	
	Number	**Percent**	**Number**	**Percent**
Family Households	20,962	74.6%	22,101	71.1%
With own children under 18 years	11,647	41.4%	10,595	34.1%
Married Couple Family	16,027	57.0%	16,347	52.6%
With own children under 18 years	8,358	29.7%	7,359	23.7%
Female Householder, No Husband Present	3,496	12.4%	4,068	13.1%
With own children under 18 years	2,370	8.4%	2,282	7.3%
Non-Family Households	7,143	25.4%	8,991	28.9%
Householder Living Alone	5,406	19.2%	7,053	22.7%
Householder 65 Years and Over	1,925	6.9%	2,874	9.2%
Total Number of Households	28,105		31,092	
Average Household Size	2.83		2.71	
Average Family Size	3.24		3.19	

Source: US Census Bureau, Census 2000, SF2:QT-P10, SF2:QT-H3; S Census Bureau, Census 2010, SF2:QT-P11, SF2: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 2014 was $82,600. HCD has defined the income categories, found in Table 6, for Solano County, based on the median income for a household of four persons.

TABLE 6 2014 INCOME LIMITS, SOLANO COUNTY (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)
< $24,800	$24,801 - $41,300	$41,301 - $65,000	$65,001 - $99,100	> $99,100
2014 Area Median Income Level = $82,600				

Source: California Department of Housing and Community Development, 2014 HCD State Income Limits, February 28, 2014.

According to the 2006-2010 American Community Service 5-Year Estimate, the median Vacaville household income was $73,024 and the median family income was $85,563 in 2010. Table 7 categorizes Vacaville's households by income category. Incomes increased significantly between 2000 and 2010, with a 28.3 percent increase in the population earning an above-moderate income. It should be noted that the cost of living in the region rose fairly equivalently during that time, with an increase of 26.2 percent on the Bay Area Consumer Price Index. However, there has also been an increase from 39.3 percent to 47.2 percent in the portion of households earning an above-moderate income.

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 seniors in the population grows, and the average age of seniors rises, the demand for smaller housing or specialized residential developments, including assisted living facilities and active adult communities, will increase.

Table 8 provides the age characteristics of Vacaville residents in 2000, 2010, and 2012. The percentage of persons over age 65 has increased from 8.3 percent to 11.1 percent between 2000 and 2012. This increase is consistent with the baby boomers entering retirement age. The median age for Vacaville increased from 33.9 to 36.6 years between 2000 and 2012.

TABLE 7 HOUSEHOLDS BY INCOME LEVELS

	2000		2010	
	Households	**Percent**	**Households**	**Percent**
Very Low Income (up to 50% of median)	5,654	20.1%	4,640	15.5%
Low Income (up to 80% of median)	5,122	18.2%	5,435	18.1%
Moderate Income (up to 120% of median)	6,280	22.3%	5,770	19.2%
Above Moderate Income (over 120% of median)	11,032	39.3%	14,155	47.2%
Median Household Income	$57,667		$73,302	
Median Family Income	$56,805		$82,568	
Total Households	28,105		30,000	

Notes: Median incomes are not actual numbers reported by the US Census. It has not been adjusted for household size and it is not based on HUD official State Income Limits.
Sources: US Census Bureau, Census 2000, SF3:DP3; US Census, 2008-2012 American Community Survey 5-Year Estimate; US Housing and Urban Development, 2006-2010 Comprehensive Housing Affordability Strategy (CHAS) Data.

TABLE 8 AGE CHARACTERISTICS – 2000, 2010 and 2012

	2000		2010		2012	
Age	**Number**	**Percent**	**Number**	**Percent**	**Number**	**Percent**
Under 5	5,891	6.65%	5,510	5.96%	5,558	5.92%
5 to 9	6,893	7.78%	5,850	6.33%	6,773	7.21%
10 to 14	7,014	7.91%	6,113	6.61%	6,992	7.45%
15 to 19	6,347	7.16%	6,527	7.06%	7,056	7.51%
20 to 24	5,720	6.45%	6,474	7.00%	6,231	6.64%
25 to 34	14,420	16.27%	13,089	14.16%	13,138	13.99%
34 to 44	16,987	19.17%	13,180	14.26%	13,065	13.91%
45 to 54	11,898	13.43%	15,390	16.65%	14,110	15.03%
55 to 64	6,135	6.92%	10,626	11.50%	10,570	11.26%
65 to 74	4,011	4.53%	5,128	5.55%	6,584	7.01%
75 to 84	2,614	2.95%	3,189	3.45%	2,312	2.46%
85 and Over	695	0.78%	1,352	1.46%	1,510	1.61%
Total Persons	**88,625**		**92,428**		**93,899**	
Median Age (years)	33.9		37.2		36.6	
Persons 65 years and over	7,320	8.26%	9,669	10.46%	10,406	11.08%

Source: US Census Bureau, 2000 Census, SF1:DP-1; US Census Bureau, 2010 Census, DP:DP1; American Community Survey 1-Year Estimates, DP-5.

3.3 JOBS/HOUSING BALANCE

As illustrated in Table 9, the 2010 Census reported that 37.3 percent of Vacaville employed residents worked in Vacaville. The remaining employed residents commuted to jobs outside of Vacaville. 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 10 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.

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 a 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.

3.4 EMPLOYMENT TRENDS

ABAG forecasts that Solano County will add 7,000 jobs between 2015 and 2035. Table 11 lists existing and projected 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 in Vacaville is projected to increase from 0.77 jobs per resident in 2015 to 0.85 jobs per resident by 2035. 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 should result in local jobs for existing residents.

According to ABAG Projections 2013, and shown in Table 12, employed residents are expected to increase between 2015 and 2025 by 7.6 percent, from 41,700 to 44,860 persons, and continue to increase by an additional 3.2 percent between 2025 and 2035, from 44,860 to 46,300 persons. Based on this data, Solano County will experience a moderately high percentage of job growth over the next decade. Between 2015 and 2025, Vacaville is projected to add 3,900 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. Table 13 shows the types of occupations Vacaville's residents have been employed in over time. Vacaville continues to focus on economic development efforts to attract industries and businesses with more and higher paying jobs. In 2014, ICON Aircraft announced they would be moving their amphibious light sport aircraft company functions from Los Angeles to Vacaville. The facility will include all company functions, including aircraft design, manufacturing, sales, training, service, as well as the firm's corporate headquarters. Initially this center will employ 150 workers rising to 500 or more as output increases.

TABLE 9 PLACE OF WORK – COUNTY, CITY, AND MSP/MSA LEVELS – 2010

	Employed Persons	Percentage of Total Living in Vacaville
Total Living in Vacaville	40,005	--
Worked in California	39,868	99.7%
Worked in Solano County	29,509	73.8%
Worked outside Solano County	10,359	25.9%
Worked outside of California	137	0.3%
Worked in Vacaville	14,914	37.3%
Worked outside of Vacaville	25,091	62.7%

Sources: U.S. Census Bureau, 2008-2012 American Community Survey, 5-Year Estimates, B08007 and B08008.

TABLE 10 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, San Francisco Bay Area & Northern California County-to-County Worker Flows, Decennial Census Journey-to-Work Data, Table 7: County-to-County Total Commuters, 21 Northern California Counties, 1980-2000, May 2004.

TABLE 11 RATIO OF JOBS TO EMPLOYED RESIDENTS, 2015, 2025, and 2035

	2015	2025	2035
Vacaville	0.77	0.81	0.85
Solano County	0.74	0.75	0.77
Fairfield	0.83	0.79	0.76
Vallejo	0.66	0.69	0.74

Source: Association of Bay Area Government, Projections 2013.

TABLE 12 POPULATION AND EMPLOYMENT PROJECTIONS, 2015 to 2035

	2015	2025	2035	% Change 2015-2025	% Change 2025-2035
Population					
Total Population	95,300	101,700	109,700	6.7%	7.9%
Household Population	86,700	91,400	97,000	5.4%	6.1%
Households	31,870	33,430	35,050	4.9%	4.8%
Employed Residents	41,700	44,860	46,300	7.6%	3.2%
Employment					
Total Job	32,220	36,120	39,220	12.1%	8.6%
Agriculture and Natural Resources	300	290	260	-3.3%	-10.3%
Manufacturing, Wholesale, and Transportation	3,350	3,470	3,570	3.6%	2.9%
Retail	4,820	4,930	4,970	2.3%	0.8%
Financial and Professional Service	4,030	4,780	5,210	18.6%	9.0%
Health, Educational and Recreational Service	11,100	12,840	14,200	15.7%	10.6%
Other	8,620	10,300	11,010	13.8%	12.2%

Note: Data is for the Vacaville sphere of influence, which includes a portion of unincorporated Solano County.
Source: Association of Bay Area Governments, Projections 2013.

The 2015, 2025, and 2035 figures for employed residents by occupation and selected industries for Vacaville are shown in Table 13. More than half of Vacaville residents are employed in managerial, professional, technical, sales, and administrative jobs. Table 11 indicates that there are fewer jobs in Vacaville than the number of employed residents. Therefore, many residents are working outside the City.

TABLE 13 OCCUPATION OF EMPLOYED PERSONS: VACAVILLE

	2000		2010		2012	
Occupation	**Number**	**Percent**	**Number**	**Percent**	**Number**	**Percent**
Management, professional, and related occupations	11,699	31.11%	12,593	30.87%	12,599	31.76%
Service occupations	5,851	15.56%	8,791	21.55%	8,170	20.60%
Sales and office occupations	10,482	27.87%	10,430	25.57%	11,527	29.06%
Farming, fishing, and forestry occupations	157	0.42%	---	---	---	---
Construction, extraction, and maintenance occupations	4,489	11.94%	3,625	8.89%	4,429	11.17%
Production, transportation, and material moving occupations	4,931	13.11%	5,358	13.13%	2,941	7.41%
Total Employed Persons Age 16 and Over	37,609		40,797		39,666	

Sources: US Census Bureau, Census 2000, SF3:DP3; 2010 American Community Survey 1-Year Estimates, DP3; 2012 American Community Survey 1-Year Estimate, DP3.

CHAPTER 4
EXISTING HOUSING

4.1 HOUSING AGE AND CONDITION

Table 14 shows that most of the housing in Vacaville was constructed after 1970.

TABLE 14 AGE OF EXISTING DWELLING UNITS

Year of Structure Built	Units	Percent of Stock
Built 1939 or earlier	463	1.4%
Built 1940 to 1949	410	1.2%
Built 1950 to 1959	2,412	7.2%
Built 1960 to 1969	2,665	8.0%
Built 1970 to 1979	9,299	27.8%
Built 1980 to 1989	8,044	24.1%
Built 1990 to 1999	5,601	16.7%
Built 2000 to 2009	4,058	12.1%
Built 2010 or later	491	1.5%
2013 Total	**33,443**	**100.0%**

Source: 2011-2013 American Community Survey, DP04.

Based on the data in Table 14, there are 23,293 housing units over 20 years old in Vacaville, approximately 70 percent of the total housing stock. The last windshield survey of units in target neighborhoods was conducted in March 2009 to determine the condition of the existing housing stock. The survey, conducted by City staff that administered a residential rehabilitation program, concentrated on units located in the City's five Community Development Block Grant (CDBG) target areas at that time. . Nearly half of the housing units in the target areas were documented to be in need of rehabilitation. Based on staff experience, the condition of older housing was estimated using five categories:

1. No Visible Structural Repairs Needed*:* The housing units in this category showed no evidence that structural repairs were necessary. Homes in this category have been rehabbed by current homeowners. 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. Interiors of homes were not inspected; typically, homes in this category appear to have made necessary modifications/repairs to the interiors of the homes.
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 repairs to exteriors of the homes 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 was between $10,000 and $20,000.

3. Structural Repairs Required Within Three 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 was 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; heating, ventilating, and air conditioning (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, and weatherization. Estimated cost of repairs for this category was 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/modifications to the structure. Cost of repairs was very likely to exceed $45,000.

Table 15 estimates the rehabilitation needs for older homes constructed prior to 1980 in the CDBG target areas. 2,609 units constructed before 1980 were surveyed. Of the 2,609 units, 894 units required repairs costing under $20,000 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 8,232 housing units in Vacaville in need of repairs to address minor damage and avoid structural damage likely to occur if not repaired required within three years; 3,454 housing units with building code and HQS violations, and 151 units with major structural damage.

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 provisions 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.

TABLE 15 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	2,609
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.

Residential growth has been accommodated by the building of numerous subdivisions and multi-family projects in the 1970s through the early 2000s. From 2000 to 2013, the average annual growth rate was 356 units per year, as shown in Table 16. The City 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 16 illustrates a 51 percent reduction in the number of building permits issued for single-family homes between 2006 and 2008. However, there was a significant increase between 2012 and 2013, with over 3.5 times the number of permits issued in 2013 than in 2012, before decreasing again in 2014.

Table 17 shows the existing housing mix within the City. In January 2014, the City's housing mix was 78.6 percent single family and 21.4 percent multi-family.

Table 18 shows the proportion of owner-occupied and renter-occupied housing units, 2000 through 2012. The percentage of owner-occupied dwellings decreased by 7 percent from 2000 to 2012, while there was about a 7 percent increase in renter-occupied units.

4.3 HOUSING COST AND AFFORDABILITY

The Planning 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.

TABLE 16 VACAVILLE CONSTRUCTION BY TYPE OF HOUSING UNIT, 2000 – 2013

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
2009	304	1	305
2010	214	0	214
2011	140	2	142
2012	97	0	97
2013	125	222	347
2014 (August)	69	69	138
Total	3,579	1,757	5,336
Annual Average 2000-2013	239	117	356

Source: 10-Year Building Activity Report – Permit Issued, Building Division, Community development Department, 2013 and 2014.

TABLE 17 EXISTING HOUSING UNITS BY TYPE, JANUARY 2014

	Single-Family		Multi-Family	
Total Units	Number	Percent	Number	Percent
33,409	26,273	78.6%	7,136	21.4%

Note: The Single-Family category includes mobile, attached, and detached homes.
Source: Department of Finance, 2014, "E-5 City/County Population and Housing Estimates."

TABLE 18 HOUSING UNIT TENURE – 2000, 2010 AND 2012

	2000		2010		2012	
	Number	Percent	Number	Percent	Number	Percent
Owner-Occupied	18,757	66.74%	19,721	63.43%	18,547	59.66%
Renter-Occupied	9,348	33.26%	11,371	36.57%	12,543	40.34%
Total Occupied Units	28,105	100.00%	31,092	100.00%	31,090	100.00%

Note: Excludes vacant housing units.
Source: US Census Bureau, 2000 Census, SF1: DP-1; US Census Bureau, 2010 Census DP: DP-1; 2012 American Community Survey 1-Year Estimates, DP4.

After that time, however, the housing market changed drastically as the nation entered into an economic recession and then began an increasingly rapid recovery. Based on the information in Table 19, the median sales prices for homes in Vacaville decreased 50 percent between the peak of the housing market in 2006 and the low in 2012. While there were several reasons for the falling housing prices, one main reason was 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 19 ANNUAL MEDIAN HOME SALE PRICES VACAVILLE, 2005-2013

Year	Median Sale Price
January 2005	$393,000
January 2006	$453,000
January 2007	$439,000
January 2008	$375,000
January 2009	$295,000
January 2010	$237,000
January 2011	$234,000
January 2012	$224,000
January 2013	$236,000
January 2014	$309,000

Source: Zillow, "Vacaville Market Overview," http://www.zillow.com/vacaville-ca/home-values, accessed June 26, 2014.

While home prices dropped during the recession, they started increasing again quickly in 2013, with a 16.4 percent increase between April 2013 and May 2014.[1] As of 2014, a family of four earning the median income of $82,600 could afford to purchase a $394,420 home based on a 30-year fixed mortgage at 6 percent interest and with a 20 percent down payment. The median sale price for a home as of June 2014 was $328,750, making homes affordable to households with moderate incomes.

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 related to housing cost.

[1] Zillow, "Vacaville Home Prices & Values," http://www.zillow.com/vacaville-ca/home-values, accessed June 26, 2014.

In evaluating affordability, the maximum affordable price refers to 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 20 and 22. The affordability of the County housing stock for each income group is discussed below. HCD has published the 2014 County Area Median Income (AMI) to be $82,600.

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 20, these households have monthly incomes ranging from $1,450 for a one-person household to $2,067 for a four-person household. The maximum affordable rent for a one- to four-person household ranges from $435 per month to $620 per month.

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 20, the maximum affordable rent for a one- to four-person household ranges from $724 per month to $1,033 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 $1,138 for one person to $1,625 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 $1,734 for a one-person household to $2,478 for a four-person household.

TABLE 20 AFFORDABLE RENTAL PRICES, SOLANO COUNTY

	1-Person		2-Person		3-Person		4-Person	
Income Group	**Monthly Rent**	**Monthly Income**	**Monthly Rent**	**Monthly Income**	**Monthly Rent**	**Monthly Income**	**Monthly Rent**	**Monthly Income**
Extremely Low	$435	$1,450	$496	$1,654	$559	$1,863	$620	$2,067
Very Low	$724	$2,413	$826	$2,754	$930	$3,100	$1,033	$3,442
Low	$1,138	$3,792	$1,300	$4,333	$1,463	$4,875	$1,625	$5,417
Moderate	$1,734	$5,779	$1,983	$6,608	$2,230	$7,433	$2,478	$8,258
Above Moderate	>$1,734	>$5,779	>$1,983	>$6,608	>$2,230	>$7,433	>$2,478	>$8,258

Note: Monthly rates do not include utilities.
Source: California Department of Housing and Community Development, State Income Limits, February 25, 2013.

Table 21 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 21 APARTMENT RENTAL PRICES AND AFFORDABILITY, VACAVILLE

Project[a]	Year Constructed	Unit Size	Avg. Rent	Household Size	Affordability: Very Low Income	Affordability: Low Income	Affordability: Moderate Income
Project A 136 Units 21 un/ac	1986 (Remodeled in 2008)	1 BR/1 BA	$1,125	2	-	X	X
		2 BR/1 BA	$1,240	3	-	X	X
		2 BR/2 BA	$1,355	3	-	X	X
Project B 240 Units 24 un/ac	1987 (Remodeled in 2006)	1 BR/1 BA	$1,185	2	-	-	X
		2 BR/1.5 BA	$1,e355	3	-	X	X
		2 BR/2 BA	$1,395	3	-	X	X
Project C[b] 148 Units 22 Un/Ac	2003	2 BR/1 BA	$1,805	3	-	-	X
		2 BR/2 BA	$1,970	3	-	-	X
		3 BR/3 BA	$2,390	4	-	-	X
Project D 140 Units 23 un/ac	1982	1 BR/1 BA	$965	2	-	X	X
		2 BR/2 BA	$1,100	3	-	X	X
		3 BR/2 BA	$1,395	4	-	X	X
Project E[c] 64 Units 21 un/ac	1998	1 BR/1 BA	$825	2	X	X	X
Project F 264 Units 24 un/ac	1986	Studio/1 BA	$1,295	2	-	X	X
		1 BR/1 BA	$1,330	2	-	-	X
		2 BR/2 BA	$1,400	3	-	X	X
Project G[b] 312 Units 17 un/ac	2004	1 BR/1 BA	$1,460	2	-	X	X
		2 BR/1 BA	$1,530	3	-	-	X
		2 BR/2 BA	$1,660	3	-	-	X
		3 BR/2 BA	$1,890	3 or 4	-	-	X
Project H[b] 312 Units 21 un/ac	1999	1 BR/1 BA	$1,125	2	-	X	X
		2 BR/2 BA	$1,355	3	-	X	X
		3 BR/2 BA	$1,785	3 or 4	-	-	X
Project I 194 Units	1977	Studio/BA	$995	1	-	X	X
		1 BR/1 BA	$1,096	2	-	X	X
		2 BR/1 BA	$1,245	3	-	X	X
Project J 176 Units	1985	1 BR/1 BA	$995	1	-	X	X
		2 BR/1 BA	$1,095	3	-	X	X
		2 BR/2 BA	$1,245	3	-	X	X
Project K 44 Units	1985	3 BR/2 BA	$1,635	4	-	-	X

Project[a]	Year Constructed	Unit Size	Avg. Rent	Household Size	Affordability: Very Low Income	Affordability: Low Income	Affordability: Moderate Income
Project L[b] 208 Units	2001	1 BR/1 BA	$1,515	1	-	-	X
		2 BR/2 BA	$1,690	3	-	-	X
		3 BR/2 BA	$2,005	4	-	-	X
Project M 135 Units	1967	1 BR/1 BA	$900	1	-	X	X
		2 BR/1.5BA	$1,125	3	-	X	X
Project N 64 Units	1975	1/BR/1BA	$970	2	-	X	X
		2 BR/1BA	$1,145	3	-	X	X
Project O 296 Units	1985	1 BR/1 BA	$960	2	-	X	X
		2 BR/2 BA	$1,060	3	-	X	X
		3 BR/2 BA	$1,930	4	-	-	X
Project P[b] (Pre-Leasing)	2014	1 BR/1 BA	$1,470	2	-	-	X
		2 BR/2 BA	$1,670	3	-	-	X
		3 BR/2 BA	$1,930	4	-	-	X
Project Q 286 Units	1985	1 BR/1 BA	$1,035	2	-	X	X
		2 BR/1 BA	$1,234	3	-	X	X
		2 BR/2 BA	$1,295	3	-	X	X
Project R 88 Units	1960s	1 BR/1 BA	$900	2	-	X	X
		2 BR/1 BA	$1,025	3	-	X	X
		2 BR/2 BA	$1,225	3	-	X	X
Project S 37 Units	1960s	1 Br/1 BA	$1,000	2	-	X	X

Note: Affordable rents equal no more than 30 percent of the monthly household income, as reported by HUD in 2014. Actual rents are as of October 2008.
[a] Projects are not identified by name. This table is for informational purposes only.
[b] These apartments are "luxury" apartments.
[c] Senior Restricted Apartment Complex.
Source: Apartment Complex websites and various rental housing websites.

Ownership Housing

Table 22 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 loan program, a number of program participants were low and very-low income households.

Rental housing, both single family and multi-family, is the primary source of affordable housing for these households.

TABLE 22 OWNERSHIP HOUSING AFFORDABILITY, SOLANO COUNTY

Household Income[a] Category	Annual Income[b] Range	Maximum Affordable Monthly Housing Payment[c]	Maximum Affordable Purchase Price Range[d]		
			With 5% Down	With 10% Down	With 20% Down
Very-Low Income	Below $41,300	Below $1,033	$118,770	$124,490	$137,750
Low Income	$41,300 to $65,000	$1,625	$209,440	$219,520	$242,900
Moderate Income	$65,000 to $99,100	$2,478	$340,090	$356,460	$394,420
Above Moderate Income	Above $99,100	Above $2,478	Above $340,090	Above $356,460	Above $394,420

[a] Based on a percentage of the Area Median Income (AMI) and a four person household.
[b] Ranges are based on 2014 income limits for Solano County published by California Department of Housing and Community Development.
[c] Assumes that 30% of income goes towards housing
[d] 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. See Table 54.
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 23. Some of the units within the Cambridge, Ivywood and Sanctuary developments are affordable for families with moderate incomes. None of these representative homes are affordable for low-income households.

TABLE 23 REPRESENTATIVE "FOR SALE" HOUSING DEVELOPMENTS, 2013

Project/ Location	Unit Size (sq.ft.)	Lot Size (sq.ft.)	Number of Units	Price	Affordability	
					Low Income	Moderate Income
Cambridge (Southtown Phase 2)	1,626 - 2,400	3,600 - 4,500	201	$315,000 - $325,500	-	X
Ivywood	1,949 - 2,229	3,175 -15,415	37	$309,500 - $409,000	-	X[a]
Casa Bella (North Village Unit 3)	2,375 - 3,192	10,046 - 12,264	35	$478,000 - $530,000	-	-
Sanctuary (North Village Unit 4)	1,574 - 2,368	3,625 - 6,598	162	$387,000 - $431,850	-	X[a]
Providence (North Village Unit 5)	1,750 - 2,860	4,500 - 6,778	64	$431,000 - $492,000	-	-

Note: Affordability assumes no more than 30 percent of income spent on housing for a four-person household.
[a] Some units affordable for households with moderate incomes
Source: Subdivision Websites and Solano County Assessor Information.

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 insufficient 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 24, in 2010, overcrowded and severely overcrowded households represented 2.35 percent of the total households or 727 households in Vacaville. Of the 727 overcrowded households in 2010, approximately 40 percent were renters, while the remaining 60 percent were homeowners. This disproportionate impact on owner households describes 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.

TABLE 24 OVERCROWDED HOUSEHOLDS, 2010

	Owner		Renter		Total Households	
Persons per Room	**Number**	**Percent**	**Number**	**Percent**	**Number**	**Percent**
1.00 or less (Not Overcrowded)	19,194	97.80%	10,971	97.38%	30,166	97.65%
1.01 to 1.50 (Overcrowded)	387	1.97%	199	1.77%	586	1.90%
1.51 or more (Severely Overcrowded)	45	0.23%	96	0.85%	141	0.46%
Total	**19,626**		**11,266**		**30,893**	
Percent Overcrowded by Tenure	2.20%		2.62%		2.35%	

Source: US Census Bureau, 2012 American Community Survey 5-year Estimates, B25014.

To address overcrowding, the City is in the process of amending the Land Use and Development Code to facilitate construction of secondary dwelling units. Additionally, this Housing Element includes guiding and implementing policies to increase the supply of multi-family units with three or more bedrooms, continue to provide assistance though subsidized rental assistance through the Housing Choice Voucher program, and alleviate housing costs for homeowners through programs such as down payment assistance and the Section 8 Homeowners Program.

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 2010 U.S. Census provides data regarding indicators of housing affordability.

Table 25 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). Approximately 54 percent of all rental households and 37 percent of all ownership households were overpaying for housing cost in 2010. Table 26 illustrates the percentage of extremely low, very low, and low-income households overpaying for housing. Approximately 90 percent of extremely low-income households, 82 percent of very low income households, 65 percent of low-income income households, and 26 percent of moderate-income and above households were overpaying for housing in 2011. 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 25 HOUSING COST AS A PERCENTAGE OF HOUSEHOLD INCOME, 2010

Income Range	Total Households	% of Total Households	0-20% of HH Income	20-29% of HH Income	30+% of HH Income
Owner-Occupied Units					
$0 - $20,000	1,162	6%	87	87	988
$20,000 - $34,999	1,519	8%	469	194	856
$35,000 - $49,999	1,742	9%	465	245	1,032
$50,000+	15,153	77%	6,317	4,375	4,461
Subtotal	19,576		7,338	4,901	7,337
Renter-Occupied Units					
$0 - $20,000	1,802	16%	24	74	1,704
$20,000 - $34,999	1,530	8%	88	49	1,393
$35,000 - $49,999	1,846	9%	64	196	1,586
$50,000+	5,804	30%	1,874	2,736	1,194
Subtotal	10,982		2,050	3,055	5,877
Total	30,558		9,388	7,956	13,214

Source: US Census Bureau, 2008-2012 American Community Survey 5-year Estimates, B25106.

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 2010 Census reported that 1,722 (5.2 percent) of the 32,814 housing units were vacant in Vacaville. Table 30 shows distribution of vacant housing units in the City and Solano County in 2010.

Staff of the former Department of Housing and Redevelopment conducted an annual vacancy and rent survey until 2011 and the Department of Housing Services completed a vacancy and rent survey in 2014. The results of these surveys are summarized in Tables 27 through 30. Table 27 summarizes vacancy survey results from 2000 to 2011 and 2014 and provides vacancy rates by the number of bedrooms. Vacancy rates reached their peak in 2005, 8 percent overall, corresponding with the peak of the single-family housing market, and then began an overall trend of descending with the economy, as more households could no longer afford ownership and became renters. As of October 2014, the overall vacancy rate was 2.3 percent, with vacancies for three-bedroom units even lower at 1.5 percent. Rates this low indicate a market where it is challenging for renters to find housing, particularly housing that is affordable.

In addition to conducting an annual vacancy and rental survey, the former Department of Housing and Redevelopment conducted an annual vacancy and rental survey addendum for senior-only housing units until 2011. As part of the 2014 survey, the Department of Housing Services included information pertaining to senior-restricted units. The vacancy rate for senior-only 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

TABLE 26 PERCENTAGE OF HOUSEHOLDS BY INCOME LEVEL OVERPAYING FOR HOUSING, 2007-2011

	Renter		Owner		Total	
	Households	% of Households Overpaying	Households	% of Households Overpaying	Households	% of Households Overpaying
Extremely Low Income	1,520	91.8%	815	86.5%	2,335	89.9%
Overpaying	1,395		705		2,100	
Very Low Income	1,400	89.3%	980	70.4%	2,380	81.5%
Overpaying	1,250		690		1,940	
Low Income	2,370	73.4%	2,640	56.6%	5,010	64.6%
Overpaying	1,740		1,495		3,235	
Moderate Income and Above	5,170	18.4%	15,540	28.1%	20,710	25.6%
Overpaying	950		4,370		5,310	

Note: Paying more than 30 percent of income for housing is considered overpaying.
Sources: US Housing and Urban Development, 2007-2011 Comprehensive Housing Affordability Strategy (CHAS) Data.

TABLE 27 APARTMENT VACANCY RATES BY UNIT SIZE OCTOBER 2000 THROUGH OCTOBER 2011 and 2014

				Vacancy by Unit Size		
	No. of Units Surveyed	Vacant/ Available for Rent	Overall Vacancy Rate	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%
October 2009	4,905	194	4.0%	4.8%	3.3%	4.1%
October 2010	4,690	163	3.5%	3.1%	3.7%	3.5%
October 2011	4,957	83	1.7%	1.7%	1.7%	1.2%
October 2014	4,907	97	2.3%	2.7%	2.0%	1.5%

Source: Department of Housing and Redevelopment and Department of Housing Services Apartment Vacancy and Rent Surveys, 2000-2011 and 2014.

for senior-restricted units was 7.1 percent. As of 2014, the overall vacancy dropped to 0 percent. The historic vacancy rates for senior-restricted units are summarized in Table 28.

TABLE 28 SENIOR RESTRICTED APARTMENT VACANCY AND RENTAL RATES OCTOBER 2000 THROUGH OCTOBER 2014

	No. of Units Surveyed[a]	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[b]	N/A	N/A	N/A	N/A	N/A	N/A
October 2001	542	3.70%	0.00%	8.40%	$678	$945
October 2002	642	0.20%	0.30%	0.00%	$695	$955
October 2003	642	0.00%	0.00%	0.00%	$733	$955
October 2004	693	6.80%	9.60%	2.00%	$785	$955
October 2005	506	7.10%	4.80%	10.80%	$773	$960
October 2006	428	1.40%	1.90%	0.00%	$850	$1,005
October 2007	428	1.40%	1.00%	2.60%	$825	$1,030
October 2008	428	0.20%	0.00%	0.90%	$850	$1,045
October 2009	428	5.10%	5.10%	5.20%	$870	$1,045
October 2010	428	1.20%	1.30%	0.90%	$850	$1,045
October 2011	428	0.90%	1.30%	0.00%	$850	$1,045
October 2014	484	0.00%	0.00%	0.00%	$923	$1,105

[a] 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.
[b] 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, 2000-2014, and Department of Housing Services Apartment and Vacancy and Rent Survey, 2014.

As listed in Table 29, the median rent in October 2011 for a one-bedroom apartment was $950, and $1,103 and $1,300 for two- and three-bedroom units respectively. Unlike home prices, which fell significantly during the recession (see Table 19, in this Chapter), between 2000 and 2011, median rents have steadily increased overall, with slight fluctuations from the trend from year to year. As of October 2014, the median rental rates significantly exceed the affordable range for very-low-income households ($724-$1,033), and also exceed the affordability range for most low-income households ($1,138-$1,625).

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

TABLE 29 APARTMENT MEDIAN RENTS BY SIZE, OCTOBER 2000 THROUGH OCTOBER 2011

	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
October 2009	$947	$1,125	$1,400
October 2010	$925	$1,120	$1,335
October 2011	$950	$1,103	$1,300
October 2014	$1,085	$1,300	$1,400

Source: Department of Housing and Redevelopment Apartment Vacancy and Rent Surveys, 2000-2011; and Department of Housing Services Apartment and Vacancy and Rent Survey – Below Market Rate Addendum, 2014.

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 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 rents must meet a reasonableness test. The tenant is responsible for paying the difference between the "voucher payment standard" and the actual rent, and the VHA pays the difference between 30 percent of the renter's income and the payment standard for which the renter is eligible. As of October 2014, the VHA administers 1,193 vouchers under this program, and there are 4,338 families on the waiting list.

It should be noted that Housing Choice Voucher assistance is available to only approximately one in three lower-income households.

TABLE 30 DISTRIBUTION OF VACANT HOUSING UNITS, 2010

	Vacaville	Solano County
Total Vacant Housing Units	1,722	10,940
For Rent	834	4,342
For Sale Only	415	2,296
Rented or Sold, Not Occupied	107	571
For Seasonal, Recreational, or Occasional Use	48	589
For Migrant Workers	0	39
Other	318	3,103

Source: US Census Bureau, 2010 Census, SF1:H5.

Security Deposit Loan Program

The Vacaville Housing Authority (VHA) offers a guarantee program to participants using a Family Unification Program Housing Choice Voucher 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 VHA guarantee from the VHA 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 participant makes monthly payments towards their Security Deposit obligation to the landlord. If a payment is missed by the participant, the VHA will make the payment directly to the landlord.

Other Federally Assisted Housing

Table 31 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.

Redevelopment

Prior to the dissolution of Redevelopment Agencies in California in February 2012, 20 percent Housing Set Aside Funds (Low Income Housing Funds) had been used to subsidize rents of units for extremely low, very low, low and moderate-income households. Although redevelopment has been eliminated, the covenants requiring restricted rents continue and Department of Housing Services staff monitor 126 affordability agreements covering 1,007 units for compliance each year.

Since the dissolution of Redevelopment, the City has retained the functions/rights as the "Housing Successor." The City's Housing Successor received approval of the Housing Assets List from the Department of Finance (DOF). Although there is no longer an on-going funding source for affordable housing preservation/development, the real property assets of the City, as Housing Successor, will be used to create additional affordable housing opportunities. For example, a 41-unit, new construction affordable housing apartment complex is currently being negotiated between staff and a for-profit/non-profit partnership entity to be located on Housing Successor land.

TABLE 31 RENT SUBSIDY PROGRAMS, 2014

Program/Complex	Section 8	Housing Choice Voucher	Section 202/8	Local	Total Units
Vacaville Housing Authority	--	1,147	--	--	1,147
Twin Oaks Apartments	45	--	--	--	45
Autumn Leaves Sr. Apartments	--	--	56	--	56
Saratoga Phase I	--	--	--	20	20
Saratoga Phase II	--	--	--	20	20
Vacaville Comm. Housing	--	--	--	678	387
Vacaville Senior Manor	--	--	--	60	60
Habitat for Humanity	--	--	--	4	4
Vasquez Apartments	--	--	--	2	2
Sycamore Apartments	--	--	--	52	52
TOTAL UNITS	45	1,147	56	836	1,793

Source: Vacaville Department of Housing Services.

Emergency and Transitional Shelter

A 48-bed emergency shelter, owned and operated by Vacaville Social Services Corporation (VSSC), is located in Vacaville. VSSC also administers a transitional housing program that provides transitional housing to ten to twenty 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, Housing First Solano, 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.

Other Programs

Through the Density Bonus provisions in the Land Use and Development Code, several multi-family 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. In 2014 Low Income Housing Tax Credits (LIHTC) along with tax-exempt bonds are planned to finance the construction/rehabilitation of 130 affordable units on Callen Street/Bennett Hill Court area.

Since 2012, through HOME funded down payment assistance loans 17 eligible low-income first-time home buyers were provided with $562,061 to purchase a home. In addition, one eligible first-time home buyer received a $47,560 down payment assistance loan through the CalHOME program in 2013.

The City also assigns its California Debt Limit Allocation Committee (CDLAC), a per capita portion of private activity bonds, to California Home Finance Authority in order to participate in the Mortgage Credit Certificate program.

4.6 PRESERVING BELOW MARKET-RATE HOUSING

Inventory of Units at Risk of Losing Use Restrictions

As shown in Table 32, the City of Vacaville has 1,043 units of subsidized below market-rate housing, and 274 units are at risk of conversion to market-rent status within the next ten years (2015 – 2025). The complexes at risk are Quail Run (60 units), Vaca Gables (65 units), Hillside Seniors (15 units), and Vacaville Depot (134 units).

Of the 769 units due to expire after 2025, 668 are owned by non-profit housing corporations that are committed to providing affordable housing for Vacaville residents in perpetuity.

The Department of Housing Services 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.

Quail Run had an affordability agreement with 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 32 LOW-INCOME RENTAL UNITS SUBJECT TO TERMINATION OF FEDERAL, LOCAL MORTGAGE AND/OR RENT SUBSIDIES, MAY 2014

Project Name	Section of Act	Total Units Total Elderly		Earliest Date of Subsidy Termination	
		FHA/Local	Section 8	FHA/City	Section 8
Quail Run	City MRB	60[a]/296		July 2018	
Vaca Gables		65		Mar. 2020	
Hillside Seniors		15		Jun. 2021	
Vacaville Depot		134		Apr. 2023	
The Sycamores	City MRB	52[a]/264		May 2029	
Saratoga I (50+)		20[a]/108		Dec. 2039	
Saratoga II (50+)		20[a]/120		Dec. 2040	
Vacaville Senior Manor (50+)		60		Oct. 2064	
The Orchards/Maples		168		July 2065	
The Willows		157		July 2065	
Vacaville Highlands		11		Dec. 2065	
Meadows Court		51		Oct. 2065	
Vacaville Meadows		65		Jun. 2067	
Bennett Hill/Callen (Phase 1)		64		Mar. 2069	
Autumn Leaves (50+)	-202		56		Indefinite
Twin Oaks			45		Indefinite

Shading = units are at risk of conversion to market-rent status within the next 10 years

[a] Number of units of the entire project that are reserved for lower income households per the regulatory agreement with the City.
Sources: California Housing Partnership, U.S. Department of Housing and Urban Development, MIDLIS and MIS databases, and Department of Housing Services.

The Department of Housing Services consistently works to preserve affordable housing in the City of Vacaville by leveraging financial resources from State and federal programs in order to reinvest and rehabilitate existing affordable housing projects nearing the end of the affordability restrictions extending their subsidy into the future.

Vaca Gables and Hillside Senior apartments are owned by a local non-profit affordable housing provider. Department of Housing Services staff communicate regularly with the owner who is committed to providing affordable housing at these complexes in perpetuity. In 2012, the regulatory agreement for Vacaville Meadows, that restricts rents to affordable rates, was extended to June 2067. In 2014, the 12 Rocky Hill Villages apartments were incorporated into a rehabilitation project with 52 additional apartment units (Bennett Hill/Callen) and the regulatory agreement was renewed and extended to 2069.

Two complexes that were considered at-risk in the previous Housing Element cycle (2007-2014) are currently stable. Autumn Leaves (56 senior units), which expired in 2010, is still affordable,

with rents subsidized by HUD. Twin Oaks (45 units) was sold to Highlands Properties, which used tax credits for acquisition and rehabilitation and is therefore required to maintain the units' affordability.

Cost of Preservation versus Replacement

Generally, the cost of preserving existing units is more cost effective than replacing units through new construction. However, 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), a program which no longer exists, was $45,000 per unit. Each unit that was assisted in this manner is required to be income and rent restricted for a minimum of 55 years.

Tables 33 and 34 present an analysis of the cost to replace all at-risk units. It is estimated that the cost to replace all at risk units is $54.5 million. 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 $10.7 million. Below are projected costs for replacing all at-risk units through new construction.

TABLE 33 PROJECTED REPLACEMENT COST OF ALL AT-RISK UNITS THROUGH NEW CONSTRUCTION; REPLACEMENT COSTS BY UNIT TYPE[a]

Unit Size	Cost per Square Foot[a]	Average Square Foot/Unit[b]	Replacement Costs Per Unit[c]
Studio	$200	480	$120,166
1 bedroom	$200	600	$144,166
2 bedroom	$200	842	$192,566
3 bedroom	$200	1,196	$263,366
4 bedroom	$200	1,713	$342,600

[a] Based on cost to develop the new 60 unit Senior Manor units on Lawrence Drive in Vacaville.
[b] Based on average square footage of at risk units.
[c] 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 34 PROJECTED REPLACEMENT COSTS OF ALL AT-RISK UNITS THROUGH NEW CONSTRUCTION; REPLACEMENT OF COSTS OF "AT-RISK" UNITS[a]

Unit Size	Cost per Unit	Number of Units	Replacement Cost by Unit Size
Studio	$120,166	0	$0
1 bedroom	$144,166	62	$8,938,292
2 bedroom	$192,566	145	$27,922,070
3 bedroom	$263,366	67	$17,645,522
4 bedroom	$342,600	0	$0

[a] 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

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 1,193 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

CalHome Down Payment Assistance Program – The City of Vacaville utilizes these funds to provide assistance in the form of a deferred payment loan as ‘gap’ financing to eligible households in purchasing their first home. These loans are available for down payment and closing cost assistance to low income households.

California Housing Finance Agency (CalHFA) Multi-Family Programs – CalHFA’s Multi-Family 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 City has worked with various developers on seven tax credit projects, resulting in the development and rehabilitation of over 450 affordable units. In addition, the Callen St/Bennett Hill project will use LIHTC for an additional 130 affordable units.

California Community Reinvestment Corporation (CCRC) – The California Community Reinvestment Corporation is a multi-family 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.

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, a 154 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.
- Track notices of default and offering free counseling to property owners early in the foreclosure process.

Due to the elimination of redevelopment, the financing for these programs ended and the programs were discontinued. However, foreclosures have slowed nationwide and in Solano County as of 2013. According to RealtyTrac, while Solano County had been in the top five counties in California for foreclosures, as of July 2013 it was no longer in the top five. As of 2013, 1 in 654 Vacaville homes was in foreclosure, compared with 1 in 468 in all of Solano County and 1 in 799 statewide.[2] As foreclosures have slowed and sales prices have increased, construction has picked up again, with residential building permits in 2013 issued at over 3.5 times the rate of those issued in 2012 (see Table 16, in this chapter).

[2] "Solano County Falls Off Top of State Foreclosure List," *Vallejo Times-Herald*, July 13, 2013.

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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 up to 50 percent of the county's median income; a low-income household earns 51 to 80 percent of the median; moderate-income households earn 81 to 120 percent of the median; and 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 6 charts income limits published in February 2014 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 eight-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 City Manager served on this committee along with a County Board Supervisor and Planning staff from Solano County. The HMC's work concluded in April 2012 with the ABAG Executive Board's adoption of the methodology for allocating the regional housing need to individual cities and counties.

In June 2013, ABAG issued the region's allocation of 187,990 units for the 2014-2022 timeframe. Subsequently, ABAG adopted the *Final Regional Housing Needs Plan for the San*

Francisco Bay Area: 2014-2022. Based upon the adopted methodology, ABAG determined that Solano County's share of the regional housing need is 6,977 units. The seven cities of Solano County and the County of Solano formed a subregion, represented by the Solano County City-County Coordinating Council, for the purpose of allocating the ABAG-determined housing need among its member jurisdictions. The allocations were made consistent with the ABAG and MTC *Jobs-Housing Connection Strategy*, and based on the assumption that a significant portion of the RHNA will be planned for in the area's Priority Development Areas, which are locally identified areas for growth. All seven Cities and the County accepted the methodology and allocations of the resulting Solano Subregional Housing Allocation.

Under the Solano Subregional Housing Allocation, Vacaville is required to plan for 1,084 units. The assigned units, categorized by affordability level, for Vacaville's regional housing need are incorporated in Table 35 below. The California Department of Housing and Community Development (HCD) allows jurisdictions to credit units constructed since the start of the projection period toward its RHNA. The projection period for the 2014-2022 RHNA cycle began on January 1, 2014; therefore, Table 35 includes any new construction completed since January 1, 2014 and the remaining housing need for the remainder of the Housing Element timeframe.

TABLE 35 VACAVILLE PROJECTED HOUSING NEED BY INCOME CATEGORY, 2015-2023

	Extremely Low (0 to 30% of AMI)	Very Low (31 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	144	143	134	173	490	1,084
Units Constructed between January 1, 2014 and October 1, 2014	0	0	0	18	128	146
Remaining Need	**144**	**143**	**134**	**155**	**362**	**938**

Notes: AMI – Annual Median Income. Based on 2014 State Income Limits for Solano County published by California Department of Housing and Community Development, Division of Housing Policy Development Unit counts provided by City of Vacaville Building Division.

5.2 IMMEDIATE NEED

Low vacancy rates, the number of households on waiting lists for subsidized housing, and presence of homeless are indicators of immediate need for housing in the community. Overpayment of rent is also an indicator of immediate need, in particular for low- and very-low-income households. Vacaville's vacancy rates are discussed below. Waiting lists for subsidized housing are discussed in Section 4.5 (Housing Choice (Section 8) Vouchers), presence of homeless is discussed in Section 5.3 (Families and Persons In Need of Emergency Shelters), and overpayment of rent is discussed in Section 4.3 (Overpayment).

Vacancy Rates

Low vacancy rates, the number of households on waiting lists for subsidized housing, and presence of homeless are indicators of immediate need.

The recent nationwide recession had a significant impact on vacancy rates, particularly reducing the vacancy rates of rental housing, and thus the availability of housing for renters. The recession caused high unemployment and foreclosure rates, both probable reasons for the dramatic decrease in vacancy rates experienced in Vacaville, as in other areas. The demand for

rental apartments has increased among both people formerly renting single-family homes and former homeowners. Renters who face unemployment are no longer able to afford renting a house, and therefore rent an apartment unit, which is generally less expensive than renting a house. Former homeowners who experienced foreclosure on their homes rent apartment units to meet their housing needs.

A common “rule of thumb” is that a 5 percent rental and 2 percent ownership vacancy rate represent a market with a healthy balance of supply and demand, allowing enough vacancy for tenant movement between units. The City of Vacaville prepared a citywide survey of apartments during August and September 2014. According to the results of that survey (also discussed in detail in Section 4.4), the overall apartment vacancy rate was 2.3 percent, which illustrates a shortage of apartment units in Vacaville. This is a decrease from the beginning of the previous housing element planning period in 2009, at which time the overall vacancy rate was 4.0 percent. Vacancy rates have decreased since that time for one-bedroom units from 4.8 to 2.7 percent, for two-bedroom units from 3.3 to 2.0 percent, and for three-bedroom units from 4.1 to 1.5 percent. Historic vacancy rates are shown in Table 27 in Chapter 4 (Existing Housing).

Current vacancy rate data is not available for single-family home rentals; however, based on discussions with local stakeholders, single-family rentals remain in demand. Single-family homes typically 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 at or below 30 percent of area median income. The HCD 2014 area median income for Solano County was $82,600 for a four-person household or $57,800 for a one-person household. For extremely low-income households, this results in an income of $24,800 or less for a four-person household or $17,400 or less for a one-person household.

Households with extremely low income have a variety of housing situations and needs. For example, most families and individuals receiving public assistance, such as social security insurance 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 $24,800 or less.

Typically, minimum wage earners live in shared households. Examples of occupations with wages that could qualify a household as extremely low-income are included in Table 36.

TABLE 36 EXAMPLES OF EXTREMELY LOW-INCOME OCCUPATIONS (FIRST QUARTER, 2013)

Occupation Title	Average Hourly Wage
Fast Food Cooks	$9.66
Dishwashers	$9.07
Housekeepers	$14.10
Manicurists and Pedicurists	$8.67
Hosts and Hostesses	$9.93
Home Health Aides	$10.50
Farm Workers	$9.27
Waiters and Waitresses	$10.84
Food Preparation and Serving Related Workers	$11.51

Source: California Employment Development Department, Local Market Information for Vallejo-Fairfield Metropolitan Statistical Area (MSA).

Existing Needs

According to the 2007-2011 American Communities Survey, there were approximately 2,335 extremely low-income households in the City, representing 7.8 percent of the total households. Most extremely low income households are renters and most experience a high incidence of housing problems. These problems, relevant to both renters and owners, include overpaying for rent (defined as cost burden greater than 30 percent of income), overcrowding, and living in substandard housing. According to the 2007-2011 Comprehensive Housing Affordability Strategy (CHAS) data, 89.9 percent of all extremely low income households were overpaying for housing (see Table 26 in Chapter 4).

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. In accordance with State housing element law, the City assumes that half of the very low income RHNA are extremely low-income households. Based on this approach, the projected housing need for extremely low income households represents 13.3 percent of the City's RHNA, which equates to a projected need of 144 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 strategy described below.

Providing for the Needs of Extremely Low Income Households

Housing Choice (Section 8) Vouchers

The Vacaville Housing Authority (VHA) administers the US 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 rents must meet a reasonableness test. The tenant is responsible for paying the difference between the subsidy provided by the VHA and the actual rent, and the VHA subsidy is generally the difference between 30 percent of the renter's income and the payment standard for which the renter is eligible. The VHA administers 1,193 vouchers under this program. Of these, 75 percent of households admitted to the Housing Choice Voucher program must be extremely low-income households, which typically have fixed incomes such as social security insurance and/or disability.

In 2010, the VHA was granted 50 family unification program (FUP) vouchers. FUP 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. FUP vouchers enable these families to lease or purchase decent, safe and sanitary housing that is affordable in the private housing market. FUP vouchers can also be used by former foster youth ages 18-21 who left foster care at age 16 or older who are homeless or at risk of being homeless. Since award of the FUP vouchers, no additional applications have been made by the VHA. However, the VHA continues to analyze vouchers made available by HUD in order to apply for those that they are eligible for, per its commitment as 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. There are currently six households receiving mortgage assistance through this program.

In addition, HUD has announced the availability of a competitive application process for vouchers for persons who are disabled but non-elderly. As required by HUD regulations, 75 percent of all vouchers received would be allocated to extremely low-income households. The VHA applied for funding in 2011 under this program, as well, but like many Housing Authorities, did not receive an allocation. 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.

As of October 1, 2014, there were 4,338 families awaiting Housing Choice rental assistance. The Housing Choice vouchers help address the housing needs of extremely low-income households in Vacaville.

Other Assisted Housing

Table 31, found in Chapter 4, 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.

Prior to the dissolution of redevelopment, the 20 percent Housing Set-Aside Funds (Low-Income Housing Funds) were used to subsidize rents of 1,080 rental units for extremely low-, very low-, low-, and moderate-income households. This includes 70 units that must be rented to or held available for extremely low-income households. Although redevelopment has been dissolved, the units remain restricted as rental units for extremely low-, very low-, low-, and moderate-income households. The City, as Housing Successor to the former Vacaville Redevelopment Agency, continues to monitor 126 Affordability Agreements covering 1,007 units for compliance each year.

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 California Rural Home Mortgage Finance Authority 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 VHA offers a guarantee program to participants using a Family Unification Program Housing Choice Voucher 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 guarantee from the VHA 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 participant makes monthly payments towards their Security Deposit obligation to the landlord. If a payment is missed by the participant, the VHA will make the payment directly to the landlord.

With the dissolution of redevelopment in California effective February 1, 2012, the City elected to retain the functions/rights as the "Housing Successor" to increase, improve, and preserve the City's affordable housing stock. Since that time, the housing assets of the former redevelopment agency were approved by the Department of Finance for transfer to the City. The assets included real properties and a loan portfolio (primarily deferred or forgivable loans to individual homebuyers/owners and affordable housing non-profits). Assets did not include the approximately $3.2 million dollars in 20 percent Set-Aside Funds for affordable housing. Although there is no funding source for affordable housing, the City will leverage its real property assets in order to provide affordable housing opportunities. In addition, after following various required processes, on April 13, 2013, the Department of Finance authorized the City, as Housing Successor, to access $6.2 million of the 2006 Affordable Housing Bond proceeds that were issued for the purpose of developing affordable housing. These proceeds are being used for the Callen Street Rehabilitation/New Construction Project: Conversion to Affordable Rental Units described below.

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 to $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 CalWorks (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.

Other Programs

Through the Density Bonus provisions in the Land Use and Development Code, several multifamily projects were produced. These include Autumn Leaves, Saratoga Apartments, and Vacaville Senior Manor. 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/New Construction Project: Conversion to Affordable Rental Units

Between 2006 and 2012, the City of Vacaville's former Redevelopment Agency acquired market-rate multi-family residential duplexes and four-plexes for a total of 86 apartment units along Callen Street, Bennett Hill Drive, and Bennett Hill Court in order to convert the properties to affordable rental units. Following the dissolution of redevelopment on April 13, 2013, the Department of Finance (DOF) authorized the City, as Housing Successor, to access $6.2 million of the 2006 Affordable Housing Bond proceeds for the purpose of developing affordable housing. The City is utilizing these funds to work with a for-profit/non-profit partnership on a two-phase project of rehabilitation and new construction, which will result in the production of 130 affordable rental units with affordability rates at 30 to 60 percent of area median income.

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, 9 females, and 2 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. Community Action Partnership (CAP) Solano JPA will conduct a "point in time" survey in January 2015, which will update this 2009 survey information. The purpose of this count is to survey the homeless, obtain a homeless census, and prepare a detailed report regarding the homeless in Solano County. The report will include the count and characteristics and experiences of homeless persons.

The Vacaville Family Resource Center identified 15 homeless clients during 2013 who and sought their services, including housing. Those clients included nine single individuals and six single mothers with children. Of these, 13 lived with family and two lived in cars. The Family Resource Center has recently switched over to a new database system, and as a result, these numbers may not fully count all homeless individuals served.

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 2014), Solano County has approximately 406 homeless persons. 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 259 beds available in emergency shelters, 320 beds in transitional housing, and 140 beds year round in permanent housing. Even with these 719 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 to 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.

Table 37 lists homeless facilities in and near Vacaville.

TABLE 37 HOMELESS FACILITIES IN AND NEAR VACAVILLE

Facility	Clientele	Location
Opportunity House	Families/Women	Vacaville
Heather House	Families/Women	Fairfield
Mission Solano	Men/ Families/Women	Fairfield
Safequest	Families/Women	Fairfield
Coalition Against Homelessness	Singles/Families	Fairfield
Christian Help Center	Singles/Families	Vallejo
Children in Need of Hugs	Youth	Suisun City
Turning Point	Families/Women	Fairfield

Source: Organization Websites, 2014.

Opportunity House

The City worked with Vacaville Social Services Corporation, which operates the local homeless facility (in addition to transitional housing), Opportunity House, to relocate to a new location. The relocation enabled the facility to increase from 24 beds to 48 beds. The relocated facility opened its doors in October 2012. Opportunity House continues to receive referrals from Child Protection Services and Solano County Drug Court as well as other service providers throughout Solano County.

On January 2, 2015, the Opportunity House was serving:

- Three Child Protective Services Re-unification referral cases
- One completed Child Protective Services Re-unification referral case (single mother with one child)
- One single father with four children and one single father with one child
- One single mother with four children, one single mother with two children, one single mother with one child, and two single mothers each with one child
- Five single females
- One married couple

In addition to providing food and shelter to homeless individuals and families, the facility 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. The facility also offers youth programming through The Leaven, which receives funding from the City's CDBG program.

Mission Solano

Mission Solano is a local non-profit organization that provides coordinated care for homeless and potentially homeless in Solano County. Mission Solano hosts an emergency shelter and a transitional care facility. The Community Outreach Center Emergency Shelter provides immediate care for anyone in need. Any individual can get food, shelter, shower and clothing 24

hours a day, 7 days a week. The Bridge to Life Center is a long-term transitional housing facility that provides holistic care to those experiencing dependency issues. Specific housing is available for veterans, single women, and families. Mission Solano provides for an average of 157 people every night.

Other City efforts and Other Social Services to Serve the Homeless Population

Opportunity House relocated from Catherine Street to the current location in October 2012 as a result of the City Council action adopting two special standard overlay zones (SS-10 and SS-11), which permit social services facilities, including 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 new location for Opportunity House can accommodate up to 60 beds in a 9,800 square-foot, two-story building. In addition to providing housing, Opportunity House plans to provide additional services such as more transitional and alternative housing, more supportive services, a mentoring program, and volunteer programs. SS-10 and the Special Standard 11 (SS-11) overlay districts are located contiguously on Callen Street, Bennett Hill Drive, and Bennett Hill Court (refer to the map in Section 6.5). The relocated and expanded Opportunity House discussed above is located within an overlay district.

In 2012, a new County social services building was built 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 William J. Carroll Government Center is now complete and contains:

- Community Medical Primary Care Clinic
- Community Dental Clinic
- Child Welfare Services/Older and Disabled Adults Services
- Mental Health-Family Services
- Women, Infants & Children
- Public Health Nurse
- Employee Eligibility
- Cal-Works Eligibility
- Health and Social Service Outreach & Investigation Bureau

In addition to this new Social Services building, a 4,400 square foot, faith-based food and clothing distribution center was constructed at 1146 East Monte Vista Avenue, within walking distance of the SS-10 and SS-11 overlay districts (approx. ¼ mile) and 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.

Homeless Roundtable

The City Council established the Homelessness Ad Hoc Committee as a part of its annual Strategic Plan in 2009. This committee was formed initially through the Police Department and ultimately was transitioned to the Redevelopment and Housing Department of the City. The group met monthly and coordinated communication between service providers, faith based groups, and local (City/County and State) government regarding service delivery and addressing various issues surrounding homelessness in the City of Vacaville. Through these efforts the group ultimately published a report on homelessness in the community entitled: The White Paper on Homelessness in Vacaville.

The committee also worked on various issues with nomadic encampments, established an annual “Project Homeless Connect” events, which remains one of the most successful and well attended homeless service events in the County. Due to the dissolution of redevelopment by the State of California, the committee was disbanded in 2012. However, the issues with homelessness remained in the community, and the homeless population continued to grow due to various issues including Realignment of the State Prison system, as well as growing issues with poverty and mental health.

In September of 2014, the City reached out to service and faith based organizations to renew the dialog. The desire to better coordinate and deliver services to the homeless and needy became the focus of the conversation, and the City agreed to form the Homelessness Round Table to coordinate projects, service delivery and to establish a base for coordinating tracking of resources available to the homeless. The City’s Homeless Resource Guide was updated and published. The Committee meets monthly and includes members from:

- City of Vacaville: Police, Fire (Code Enforcement), Housing Services and City Manager’s Departments
- County of Solano: Health and Human Services, Probation and Sherriff’s Offices
- Faith Based Groups: local churches providing feeding and food bank programs
- Opportunity House Homeless Shelter
- Other various members of the community

The group continues to meet in order to implement tracking of services and resources provided to the homeless and needy families in an effort to better communicate, eliminate duplication of effort, and manage the limited resources that are available.

Other Programs Assisting the Homeless Population

To further meet the needs of the homeless and other persons in need, Housing Program H.3 – 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 continues to collaborate with the Community Action Partnership Solano (CAP Solano) to move people out of poverty and homelessness. The City partners with CAP Solano to apply for available grant funds as well as community events that are designed to prevent and address homelessness. The City also refers individuals and families to CAP Solano for resources that are available to address their specific needs. The City participates in Housing First Solano, formerly the Continuum of Care, a group made up of representatives from local government agencies and other organizations who are interested in sharing information and expanding the services available to homeless and near homeless persons.

Senior Residents

The 2010 Census figures indicated that there were approximately 40.3 million persons aged 65 and older (or 13 percent of the US population).[1] The number of elderly persons as a percentage of total US 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 19 percent of the US population by 2030, and 20 percent by 2050.

As a special needs group, the elderly are in some respects unique. The 2010 Census indicates that there are 6,076 households (19.5 percent of total households) with householders age 65 and older. The majority of Vacaville's elderly households are homeowners, with 4,485 elderly homeowners compared with 1,591 elderly renters, as shown in Table 38. According to the 2008-2012 American Community Survey 5-Year Estimates, 8,973 persons age 65 and above live below the poverty level. Such residents often 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. As confirmed by residents and real estate agents attending a June 2014 stakeholder discussion, 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.

Large Families

According to the 2010 Census, the average household size in Vacaville was 2.58 people and the average family size was 3.14 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,

[1] Werner, Carrie A., US Census Bureau, "The Older Population: 2010, 2010 Census Briefs," November 2011.

TABLE 38 HOUSEHOLDER BY TENURE BY AGE, 2010

	Number of Households	Percentage of Households
Total	**31,092**	**100%**
Owner Occupied	**19,721**	**63.43%**
Householder 15 to 24 years	175	0.89%
Householder 25 to 34 years	1,882	9.54%
Householder 35 to 44 years	3,480	17.65%
Householder 45 to 54 years	5,326	27.01%
Householder 55 to 64 years	4,373	22.17%
Elderly	**4,485**	**73.82%**
Householder 65 to 74 years	2,371	12.02%
Householder 75 to 84 years	1,561	7.92%
Householder 85 and over	553	2.80%
Renter Occupied	**11,371**	**36.57%**
Householder 15 to 24 years	1,129	9.93%
Householder 25 to 34 years	3,057	26.88%
Householder 35 to 44 years	2,329	20.48%
Householder 45 to 54 years	2,046	17.99%
Householder 55 to 64 years	1,219	10.72%
Elderly	**1,591**	**26.18%**
Householder 65 to 74 years	692	6.09%
Householder 75 to 84 years	534	4.70%
Householder 85 and over	365	3.21%

Source: US Census Bureau, 2010 Census, SF1:H17.

halls, or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. As illustrated in Table 24 (Chapter 4) and Table 39, 12 percent of households in Vacaville have five or more members, and 1.90 percent of all households are overcrowded (1.01 to 1.50 persons per room), and an additional 0.46 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 39, large families make up approximately 13 percent of all rental households in Vacaville. Currently there are 131 households receiving Housing Choice Voucher (Section 8) rental assistance that have five or more members and an additional 294 large families on the waiting list for this program. Of these, 90 families have applied as Vacaville residents and the remaining 204 families as non-residents. Applicants who live or work in Vacaville receive preference over those who do not.

TABLE 39 HOUSEHOLD SIZE BY TENURE, 2010

	1 Person		2-4 Persons		5+ Persons		Total	
	Number	**Percent**	**Number**	**Percent**	**Number**	**Percent**	**Number**	**Percent**
Owner	3,705	18.8%	13,647	69.3%	2369	12.1%	19,721	63.5%
Renter	3,348	29.4%	6571	57.7%	1452	12.7%	11,371	36.6%
Total	**7,053**	**22.7%**	**20,218**	**65.0%**	**3,821**	**12.3%**	31,092	100%

Source: US Census Bureau, 2010 Census, SF1:H4, H16, H17.

The October 2014 Vacancy and Rent Survey documents that of the 4,907 market-rate apartment units surveyed, only 124 were three-bedroom units. Of these three-bedroom units, two units were vacant and available for rent, and three units were vacant and unavailable for rent. 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 2010, 17 percent of all two or more person households in Vacaville were headed by a single parent (5,288 households). The largest sub-set of this group was the 4,013 households where the single parent was female (4,013 of the total single parent households, or 75.9 percent). Of the total two or more person households headed by women, 52.4 percent (2,101 households) reported children under the age of 18 present in the household (see Table 40).

TABLE 40 FEMALE HEADED HOUSEHOLDS, 2010

Householder Type	Number	Percent
Total Households	30,892	--
Total Single Parent Headed Households	5,288	17%
Total Female Headed Householders	4,013	12.99%
Female Heads with Children under 18	2,101	--
Female Heads without Children under 18	1,912	--
Total Families Under the Poverty Level	1,564	--
Female Headed Households with Children under 18, Under the Poverty Level	739	47.25%

Source: US Census Bureau, 2010 Census, SF1:P39; 2008-2012 American Community Survey 5-Year Estimates, DP02, and B17010.

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 2010, of all family households living below the poverty level, 47.25 percent were single mothers with children under age 18. The special housing needs of this group include low-cost housing that is 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. Some of these households may receive rental assistance from the Housing Authority. There are 924

female-headed households now receiving Housing Choice Voucher rental assistance, nearly 80 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.

According to the 2008-2012 American Community Survey 5-Year Estimate, there were 237 Vacaville residents employed within the Agriculture, Forestry, Fishing and Hunting, and Mining industry (Table 13). According to the 2012 USDA Agricultural Census, there are 860 farms in Solano County. As of the 2007 USDA Agricultural Census, there were 74 agricultural operations in zip code 95687, 233 in 95688, and 27 in 95696. Vacaville has no known seasonal or migrant farmworkers (defined by the USDA as employed for less than 150 days), but Solano County has 275 seasonal farm workers in addition to its 219 permanent hired farm workers.

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. 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.

The Land Use and Development Code identifies farm employee housing as "living quarters, including dwellings, sleeping accommodations and dining facilities, on a permanent foundation, maintained for occupancy by persons employed principally in farming and related pursuits on land owned, leased, or rented by the owner, lessee, or tenant of the site on which the farm employee housing is located." This definition does not include labor camps, trailer camps, or other temporary housing. Farm employee housing is permitted without the need of a conditional use permit or other zoning variance within the Agriculture Zoning District.

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 special features installed in the house, such as grab bars and special cabinets.

According to the 2008-2012 American Communities Survey, there were 8,094 persons with disabilities in Vacaville, and 3,336 of these persons were age 65 and older (shown in Table 41). No data was available as to the degree of limitation. As a result of Vacaville's proximity of Travis Air Force base, returning disabled veterans are a significant disabled population. Veterans may not be well integrated with other disability groups and are often reluctant to seek help.[2] 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.

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.

Mental Disabilities

There is also a segment of the population with severe mental disabilities. These residents require special housing with supportive care. According to the 2008-2012 American Communities Survey, there were 2,078 persons with some form of cognitive disability residing in Vacaville (see Table 41). As noted in the previous section on Vacaville's 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

[2] Conversation with Edie Thomas, Executive Director, Connections for Life, June 15, 2014.

several community care facilities in Vacaville. Three of these facilities have the ability to care for persons afflicted with Alzheimer's disease.

TABLE 41 PERSONS WITH DISABILITIES BY DISABILITY TYPE, 2012

	Number	Percent
Total Persons with Disabilities	8,094	9.8
Total Persons with Disabilities Ages 5-64	4,685	57.9
Hearing difficulty	922	19.7
Vision difficulty	488	10.4
Cognitive difficulty	2,078	44.4
Ambulatory difficulty	1,923	41.0
Self-care difficulty	856	18.3
Independent living difficulty	1,412	30.1
Total Persons with Disabilities Ages 65 and Over	3,336	41.2
Hearing difficulty	1,497	44.9
Vision difficulty	516	15.5
Cognitive difficulty	730	21.9
Ambulatory difficulty	1,782	53.4
Self-care difficulty	592	17.7
Independent living difficulty	1,465	43.9

Source: 2008-2012 American Communities Survey 5-Year Estimate.

Developmental Disabilities

A developmental disability is a disability that originates before an individual becomes 18 years old, continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual. This includes mental retardation, cerebral palsy, epilepsy, and autism. According to the North Bay Regional Center, one of the regional nonprofits that contract with the California Department of Developmental Services to provide or coordinate services and supports for individuals with developmental disabilities, there are 683 residents in Vacaville who are developmentally disabled.

The housing needs of developmentally disabled individuals are broad: they may live in group homes, under the care of family, in institutional settings, or independently in a conventional housing situation. Much of this housing need is for supportive housing, which is permanent rental housing linked to a range of support services designed to enable residents to maintain stable housing and lead fuller lives.

Housing and social service stakeholders confirm that Vacaville's social and public services that support disabled, homeless and otherwise in need residents are some of the best in Solano County. In addition to services that reach the larger community such as mental health, in-home supportive services, emergency housing, education, transit and family/children's resources, services available to Vacaville residents specifically for the developmentally disabled include:

- North Bay Regional Center
- Connections for Life
- Pace Solano
- UC Davis MIND Institute
- Independent Living Center of Solano County
- Chance 4 Change

Several of these services support developmentally disabled adults in living independently. According to a representative of the non-profit service community, the largest barrier developmentally disabled adults face is finding adequate housing, described below.[3] According to the North Bay Housing Coalition, a person receiving Supplemental Security Income (SSI) in California had to pay 104 percent of their income ($8,714 per year, on average) to rent a fairly modest one-bedroom unit, leaving no money to pay for groceries, transportation, clothing, and other necessities. This has increased from paying only 69 percent of income for rent in 1998. Additionally, those who have successfully found housing are usually living in dangerous neighborhoods.[4] Developmentally disabled residents can rarely afford a single-family home on their own, and often encounter difficulties sharing a home with a roommate.

Housing considered adequate for this population is:

- Affordable.
- Accessible and barrier-free.
- Located in an environment where residents are integrated into a community of neighbors with varying abilities.
- On public transit lines.
- Close to grocery stores and other services.
- Small enough to be affordable without requiring a roommate.

The City of Vacaville supports housing for its developmentally disabled residents in the following ways:

- The Land Use and Development Code complies with State law to encourage supportive housing by allowing supportive housing by right in any zoning designation where other residential uses are allowed.
- The City has developed two overlay districts, SS-10 and SS-11, that allow social service facilities without a conditional use permit.
- The City has included policies in this Housing Element to specifically support and prioritize housing for developmentally disabled and other disabled residents:

Implementing Policies

H.1 - G 4 Ensure the development and availability of housing appropriate for special needs groups including, but not limited to, young adults, young families, seniors, people with physical and developmental disabilities and homeless people.

H.1 - G 5 Support the development of permanent, affordable, and accessible housing, along transit lines and near services, that allows people with disabilities to live independent lives integrated into the larger community.

[3] Conversation with Edie Thomas, Executive Director, Connections for Life, June 15, 2014.

[4] Communication from Mary Eble, Executive Director, North Bay Housing Coalition, July 7, 2014. The letter references data from "Priced Out in 2012," a study conducted by the Technical Assistance Collaborative (TAC) and the Consortium for Citizens with Disabilities (CCD) Housing Task Force.

Guiding Policies

H.1 - I 6 Give priority to special needs housing and residential care facilities by allowing for reduced processing time and streamlined procedures for special needs housing land use applications.

H.1 - I 7 Encourage preferential handling of special needs populations, such as domestic violence cases, youth aging out of foster care, the developmentally disabled, single parents, etc., in the management plans and regulatory agreements of funded projects.

H.1 - I 8 Consider adopting a Universal Design ordinance incentivizing accessible design features in new residential development to support visitability, which allows people with limited mobility to stay integrated with the community.

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. 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.

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, and, as stakeholders in a June 2014 meeting indicated, three- and four-bedroom units are in short supply. Between 2001 and 2011, median rents increased 10.5 percent for one-bedroom units, 13.1 percent for two-bedroom units, and 18.7 percent for three-bedroom units. The 2014 BAH for a senior airman (typical rank for someone with four years of service) with dependents is $1,575. The 2014 BAH for a senior airman without dependents is $1,371. Based on the 2014 Annual Apartment Vacancy and Rent Survey, the median rent for a one-bedroom unit was $1,085, a two-bedroom unit was $1,300, and a three-bedroom unit was $1,400 (these amounts do not take into account the cost of utilities).

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 properties with potential for affordable housing as well as new housing programs.

Other Special Needs Groups

Persons with Family and Friends in Prison

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.

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 10 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 afford a wider range of housing.

Young Adult Residents

According to the Census data, the percentage of young adult residents ages 20 to 24 (Table 8, in Chapter 3) in Vacaville remained relatively the same over the past 10 years, at approximately 7 percent of the total population. 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. Participants in past focus groups have indicated a 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. Participants in a stakeholder discussion in June 2014 referenced the lack of small one-bedroom units and rental housing for young singles or families starting out on their own, as well as for aging seniors looking to downsize. 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

6.1 INTRODUCTION

The City of Vacaville has the ability to meet its housing needs through new construction on appropriately designated land identified by the existing 1990 General Plan and its proposed update, substantial rehabilitation of existing market-rate housing units to be re-designated as affordable units, and construction of secondary living units on existing single-family home sites. In addition to having zoned sufficient developable vacant residential land to accommodate meeting housing needs, the City has adopted several policies and programs to encourage the development of affordable housing and assist low-income households.

New Construction

Table 21, in Chapter 4, analyzes the ability of very low-, low-, and moderate-income households to afford a sample of Vacaville's rental housing options for various unit types and rents. The sample options include projects that were constructed between the late 1960s and 2014, 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 market-rate multi-family units are generally affordable for moderate-income households, sometimes affordable to low-income households, and seldom affordable for very low-income households. Newer market-rate complexes tend to be more upscale and have much higher rents than older units.

New construction of units affordable to lower income households is typically accomplished with subsidies, which in the past included 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- and 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 former Vacaville Redevelopment Agency. Lincoln Corner, a 134-unit apartment project completed in 2007, has affordability restrictions and serves low-income families. It was also constructed with assistance by the former Vacaville Redevelopment Agency. Section 6.2, the Land Inventory, explores the land available to construct new housing, both market-rate and subsidized for affordability.

In addition to zoning sufficient developable residential land, the City has adopted several policies to encourage the development of affordable housing. Incentives for developers include density bonuses and, in particular situations, streamlined processing, reductions in design and infrastructure standards (e.g. reduced parking requirements, reduced street widths), and deferred payment of development impact fees. These strategies are explained in more detail in the Housing Program section (Chapter 2) of the Housing Element.

Other Housing Assistance

Beyond the zoning and programs intended to encourage the new construction of housing, the City has also adopted several other policies to assist extremely low-, very low-, low- and

moderate-income households. Strategies to assist households include 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 State-funded loan program for first time homebuyers. These strategies are explained in more detail in Chapter 2 (Housing Programs).

Constraints on Public Subsidy

As discussed in Chapter 2 (Housing Programs), many of the programs the City has used in the past have lost a significant source of funding with the dissolution of the Redevelopment Agency. This leads to a shortfall of $52 million, which the City will need to identify and seek alternate sources of funding to fill. The City hopes it will be at least partially filled by statewide strategies such as cap and trade funding for affordable, transit-oriented housing as part of the California Homes and Jobs Act (SB 391). Without a permanent source of funding for affordable housing, the City anticipates that public-private partnerships will be created in order to solicit a variety of layered funding sources in order for affordable housing developments to be financially feasible.

Fortunately, as mentioned above, the City does have strategies to encourage the construction and preservation of housing units affordable to lower-income households other than directly providing funding to finance new construction. For example, provision of density bonuses and other incentives contributes to the affordability of housing for low and very low income households. The City has incorporated State laws regarding density bonuses into the Land Use & Development Code. There are several projects that 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 was 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. Other City strategies to promote the construction of housing affordable for low- and very low-income households are detailed in Chapter 2.

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, as shown in Chapter 8 (Evaluation of the Previous Housing Element). In addition, through rehabilitation and acquisition of existing units, the City expects to add 381 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.

6.2 INVENTORY OF RESIDENTIAL SITES AVAILABLE FOR HOUSING CONSTRUCTION

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. 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, 2014 through October 31, 2022.

In 2014, 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 1,084 new housing units with affordability distributed among low-income, moderate-income and above moderate-income categories as shown in Tables 35 (Chapter 5) and 42, below. Very low-income need is expected to be half of the total low-income need. 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 2014, the beginning of the baseline Regional Housing Needs Allocation (RHNA) period; secondary living units). However, the primary method for addressing the adequate sites requirement is identifying available vacant and underutilized sites that are suitable and appropriately zoned.

Methodology

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 October 21, 2022, the end of the 5th RHNA projection 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 (4) the 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. Figure 1 shows a map of the inventory of sites designated for lower-income, moderate-income and above moderate-income housing.

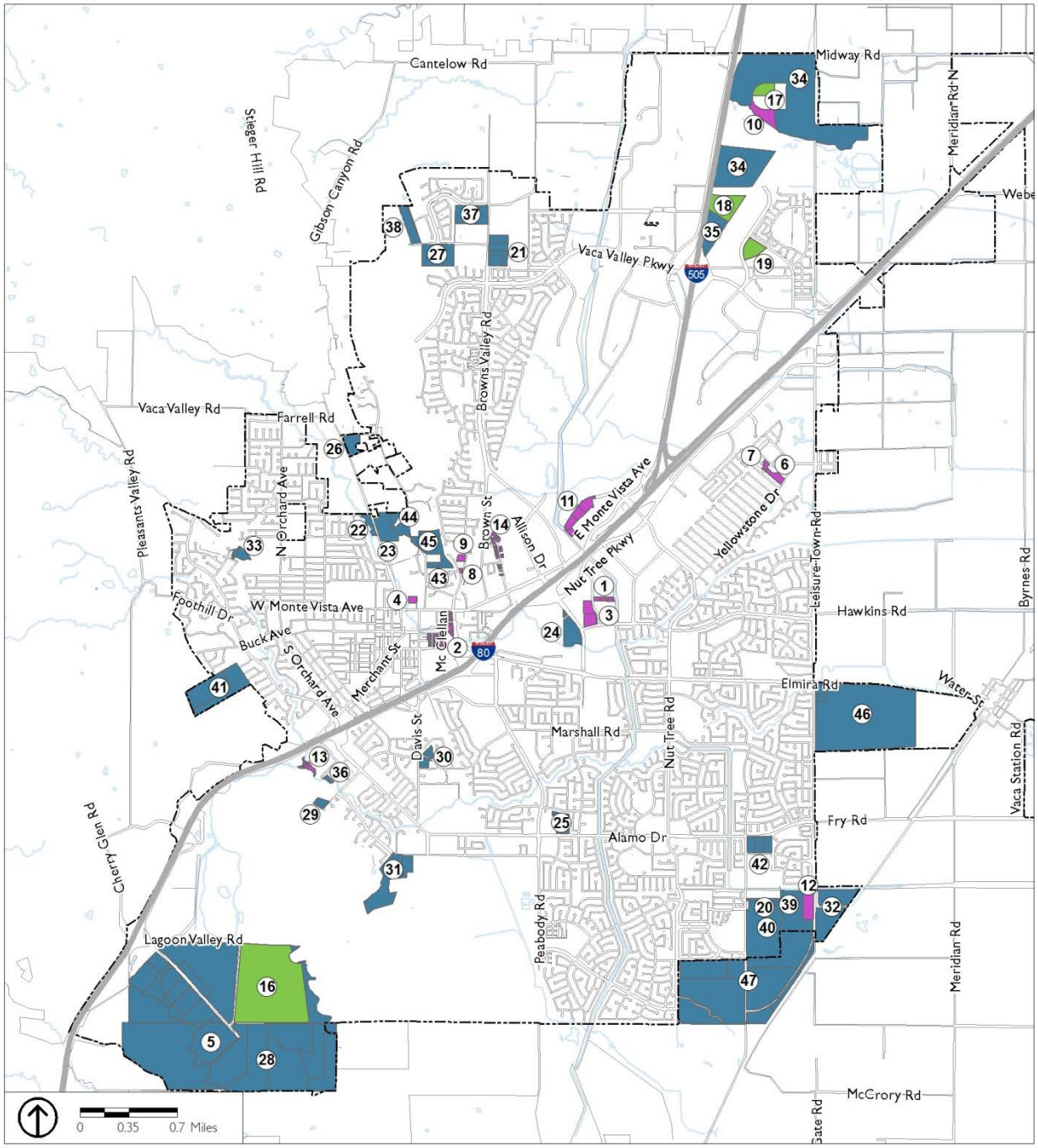
The inventory shows that there are adequate vacant lands to accommodate the remaining housing need for 2015 to October 2022 as determined by ABAG and shown in Table 35 in Chapter 5. As summarized in Table 42, the total housing need is 1,084 units; however, 146 units have been constructed through December 2014, reducing the remaining need to 938 units.

TABLE 42 SUMMARY OF VACAVILLE'S LAND INVENTORY POTENTIAL AND HOUSING NEEDS, OCTOBER 2014

Land Use Category	RHNA	Remaining RHNA[a]	Land Inventory Acreage	Land Inventory Units[b]
Sites for Lower-Income Households (Table 44)	421	421	74.27	1,609
Sites for Moderate-Income Households (Table 46)	173	155	61.0	579
Sites for Above-Moderate Households (Table 47)	490	362	1,441.9	4,482
TOTALS	**1,084**	**938**	1,577	6,670

[a] The remaining RHNA numbers reflect the number of units constructed, by income category, since January 1, 2014.
[b] This column illustrates the number of units, by income category, the City can accommodate as of May 20, 2014.
Source: City of Vacaville Community Development Department.

FIGURE 1 INVENTORY OF RESIDENTIAL SITES AVAILABLE FOR HOUSING CONSTRUCTION



Source: City of Vacaville, 2014

Site Inventory Type
- Low Income Housing
- Moderate Income Housing
- Above Moderate Income Housing

- freeway
- Creeks
- City Limits

Sites for Lower-Income Housing

The City recognizes that higher-density residential sites (RHD and RUHD) and commercial sites with a residential overlay designation (CG (RO), CD (RO), and CO (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 to 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 higher-density zoning is consistent with the 20 dwelling units per acre standard determined by HCD for suburban jurisdictions and therefore is considered appropriate to accommodate housing for lower-income households.

Table 21, 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 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 44, the City will be relying primarily on zones that permit residential development at 20 dwelling units per acre (RHD, RUHD, CG (RO), CD (RO), and CO (RO)) to accommodate its share of the regional housing need for lower-income units. As shown in Table 44, the City has the ability to accommodate 1,609 housing units for lower-income households, which exceeds the RHNA for lower-income households.

To determine a realistic development capacity for each site, the City considered and evaluated the implementation of its current multi-family 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 (Table 43). The results of this review revealed that the average density for apartment projects constructed in RHD and CG (RO) zones was 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 zone permits high-density development.

To ensure that the City maintains the ability to the meet its fair share of affordable housing for lower-income households, a housing policy has been identified (Policy H.1 - I 15) 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. This housing policy has been included in the City's ongoing General Plan Update (GPU) process. As part of the GPU process, a change to the density range for Residential High Density (RHD) has been proposed. The RHD density range is being proposed at 20.1 to 24 units per acre. The new General Plan is anticipated to be adopted in early to mid-2015.

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

TABLE 43 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
Quinn Crossing Apartments	14	CG (RO)	336	222	16
River Oaks	14.5	CG (RO)	348	312	22
The Villas at North Village	9.9	NVSP-RM	228	228	23
				Total	**119**
				Average Density	**20**

Source: City of Vacaville Community Development Department.

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 (EIR) was certified for this site and surrounding properties to encourage multi-family 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 (PDA) 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. The EIR prepared for the General Plan Update currently underway identifies this site as having a cover type of agriculture and having the potential to impact Swainson's Hawk and Burrowing Owl conservation areas. However, the majority of the site is already developed and the site is largely surrounded by existing development, which limits the biological resource functions of the site. The General Plan Update EIR also identifies the site has being subject to a "medium" risk of liquefaction potential. Potential effects from geologic risks could be mitigated through the preparation of a soils report prior to development and adherence to applicable building code requirements.

TABLE 44 KEY SITES ZONED TO ACCOMMODATE LOWER-INCOME HOUSING

Site	APN (s)	Acreage	Realistic Capacity	Zoning Designation	General Plan	Existing Use
1. Damiano Lane						
	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. Opportunity Hill Master Plan Area						
	Various	10.4[a]	249	CD and CG (RUHD Overlay)	General Commercial	See Appendix B (Table B-1)
3. Harbison Drive at Ulatis Drive						
	0131-030-650	4.19	84	CO (RO)[b]	Commercial Office	Vacant
	0131-030-660	0.4	8	CO (RO)[b]	Commercial Office	Vacant
	0131-030-670	4.27	85	CO (RO)[b]	Commercial Office	Vacant
		8.86	**177**			
4. Hillside Lane						
	0130-020-010	1.1	22	RHD	High Density Residential	Single Family Home
5. Lagoon Valley Senior Restricted Units						
	0167-020-110 (P)	12.5	100	RE-1[c]	Golf Course Residential	Vacant
6. Leisure Town Road Apartments (1)						
	0134-020-210	3.46	69	RHD	High Density Residential	Vacant
7. Leisure Town Road Apartments (2)						
	0134-051-020	1.24	2525216+	RHD	High Density Residential	Vacant
8. Markham Area Apartments						
	0129-202-010	0.31	6	RHD	High Density Residential	Vacant
9. Markham Area Apartments (2)						
	0129-181-120	1.43	41	RHD	High Density Residential	Vacant
10. North Village Apartments (Northern Site)						
	0106-240-290 (P)	15	255	NVSP RM	High Density Residential	Vacant

TABLE 44 KEY SITES ZONED TO ACCOMMODATE LOWER-INCOME HOUSING

Site	APN (s)	Acreage	Realistic Capacity	Zoning Designation	General Plan	Existing Use
11. Nut Tree Apartment Site						
	0129-240-570 0129-240-580 0129-240-590	10.03	216	CO (RO)[b]	Highway Commercial	Vacant
12. Southtown Phase 1A Apartment Site						
	0136-110-160	9.93	198	RHD	High Density Residential	Vacant
13. Vaca Villa Townhomes						
	0127-431-200	2.01	19	RHD	High Density Residential	Vacant
14. Vanden Town Home Site						
0136-080-040	8.4		93	RMD	Medium Density Residential	Vacant
15. Callen Street Rehabilitation Project (Phase Two)						
	Substantially Rehabilitated Units[d]	n/a	66	RHD (SS-11)	High Density Residential	Duplexes, Four-plexes, an Eight-plex
Secondary Living Units (Citywide Sites)						
	Citywide[d]	n/a	21	RLD	Low Density Residential	Single Family Lots
Totals		**74.27**	**1,609**			

Note: (P) = Refers to a portion of a larger parcel to be subdivided in the future.
[a] This acreage includes the parcels where stand-alone residential buildings can be constructed at a density ranging from 24.1 to 36 units per acre. See Appendix B (Table B-1) for a complete list of parcels located within the Opportunity Hill Master Plan Area. A map of the Opportunity Hill Master Plan Area has also been provided at the end of this chapter.
[b] 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 45 for examples of projects constructed in residential overlay zones.
[c] RE-1 zoning applies to the residential component of the approved Lagoon Valley Specific Plan. The project has development entitlements, including a Planned Development which dictates the housing mix, densities, and total unit count.
[d] Refer to Section 6.3 for Information Regarding the Callen Street Rehabilitation Project.
[e] See Section 6.4, Secondary Living Units, for a description of these units.
Source: City of Vacaville Web Community Development Department.

Opportunity Hill Master Plan Area (Site 2) – In April 2008, the City Council adopted the *Opportunity Hill Master Plan and Design Guidelines* document. 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 include 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. Additional discussion about the Opportunity Hill Master Plan area is provided in Section 6.2 of this Chapter. In addition, a map of this area and the *Opportunity Hill Master Plan and Design Guidelines* document has been included in Appendix B. Also in 2008, ABAG approved the Downtown Vacaville Area as a PDA for inclusion in FOCUS, the San Francisco's Bay Area's Regional Blueprint Plan, and this PDA has remained as part of the One Bay Area Sustainable Communities Strategy for the Bay Area, approved in 2013.

The current density range for the RUHD overlay district is 20.1 to 36 units per acre. When the City Council adopted the Opportunity Hill Master Plan, they also initiated a General Plan Amendment to permit up to 65 units per acre to be constructed within this area. For the purpose of the land use inventory, the realistic development capacity for this area was calculated at 24 units per acre, which is permitted by the existing General Plan, and reflects the upper end of the density range for the Residential High Density land use designation.

Ulatis Creek crosses the site and therefore development on the site is subject to regulations and permitting requirements associated with potential riparian impacts. Development along the creek corridor also has the potential to impact Swainson's Hawk and Burrowing Owl conservation areas. Areas adjacent to the creek are subject to "very high" risk of liquefaction potential, according to mapping prepared for the General Plan Update EIR. Potential effects from geologic risks could be mitigated through the preparation of a soils report prior to development and adherence to applicable building code requirements.

Harbison Drive at Ulatis Drive (Site 3) – 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. In November 2008, ABAG approved the Allison Policy Plan Area as a Planned Development Area (PDA) for inclusion in FOCUS, and it has remained a PDA as part of One Bay Area.

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 City's 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 45. 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.

Hillside Lane (Site 4) – 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 apartment 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.

TABLE 45 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
Quinn Crossing Apartments	14	CG (RO)	222	16
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**

Source: City of Vacaville Community Development Department.

Lagoon Valley Senior Restricted Townhomes (Site 5) – 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 850 single-family detached homes (including 75 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 Interstate 80 along the church parcel.

The Vesting Tentative Map created 850 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 to seniors 55+ years townhouse development and the 75 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, a 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 EIR addressing infrastructure and environmental constraints was prepared and certified for this project. A Statement of Overriding Considerations was adopted for environmental impacts to visual resources, cumulative traffic, farmland conversion, operational air quality, and construction noise that could not be mitigated. The EIR determined that infrastructure could be extended to the site.

Leisure Town Apartments (1) (Site 6) – 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 7) – This site is located across from Site 6. 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 8) – 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 9) – This 1.42-acre site is owned by the City as Housing Successor to the former 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. As of October 2014, the City has entered into a disposition, development, and loan agreement with Trower Housing Partners, to build 41 units on the site that will be made affordable to low-income military veteran households and families. The new units will be constructed in tandem with the rehabilitation of 51 apartments on Meadows Court.

North Village Apartments (Northern Site) (Site 10) – 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 NVSP includes multi-family design and parking standards. The administrative site plan approval process is described in detail in the governmental constraints section of the element. An EIR addressing infrastructure and environmental constraints was prepared and certified for this project. Mitigation measures have been incorporated in the NVSP and Planned Development approval. Future development of this site will be subject to a Design Review.

Nut Tree Residential (Site 11) – Development of this site would occur as part of the Nut Tree Ranch Policy Plan and Master Planned Development. The 10-acre site has been approved for a 216-unit apartment complex. The site is located on Nut Tree Road, behind the main Nut Tree Retail Phase 1 shopping center. Specifically, the project consists of the construction of nine three-story residential buildings (with patios and balconies) and one clubhouse building (single-story); 449 parking spaces, including carports, garages, guest parking, and 5 RV stalls; clubhouse with pool and bocce court; and two open space recreation areas. The project includes six unit types and floor plans ranging in area from 783 sq. ft. (one bedroom/one bathroom) to 1,402 sq. ft. (three bedroom/two bathroom unit). A Mitigated Negative Declaration prepared for the Nut Tree Ranch Policy Plan and Master Planned Development found that all significant impacts associated with development of the site could be mitigated to less-than-significant levels.

Southtown Phase 1A (Apartment Site) (Site 12) – 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 EIR and mitigation monitoring program have been created for the Southtown development. Mitigation measures have been incorporated in the Southtown Planned Development approval. A high-density 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.

Vaca Villa Town Homes (Site 13) – 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.

Vanden Town Home Site (Site 14) – This 8.4-acre site is owned by the City of Vacaville Redevelopment Agency. Assembly Bill (AB) 1X 26 and AB 1484 require all Housing Successor properties to be used for affordable housing purposes. Or, if these properties are disposed of for other purposes, the sale proceeds must be used for affordable housing purposes. City staff has prepared a Development and Disposition Strategy that provides the framework for selling and/or developing the Housing Successor properties. This strategy plan proposes that this site be developed with affordable housing. 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.

Callen Street Rehabilitation Project (Phase Two) (Site 15) – An analysis and map of this project has been provided in Section 6.3, Substantially Rehabilitated Units, of this Chapter.

Secondary Living Units (Citywide Sites) –Secondary living units are discussed in Section 6.4, Secondary Living Units, of this chapter.

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 sites inventory.

Sites for Moderate-Income Housing

The moderate-income sites inventory includes site identification numbers, which correspond to the numbers in Figure 1, a name, APNs, acreage, potential buildout capacity, zoning, General Plan designation, existing use, and any known environmental constraints. As shown in Table 46, the City has the ability to accommodate an additional 579 housing units for households with moderate income.

Lagoon Valley Moderate Density Site (Site 16) –The Lower Lagoon Valley Project Vesting Tentative Map and Planned Development was approved with 75 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. These units shall be deed restricted as affordable units for a period not less than 30 years. An EIR addressing infrastructure and environmental constraints was prepared and certified for this project, and mitigation measures have been incorporated in the project.

North Village Medium Density Residential Sites (Site 17) – This 12.2-acre site is identified as Planning Area 28 in the North Village Specific Plan (NVSP), which has a valid Development Agreement and is currently under construction. An EIR addressing infrastructure and environmental constraints was prepared and certified for this project. Mitigation measures have been incorporated in the NVSP and Planned Development approval. Future development of this site will be subject to a Design Review. This site is identified as a medium-density residential site with the capacity for 98 single-family homes. The minimum lot size for this site is 3,600 square feet. This lot size is comparable to the lots currently being sold in the Sanctuary Subdivision, Unit 4 of the North Village Development, which are affordable to moderate-income households. Refer to Table 23 in Chapter 4 for the representative "For Sale" housing developments.

TABLE 46 KEY SITES FOR MODERATE-INCOME HOUSING (PARTICULARLY TO ACCOMMODATE MODERATE-INCOME REGIONAL HOUSING NEED)

No.	APN(s)	Acreage	Realistic Capacity	Zoning Designation	General Plan Designation	Existing Use
16. Lagoon Valley Moderate Density Site						
	0128-050-070 (P)	10.3	75	RE-1[a]	Golf Course Estate	Vacant
17. North Village (PA28)						
	0106-240- 290 (P)	12.2	98	NVSP R1-3.6	Medium Density Residential	Vacant
18. North Village Medium Density Residential Site (Unit 6 – R1 3.6 Lots)						
	0106-240-290 (P)	17.3	115	NVSP R1-3.6	Medium Density Residential	Vacant
19. North Village Apartment Site (The Villas at North Village)						
	0133-030-160	9.9	228	NVSP RM	High Density Residential	Vacant
20. Southtown Core (Phase 3)						
	0136-110-040 (P)	11.3	63	RLM-3.6	Low Medium Density Residential	Vacant
Totals		**61.0**	**579**			

Note: (P) = Refers to a portion of a larger parcel to be subdivided in the future.
[a] RE-1 zoning applies to the residential component of the approved Lagoon Valley Specific Plan. The project has development entitlements, including a Planned Development, which dictates the housing mix, densities, and total unit count.
Source: City of Vacaville Community Development Department.

North Village Medium Density Residential Sites (Site 18) – This 17.3-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 EIR addressing infrastructure and environmental constraints was prepared and certified for this project. Mitigation measures have been incorporated in the NVSP and Planned Development approval.

This site has been approved for 115 medium-density residential lots. The minimum lot size for this project is 3,600 square feet. This lot size is comparable to the lots currently being sold in the Sanctuary Subdivision, Unit 4 of the North Village Development, which are affordable to moderate-income households. Refer to Table 23 in Chapter 4 for the representative “For Sale” housing developments.

North Village Apartment Site (Southern Site) (Site 19) – This 9.99-acre site is located within the North Village Specific Plan (NVSP) area, which has a valid Development Agreement. An EIR addressing infrastructure and environmental constraints was prepared and certified for this project. Mitigation measures have been incorporated in the NVSP 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 unit 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 21, in Chapter 4, for representative rental rates for apartment complexes.

Southtown Core (Site 20) – This 11.3-acre site is located within phase 3 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 development agreement is valid until 2014. An EIR and mitigation monitoring program have 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. This lot size is comparable to the lots currently being sold in the Sanctuary Subdivision, Unit 4 of the North Village Development, which are affordable to moderate-income households. Refer to Table 23 in Chapter 4 for the representative "For Sale" housing developments.

Sites for Above Moderate-Income Housing

The land inventory for above moderate-income housing is shown in Table 47. The table includes site identification numbers, which correspond to the numbers in Figure 1, a reference name, APNs, acreage, potential buildout capacity, zoning, general plan designation, existing use, and any known environmental constraints. The City has the ability to accommodate an additional 4,482 housing units for households with above-moderate income.

Opportunity Hill Master Plan Area (Analysis of Non-Vacant and Underutilized Sites)

The City's land inventory 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 currently provides for the development of high-density residential (up to 36 units per acre) and/or mixed-use development in the downtown area.

The RUHD 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); service uses (a bank, auto insurance office, real estate office, and other office uses); industrial uses (a steel fabrication shop and glass shop); and public/institutional uses (religious uses, a gymnasium, and the Vacaville Heritage Council and Solano County Genealogical Society, both of which currently occupy the Old Town Hall). Refer to Appendix B (Table B-1) 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 standalone multi-family buildings and that 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.

TABLE 47 SITES FOR ABOVE MODERATE-INCOME HOUSING

Site	Reference Name	APN(s)	Address	Acres	Units	Zoning Designation	General Plan Designation	Existing Use	Environmental Constraints
21	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.
22	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.
23	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.
24	CCC Property (RLM 4.5)	131-030-840, -860	Southeast corner of Allison Drive and Travis Way	14.91	102	RLM-4.5	Residential Low Medium Density	Vacant. Contains a non-producing orchard.	No known constraints.
25	Gaspar	132-320-170	Near the Northeast Corner of Peabody Road and Alamo Drive	9.51	60	RLM-4.5	Low Medium Density Residential	Vacant	Drainage issues must be mitigated.
26	Gibson/Vine Estates	129-020-090	Southwest corner of Gibson Canyon Road and Vine Street	9.01	8	RE-1	Residential Estate	Vacant	Hillside Development. Slope and drainage mitigation required. Utilities must be extended to site.
27	Knoll Creek	123-040-110	South of the intersection of McMurtry Lane and Whispering Ridge Drive	12.1	21	RE-10	Residential Estate	Vacant	Mitigation measures have been incorporated in the project approval.
28	Lagoon Valley Specific Plan	128 050 070, -110, -120, 167-030-020 thru -060	No address. Located south of the Butcher Road terminus, east of Interstate 80.	332	850	RE-1 3	Golf Course Estates	Vacant	Mitigation measures have been incorporated in the project approval. An EIR was conducted for the project. Utilities must be extended to the site.
29	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.
30	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	No known constraints.

TABLE 47 SITES FOR ABOVE MODERATE-INCOME HOUSING

Site	Reference Name	APN(s)	Address	Acres	Units	Zoning Designation	General Plan Designation	Existing Use	Environmental Constraints
								under-utilized and is surrounded by single family residences.	
31	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 project approval.
32	Southtown Commons (Moody Property)	136-120-020, -030	East side of Leisure Town Road, south of New Alamo Creek	39.4	215	RLM-3.6	Low Medium Density Residential	Under construction	Mitigation measures have been incorporated in the project approval.
33	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 project approval.
34	North Village Specific Plan (Future Phases North of the PG&E Right-of-Way)	106 240 290 (P), 106-270-130 (P)	North side of Vaca Valley Parkway between Interstate 505 and Leisure Town Road	225	784	Various	Various	Vacant	Mitigation measures have been incorporated in the project approval.
35	North Village Phase 6 (4,500 Lots)	133-030-280 (P)	North side of Vaca Valley Parkway adjacent to Interstate 505	10.9	63	NVSP-R1-4.5	Low Medium Density Residential	Vacant	Mitigation measures have been incorporated in the project approval.
36	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 project approval.
37	The Reserve at Browns Valley (Rancho Rogelio)	123-040-010	7019 Browns Valley Road	20.93	40	RE-10 and RE-1	Residential Estate	Under construction	Mitigation measures have been incorporated in the project approval.
38	Rogers Ranch	123-040-200	North of McMurtry Lane	12.97	28	RE-12	Residential Estate	Vacant	Mitigation measures have been incorporated in the project approval.
39	Southtown Phase 1a	0137-050-150	West side of Leisure Town Road, south of New Alamo Creek	33	141	RL-4.5	Low Density	Vacant	Mitigation measures have been incorporated in the project approval.
40	Southtown Phase 3	Various (Recorded Final Map)	Located between Vanden Road and Leisure Town Road, south of New Alamo Creek	39.8	179	RL-5	Low Density, Low Medium Density	Vacant	Mitigation measures have been incorporated in the project approval.
41	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 project approval.

TABLE 47 SITES FOR ABOVE MODERATE-INCOME HOUSING

Site	Reference Name	APN(s)	Address	Acres	Units	Zoning Designation	General Plan Designation	Existing Use	Environmental Constraints
42	Sterling Chateau 4	136-080-100 thru -120	Southeast corner of Alamo Drive and Vanden Road	13.62	54	RL-6	Low Density Residential	Under construction	Mitigation measures have been incorporated in the project approval.
43	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 project approval.
44	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.
45	Vine Trees	129-140-060	East side of Vine Street	18.48	20	RE-10	Residential Estate	Vacant	Slopes and drainage must be mitigated.
46	Brighton Landing Specific Plan	135-080-010 thru -030 and 0135-090-070	Southeast corner of Elmira Road and Leisure Town Road	217	767	RL-6, RLM-4.5, RLM-3.6	Residential Low and Residential Low Medium Density	Under construction	Mitigation measures have been incorporated in the project approval.
47	Vanden Meadows Specific Plan	0137-030-130 and -140, and 0137-050-010, -020, -090, -100, 110, -120, -130, -140	North of Foxboro Parkway, between Nut Tree Road and Vanden Road	265	939	Various	Residential Low Density	Vacant	Mitigation measures have been incorporated in the project approval.
Total				**1,441.89**	**4,482**				

At the time the *Opportunity Hill Master Plan and Design Guidelines* document (shown in Appendix B) was adopted, the former City of Vacaville Redevelopment Agency and the City of Vacaville, hereby collectively referred to as "the City," had acquired approximately 5 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 2.54 acres of contiguous 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 require infill projects to be compatible in design to adjoining residential uses. However, the Master Plan includes design guidelines that deviate from the City's standard 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 Appendix B.

In order to facilitate the implementation of the Opportunity Hill 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 13 will implement the Opportunity Hill Master Plan by identifying lands to be rezoned and require a General Plan Amendment to permit up to 65 dwelling units per acre. In addition, the City is currently updating its General Plan. The Adopted General Plan includes an action (Action LU-A16.4) in the Land Use Element that directs the City to amend the Residential Urban High Density Overlay on the Opportunity Hill and Depot Street sites to allow up to 65 dwelling units per acre.

The current RUHD overlay district density range is 20.1 to 36 units per acre. The minimum density for this overlay district is not proposed to change. By maintaining the minimum default density for suburban communities identified by HCD, the City can include properties within this boundary in its inventory of residential sites for lower income households.

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 shown in Table 48.

TABLE 48 OWNERSHIP OF ACQUIRED AND REHABBED UNITS

Vacaville Community Housing	
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 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: 18 four-plexes, three duplexes, and one eight-plex, totaling 86 units. The goal of these acquisitions is to substantially rehabilitate/demolish and newly construct these units for the purpose of providing affordable housing. The outcome will be the revitalization of the neighborhood in which they are located. (For additional information about the Callen Street Rehabilitation Project, see Section 6.3 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. 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 Appendix B).

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 to 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.

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 the 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:

- 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 Appendix B.

Priority Development Area

In November 2008, the Association of Bay Area Governments (ABAG) approved the Downtown Vacaville Area as a Priority Development Area (PDA), and it is so designated under *Plan Bay Area*, the Bay Area's Sustainable Communities Strategy, created as part of the Bay Area's Regional Transportation Plan (RTP) in response to Senate Bill (SB) 375 (the Sustainable Communities and Climate Protection Act). *Plan Bay Area* sets a development pattern for the region, which, when integrated with the transportation network and other transportation measures and policies, would reduce greenhouse gas (GHG) emissions from cars and light trucks, beyond the per capita reduction targets identified by the California Air Resources Board (CARB). Part of the Plan's strategy is to direct over two-thirds of all regional growth to the PDAs. PDAs are infill opportunity areas where the community has committed to developing housing, amenities, and services in pedestrian-friendly areas served by transit. They are eligible for grant funds to assist with the costs of planning, infrastructure improvements, and construction.

6.3 SUBSTANTIALLY REHABILITATED UNITS

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. Two rehabilitation projects are described below and demonstrate the City's progress in rehabilitating affordable units in the city.

Callen Street Rehabilitation Project

In 2006, using Redevelopment Agency Low Income Housing Set-Aside funds and taxable bonds monies in the amount of $18 million, the City of Vacaville Redevelopment Agency acquired market-rate multi-family residential complexes along Callen Street, Bennett Hill Drive, and Bennett Hill Court: 18 four-plexes, three duplexes, and one eight-plex. These properties, shown in Figure 2, were retained by the City, as Housing Successor Agency following the dissolution of redevelopment agencies in 2012. Figure 2 illustrates the location of this project, and Table 49 identifies the 66 units for Phase Two that are included in the housing sites inventory for this project.

The overall Callen Street project consists of two phases of acquisition and rehabilitation/new construction activity in the Callen Street area resulting in the creation of 118 new affordable rental units. In 2013, the first phase of the Callen Street Rehabilitation development project was approved. This phase of the project consists of the acquisition and rehabilitation of 52 affordable rental units on Bennett Hill Drive/Court. Rehabilitation of all 52 units creates permanently affordable housing for households making less than 60 percent of the area median income. Of these units, five units are affordable to extremely low-income households.

FIGURE 2 CALLEN STREET REHABILITATION PROJECT MAP

City of Vacaville
Community Development Department

TABLE 49 CALLEN STREET REHABILITATION PROJECT PROPERTIES

APN	Address		Use	Notes
Phase I - Bennett Hill Drive/Court				
0129-271-020	205	Bennett Hill Drive	4 Units	
0129-271-030	207	Bennett Hill Court	4 Units	
0129-271-040	213	Bennett Hill Court	4 Units	
0129-271-050	219	Bennett Hill Court	4 Units	
0129-271-060	225	Bennett Hill Court	4 Units	
0129-271-070	231	Bennett Hill Court	4 Units	
0129-271-080	237	Bennett Hill Court	4 Units	
0129-271-090	243	Bennett Hill Court	4 Units	
0129-271-100	249	Bennett Hill Court	4 Units	
0129-271-110	255	Bennett Hill Court	4 Units	
0129-271-160	225	Bennett Hill Drive	6 Units	
0129-271-170	231	Bennett Hill Drive	6 Units	
0129-271-190	267	Bennett Hill Court	n/a	New Opportunity House (Homeless Shelter)
		Total	**52 Units**	
Phase II - Callen Street				
0129-331-050	1355	Callen Street	4 Units	Rehabilitation Building
0129-331-030	1367	Callen Street	4 Units	New Building
0129-292-020	1373	Callen Street	4 Units	New Building
0129-293-040	1385	Callen Street	4 Units	New Building
0129-293-030	1391	Callen Street	4 Units	New Building
0129-292-020	1408	Callen Street	4 Units	New Building
0129-291-060	1413	Callen Street	4 Units	New Building
0129-292-030	1414	Callen Street	4 Units	New Building
0129-291-050	1419	Callen Street	4 Units	New Building
0129-291-040	1425	Callen Street	4 Units	New Building
0129-291-030	1431	Callen Street	4 Units	New Building
0129-292-060	1432	Callen Street	2 Units	Rehabilitation Building
0129-291-020	1437	Callen Street	4 Units	New Building
0129-292-070	1438	Callen Street	2 Units	Rehabilitation Building
0129-291-010	1443	Callen Street	4 Units	New Building
0129-273-010	1444	Callen Street	2 Units	Rehabilitation Building

APN	Address		Use	Notes
0129-272-060	1449	Callen Street	4 Units	New Building
0129-272-050	1455	Callen Street	4 Units	New Building
		Total	**66 Units**	

Source: City of Vacaville Housing Successor Agency, Community Development Department, and MetroScan.

In 2014, the second phase of the Callen Street Rehabilitation development project was approved. This phase of the project consists of the acquisition and rehabilitation of 66 rental units in the Callen Street Area. Rehabilitation of all 66 units creates new permanently affordable housing for households earning less than 60 percent of the area median income.

Phase One of the Callen Street Rehabilitation Project is not being counted towards the RHNA due to the timing of financial commitments for the project. Pursuant to Section of 65583.1(2)(B) of the Government Code, the City is counting the substantial rehabilitation of the 66 units within Phase Two of the Callen Street Rehabilitation project as new construction to help meet the RHNA numbers for lower income households. Table 50 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 Phase Two of the Callen Street Rehabilitation project.

TABLE 50 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 Very low income households if the unit will be made available to very low income households	X
(iii)	Units were not occupied by low or very low income households 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 households for not less than 55 years	X

Callen Street Rehabilitation Project – Phase II Compliance with Gov. Code 65583.1(B)

In 2006, using Redevelopment Agency Low Income Housing Set-Aside funds and taxable bonds in the amount of $18 million, the City of Vacaville Redevelopment Agency acquired market-rate multi-family residential complexes along Callen Street, Bennett Hill Drive, and Bennett Hill Court. These properties were retained by the City, as Housing Successor Agency

following the dissolution of redevelopment agencies in 2012. The properties located within Phase II of the Callen Street Rehabilitation Project were not obtained by eminent domain, and the acquired units were previously market rate units.

On April 13, 2013, the Department of Finance (DOF) authorized the Housing Successor Agency to access $6,200,000 of the 2006 Affordable Housing Bond proceeds for the purpose of developing affordable housing. Staff reinitiated negotiations with CFY Development, Inc. (CFY) and Vacaville Community Housing (VCH) who proposed a two-phase project to complete the acquisition and rehabilitation/new construction of 130 affordable apartments in the Callen Street/Bennett Hill area. On July 9, 2013, the City Council approved a Disposition, Development, and Loan Agreement (DDLA) for Phase I securing a $4,355,639 City commitment, and an Exclusive Negotiating Rights Agreement for Phase II with the partnership.

On August 12, 2014, the City of Vacaville approved the Disposition, Development and Loan Agreement between the City of Vacaville and Callen Street Investors, L.P. (the legal partnership of CYA and VCH) for Phase II of the Callen Street project committing an additional $6,905,000. As previously noted, Phase II of the project consists of acquiring 18 Housing Successor owned parcels on Callen Street to be rehabilitated and/or demolished/rebuilt to create permanently affordable rental housing and the construction of a community room for neighborhood activities. The affordability levels of the 66 the rehabilitated and rebuilt units are as follows:

- 4 @ 30% of AMI ($23,000 per year for family of 4)
- 16 @ 50% of AMI ($38,350 per year for family of 4)
- 45 @ 60% of AMI ($46,020 per year for family of 4)
- 1 Manager's unit/office and community room

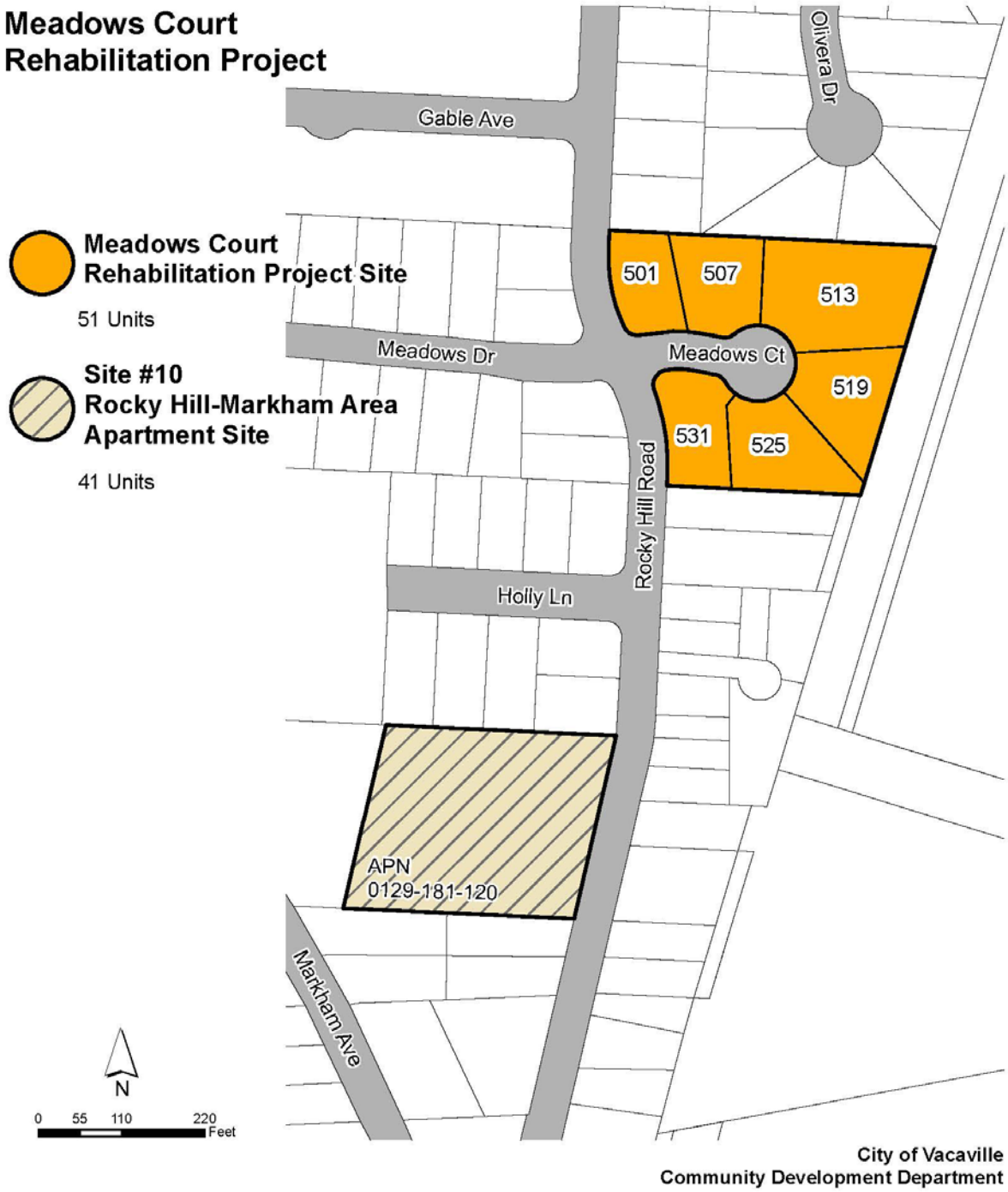
As stated in the DDLA, these units must remain affordable for 55 years and participate in the Crime-Free Housing Program, including the Crime Prevention through Environmental Design component of the Program.

Consistent with AB 720, City committed financial assistance to the project for the purpose of converting market rate rental units to affordable units within the 5th RHNA projection period. This financial assistance was committed through the aforementioned Disposition, Development and Loan Agreement between the City of Vacaville and Callen Street Investors, L.P. Phase II of the Callen Street Rehabilitation project meets the State's definition conversion, and results in a net increase of 66 affordable units.

Meadows Court Rehabilitation Project

In October 2014, as Housing Successor to the Vacaville Redevelopment Agency, the City entered into a Disposition, Development, and Loan Agreement with Community Development Partners in partnership with Vacaville Community Housing as Trower Partners to substantially rehabilitate 51 two-bedroom apartments on Meadows Court, shown in Figure 3. In combination with the partner project, the Rocky Hill Markham Area Apartments (identified under Sites for Lower-Income Housing as Site #10) will provide eight units affordable to households with extremely low incomes, 19 units to households with very low incomes, and 63 units to households with low incomes, for a period of 55 years. The Meadows Court Rehabilitation project is not being counted towards the RHNA because these units were designated as affordable housing units in 2005. This project consists of rehabilitating and preserving existing affordable housing units.

FIGURE 3 MEADOWS COURT REHABILITATION PROJECT MAP



6.4 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, or 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 for 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 typically 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 2009, 13 of the approved second dwelling units were constructed. Additional second dwelling units may be required in subsequent phases of development.

Although the recent recession has affected the number of secondary living units the City has issued permits for, the City has a long-standing history of issuing three to five permits for secondary living units annually. Considering the requirement for second dwelling units in the Southtown residential project and the number of second dwelling units constructed annually in past years, in concert with local housing needs and development trends and adoption of new incentives, the City is projecting that 21 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 21 secondary living units towards its adequate sites requirement (see Table 44).

6.5 POTENTIAL DEVELOPMENT CONSTRAINTS

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. Due to the depressed economy, adequate public facilities, services, and infrastructure remain available to serve the current inventory of new residential allocations, as described in the 2007 Report. Therefore, the City Council has deferred preparing a new report, and the 2007 Report is considered current. The next report will be created following adoption of the General Plan Update, tentatively scheduled to occur in early- to mid-2015.

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 LOS D or below within five years. Mitigation measures and potential improvements to achieve acceptable levels of service are identified for each intersection. The City has completed capital improvements to the Hume/Davis intersection and Davis Street south of Hume Way, improving the operating LOS in this area. Other near-term priorities for capital projects include interim and long-term improvements at the Vaca Valley Parkway/Interstate 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. Opticom has been installed 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. Station 75, located within the Southtown development, is currently in design phase, with construction scheduled to occur in 2015.

D. Funding for on-going fire services for new development through public safety Community Facilities Districts. The City has adopted Community Facility Districts 10 – Cheyenne at Brown's Valley CFD, 11 – Southtown CFD, and 12 – Infill CFD to help fund fire and police services.

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 June 1, 2012, the City's housing mix was 61 percent low-density residential, 18 percent moderate-density residential, and 21 percent high-density residential. At buildout of the 1990 General Plan, the housing mix is projected at 60 percent low-density residential, 18 percent moderate-density residential, and 22 percent high-density residential. 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, 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 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

The City's Municipal Service Review (MSR) was updated in 2014, and finds that Vacaville is in a position to accommodate its previous levels of growth because developable land is available at reasonable prices compared to the Bay Area, and public services and facilities are available or planned with known financing mechanisms to serve anticipated growth. Although the following factors may act as constraints to development, the City has adequate infrastructure capacity and/or is implementing measures to provide adequate capacity:

- The City's fire response time standard of 7 minutes 90 percent of the time is not met in new partially built out areas. However, a new fire station, Station 75, is planned to serve Vanden Meadows and Southtown to help meet response standards in those areas.
- New residential developments are required to include acreage for new parks through Development Agreements. The City is considering updating the Park Development Impact Fee, creating a citywide park and facility tax, operating on a "pay-to-play" basis for programs, and reevaluating shared cost contracts in the City's General Plan Update.
- The City anticipates completion by 2015 of improvements to wastewater collection system facilities that are expected to approach or reach capacity within five years.
- New streets are installed at the expense of developers with new construction, as conditions of approval for development for direct impacts.

CHAPTER 7
CONSTRAINTS ON THE PRODUCTION OF HOUSING

Section 65583(a)(5) of the California Government Code requires 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, and redevelopment plans. 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 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 (Land Use Element Policy 2.5 - G 2)

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

1. 60 percent standard single-family-detached units;
2. 20 percent moderate density units (zero-lot-line single-family units, mobile homes, duplexes, triplexes and townhouses); and
3. 20 percent apartment-type units (garden apartments, condominiums).

As part of the General Plan Update, to be completed in 2015, the City of Vacaville is considering replacing the housing mix targets above with the following approximate housing mix:

1. 75 percent single-family housing.
2. 25 percent multi-family attached housing.

The current and proposed 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 whether 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 1990s, 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, in concert with 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 and public services 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 for the 2015-2023 planning period is 1,084 units, which is 136 units per year over the 8-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. Implementation of the PGO has been suspended since 2010 due to the low levels of residential development resulting from the economic recession, and due to limited staff resources.

Nearly 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. The PGO has had no impact on the timing of new affordable residential development units because the ordinance permits these units 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 Fire Department Code Enforcement 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 a 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 2013, typical fees for single-family units range from $31,261 to $35,224 for dwellings between 1,000 and 1,400 square feet, and $33,673 to $37,645 for dwellings between 1,600 and 2000 square feet. Fees for a typical 2,500-square-foot home are between $36,481 and $38,245, fees for a typical 3,000-square-foot home are $38,841, and fees for a 3,500 square foot home are $39,389. School impact fees and County fees are not included in these estimates. Set by State law, the Vacaville Unified School District school impact fee is $2.05 per square foot for residential development and $0.33 per square foot for nonresidential development, while the Travis Unified School District school impact fees are

$4.91 per square foot for residential development and $0.47 per square foot for nonresidential development. This is actually about half of what was collected several years ago, because of changes in State law that 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 Quinn Crossing Project, a 222-unit standard apartment project, averaged $20,170 per unit. This average includes the office, recreation building, and carports. This project was exempt from the Community Facility District fee, which would have resulted in an additional $600 per unit charged on an annual basis. See the next section for more information about Community Facility Districts.

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. In Vacaville, fees controlled by the City make up less than 30 percent of the total fees charged to residential development.

Community Facility Districts for Police and Fire Services

The 2007-2009 Strategic Plan emphasizes the need to maintain and improve public safety for the 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 that mitigates the added cost of providing public safety services for new development and helps 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 projects' Development Agreements. 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.

The City commissioned Bay Area Urban Economics (BAE) to analyze the impacts of CFDs on apartment project feasibility. BAE found that the sample apartment project evaluated in the

study was not feasible under current economic conditions. While the CFD requirement was found to contribute to the project shortfall, 80 percent of the feasibility gap was found to be related to other project costs or revenue shortfalls. Therefore, the CFD does represent a cost for developers, and the CFD could be considered to be a constraint to development. To address this potential constraint, the City has identified a new housing policy, Policy H.1 – I 23, that states the City will conduct an affordable housing impact fee study that considers the Community Facilities District fees for multi-family developments. The report prepared by BAE is contained in Appendix C.

Local Development Standards

Development standards for Vacaville are set by the Land Use & Development Code and the 2013 California Building Code (CBC), as amended by the Vacaville Municipal Code, adopted in 2014. 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. In adopting the 2013 California Building Code, the City amended its Municipal Code to remove language regarding front door locking mechanisms that is not consistent with State standards; in removing this language, the City reduced cost burdens for residential builders. A more detailed discussion regarding zoning standards is provided below. In addition, Appendix A lists 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): 0.4 to 1 unit per acre (2.5 to 10 acres)
- Residential Estate (RE): 0.5 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 (RL) 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 between 0 and 30 feet; and rear yards between 15 and 40 feet. Maximum building heights are 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 discussed, 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 51, 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.

TABLE 51 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
Lawrence Drive Senior Apartments	CG (RO) (8.1 - 24 un/ac)	60	31
Saratoga Senior Apts.– Phase (98-145)	RM (8.1 - 14.0 un/ac)	108	24.0

Source: Community Development Department.

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.

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 in Table 42 in Chapter 6, the City has approximately 83 acres of vacant and/or underutilized land zoned for

high density development, or that is zoned with a residential overlay that permits high density development. The City's General Plan Update, expected in early 2015, may result in a change to the density range of the RH Density district. However, to ensure the City's land inventory of multi-family sites remains adequate to meet the RHNA, Policy H.1- I 15 (adopted as Policy H.1-I 16 in the 2007–2014 Housing Element) requires that 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. Projects in the RO district must consist of attached units. Development standards regarding parking, density, site coverage, open space and recreation areas, building height, and required yards are determined by the applicable zoning district. If a residential project is proposed in conjunction with a non-residential use, such as a part of a mixed-use project, the development standards are determined by a planned development. Development standards for the RUHD district are shown in Table 52.

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 in Figure B-1 of Appendix B, 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.

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, and the General Plan Update, expected in early 2015, will incorporate this density increase into the RUHD Overlay, which includes both the General Plan's Opportunity Hill and Depot Street opportunity sites. 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, "Ability to Meet Housing Needs."

TABLE 52 RESIDENTIAL URBAN HIGH DENSITY DEVELOPMENT STANDARDS

RUHD Overlay District	Density (Units per Acre)	Maximum Floor Area Ratio (FAR)[a]	Minimum Site Area (ft)[b]	Minimum Yard Adjoining A Street (ft.)[c]	Minimum Yard Not Adjoining A Street (ft.)	Maximum Building Height (ft.)[d]	Off-Street Parking (per Dwelling Unit)[e]
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

[a] 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.
[b] 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.
[c] Minimum Yard Adjoining a Street.
1. 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.
2. 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.
3. 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.

[d] 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.
[e] 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.

Parking Standards

On September 23, 2014, the City Council amended the Land Use and Development Code to include parking requirements for studio apartments. Studio apartments are required to provide one parking space. This is less than the required 1.5 parking spaces required for one bedroom units. Parking requirements for multi-family dwellings in the Land Use and Development Code are shown in Table 53.

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 multi-family 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.

TABLE 53 MULTI-FAMILY REQUIRED PARKING

No. of Bedrooms Per Unit	No. of Parking Spaces Required
Studio	1
1 bedroom	1.5
2 bedrooms	2
3 or more bedrooms	2
Guest parking	1 per each 5 units

Notes: 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.

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 four 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 multi-family 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

Appendix A provides a list of standard conditions placed on residential projects, including subdivision standards. These standards are fairly typical and do not pose constraints. Copies of these standards are available upon request.

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 multi-family 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, lodging houses, 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 zoning designations. Such facilities are 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 zoning designations. These types of facilities typically house elderly individuals or other persons that require assistance and cannot 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 six commercial care facilities, four of which have the capability of serving patients with Alzheimer’s disease and other memory-related conditions.

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 required 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. As a result, the City revised the Land Use and Development Code (LUDC) to explicitly permit both transitional and supportive housing types within residential zones. These uses are permitted by right in the SS-10 and SS-11 zoning overlay districts, and the LUDC is in the process of being revised to allow transitional and supportive housing in all districts where residential uses are permitted, subject only to the same restrictions as other residential uses. City Council voted to support these amendments to the LUDC at their January 13, 2015 meeting, and the amendments will have their second reading on January 27, 2015.

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) and are located within the Residential High Density zoning district. There are no special development standards for homeless shelters, transitional, or supportive housing. These uses are subject to the design and development standards applicable to the residential zoning district.

In 2012, Opportunity House, the City's homeless facility, relocated into a larger facility at 267 Bennett Hill Court, which is located within the SS-10 special standards overlay zoning district. For more information regarding Opportunity House and the social services available within the nearby area, see Section 5.3 in Chapter 5 of this document. Social services facilities 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.

Farm Employee Housing

Most farm worker households are monolingual and 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 three 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 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, and subsidized rental units located throughout the city. It should be noted that, within the city, there is no active agriculture that would create a demand for farm worker labor.

Farm employee housing is permitted without the need of a conditional use permit or other zoning variance within the Agriculture Zoning District.

Lodging houses

The Land Use and Development Code defines a lodging house 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. Lodging house does not include hotels, motels, bed and breakfast inns, or residential care type facilities.” These types of facilities typically provide room and board to individuals with low or very-low incomes. Lodging houses 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-checks are fairly straightforward and lengthy delays are not normally encountered. Such delays do occur from time to time depending on the complexity of the project, or when unexpected issues arise during plan check. 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 State Department of Fish & Wildlife (DFWS) and the United States Fish and Wildlife Service (USFWS) is required for many projects. Because of a federal requirement that the City prepare a Habitat Conservation Plan, development proposals within areas denoted as habitat for the California Red Legged Frog or Vernal Pool Shrimp must receive clearance from USFWS. In addition, normal pre-construction surveys for burrowing owls or Swainson's hawk can sometimes affect the plan check review timelines.

Staff level review of residential projects normally consists of a Design Review application, while Planning Commission approvals may include Design Review or Planned Development applications, in addition to the required environmental and map applications.

The Community Development Department coordinates the City's development review process with other City departments and outside affected agencies. This is accomplished through the Department's Project Review Committee (PRC), which meets on a weekly basis. PRC is comprised of staff from each City department who review development applications and determine the appropriate project conditions of approval. For complex projects, Staff encourages the applicant to attend these meetings to provide an introduction to the project and its scope. 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 an efficient manner and potential issues are identified at an early stage in the development review process.

The country-wide economic downturn and the dissolution of the City's Redevelopment Agency has affected staffing in the Community Development Department. While staffing has decreased, the number of non-residential projects has not, and this affects the processing of residential projects. The approximate timelines identified below reflect reduction in staffing and the remaining staff's ongoing workload. Please note that new residential subdivision projects are typically reviewed by the Planning Commission and sometimes by the City Council.

<u>Planning Division</u>
Staff approvals: 45–60 days from date application is complete
Planning Commission approvals: 60–75 days from date application is complete
Phone Call returns: within 24 hours

<u>Public Works</u>
Final Maps and Improvement Plan Check
First submittal review: 45 days
Subsequent submittal review: 21 days

<u>Building Division</u>
Building Permit Plan Check
Residential plot plans: 10 calendar days
Single-family residential: 30 calendar days
Multi-family residential: 30 calendar days
Building Inspections: next day

In some cases where it is clear an efficient project review will be achieved, the Planning Division will allow 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. EIRs 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 meet with residents, and 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 (e.g., 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.

On September 23, 2014, the City Council amended Chapter 14.09.074, Residential Districts Development Standards, of the Land Use and Development Code to exempt construction projects related to accessibility retrofitting from setback requirements. In addition, accessibility-retrofitting projects are subject to administrative design review. This process includes minimal review by the Community Development Director and includes 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 residential care facilities of six of 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 residential care facilities 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, and no such constraints are 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. 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.

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

The City of Vacaville implements and enforces the 2013 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 2013 California Building Code. The City has adopted amendments to the California Building Code to (a) match the current practice of the City Council adopting building fee schedules; (b) adopt certain parts of model codes not adopted by the State of California, for administrative purposes; (c) provide greater safety from fireplace fire damage; (d) provide greater fire safety of wood shake and shingle roof material; (e) require reinforcing steel in driveway slabs.

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. Brighton Landing, a smaller growth area on the east side of Vacaville, has an approved Specific Plan with capacity for about 770 single-family homes. It would require new infrastructure that would

need to be coordinated with future development to the north and south, outside the City limits, in the “East of Leisure Town Road Growth Area” planned for in the City’s pending updated General Plan.

Chapter 5, “Public Facilities, Institutions and Utilities,: of the General Plan includes analysis of existing capacity and projected needs, 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.

Construction costs include both “hard” (e.g., labor and material costs) and “soft” costs (e.g., 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. The typical construction price of an average 1,800-square-foot single-family home in the area, built by a public builder, is estimated to be approximately $220,000, including materials, labor, permits, financing, and administration.

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 (e.g., lack of proper drainage, soil stability, seismic hazards, or flooding) can also affect the cost of land.

Availability of Financing / Cost of Financing

Maximum affordable purchase prices for different household income ranges are shown in Table 54. 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 March 2014, the United States is experiencing historically low interest, as low as 5 percent. Interest rates and availability of financing in Vacaville are no different than in the

TABLE 54 MAXIMUM AFFORDABLE PURCHASE PRICE FOR DIFFERENT HOUSEHOLD INCOME RANGES AND INTEREST RATES, 2014

	5% Interest Rate			6% Interest Rate		
Income Category	**With 5% Down**	**With 10% Down**	**With 20% Down**	**With 5% Down**	**With 10% Down**	**With 20% Down**
Extremely Low ($24,800 or Below)	$61,090	$63,990	$70,690	$55,520	$58,190	$64,390
Very Low ($24,801 to $41,300)	$130,700	$136,890	$151,230	$118,770	$124,490	$137,750
Low ($41,301 to $65,000)	$230,480	$241,400	$266,670	$209,440	$219,520	$242,900
Moderate ($65,001 to $99,100)	$374,250	$391,980	$433,020	$340,090	$356,460	$394,420
Above Moderate (Above $99,100)	Above $374,250	Above $391,980	Above $433,020	$340,090	Above $356,460	Above $394,420

Notes: Assumes a four-person household, paying 30 percent of its annual income for housing, aa portion of which goes to taxes, insurance, and HOA fees; 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 2014 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.

region. There are no known areas or income groups that are undeserved for new construction or rehabilitation loans.

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. Prior to Redevelopment Agency dissolution, a combination of below market rate loans funded by the Redevelopment LIHF assisted over 528 families to purchase their first homes. The City still continues to provide the CalHOME first-time homebuyer loan program, and is currently pursuing reinstating the City's Housing Counseling program to provide counseling services to first-time homebuyers to lessen some burden. The City will pursue other State and federal funding sources for first-time homebuyer loans.

Due to market conditions, the construction of rental units has 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.

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.

Some of the methods, designs, or technologies required by State energy conservation standards could increase the cost of housing production and rehabilitation, but these expenses are necessary to protect public health, safety, and welfare, and to meet statewide energy goals. Energy efficiency can greatly reduce the impact of residential development and provide long-term cost savings for residents. The standards of Title 24 offer a great deal of flexibility for individual builders to achieve energy savings.

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 Advanced Homes Program (CAHP)** – The CAHP is sponsored by PG&E and administered by TRC Solutions. The CAHP is a comprehensive residential new construction concept with a focus on sustainable design and construction, green building practices, energy efficiency, and emerging technologies. Incentives are available to builders of single-family homes that are at least 15 percent more efficient than required by Title 24. Additional incentives are also available for Energy Star, Green Program Participation, Compact Home, kW Reduction, and New Solar Home Partnership Tier II level participation. Additionally, the CAHP requires that all appliances provided by the builder 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 is sponsored by PG&E and administered by TRC Solutions to facilitate and encourage energy-efficient design in multi-family housing through design assistance, cash incentives, and Energy Star marketing benefits.
- **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. The incentives for NSHP will decline over time as it reaches its megawatts capacity goals, and this program will end no later than December 31, 2016.

Residential Energy Efficiency Standards

The Energy Commission issued the current building energy standards in 1998, with an update in 2013. 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 have been several residential subdivisions constructed in Vacaville with energy efficiency features beyond what is mandated by State Law. The 47-unit Ventana project was constructed with roof-mounted solar panels on all homes and was Vacaville's first 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 insolation.
- 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.

Energy and Conservation Action Strategy

Since the last Housing Element cycle, the City of Vacaville has prepared and published a Draft Energy and Conservation Action Strategy (ECAS) in parallel with its General Plan Update. The ECAS includes several measures to increase green building, renewable energy, and energy conservation in all types of development in Vacaville, such as measures to reduce energy use

through solar orientation, work with PG&E to develop an Alternative Energy Development Plan, and mandate the use of energy-efficient appliances in new development. The ECAS will be considered for adoption by the City Council in 2015.

7.4 PRIORITY FOR WATER AND SEWER PROVIDERS

Per Chapter 727, Statues 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.

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CHAPTER 8
EVALUATION OF THE PREVIOUS HOUSING ELEMENT

Between 2007 and the end of 2013, Vacaville constructed 1,523 residential dwelling units. The total units produced during this timeframe were short of the total goal due to an unforeseen slowdown in new residential construction as a result of the economic recession. In addition, the dissolution of Redevelopment in 2012 eliminated the Low and Moderate Income Housing Fund (LMIHF), a major funding source for affordable housing development, decreasing affordable housing production.

Table 55 provides a snapshot summary comparing the Association of Bay Area Government's (ABAG) designated housing need, the goals adopted in the prior Housing Element, and actual new housing construction, acquisition/rehabilitation and conservation/preservation. Table 56 provides a detailed analysis of the new construction accomplished by affordability categories during the Housing Element timeframe.

Table 57 provides a detailed evaluation of all quantified goals that were adopted in the prior Housing Element. In addition to the new construction/rehabilitation of affordable units, 1,193 units were conserved and/or preserved through Housing Choice Vouchers, including 50 vouchers awarded to the Vacaville Housing Authority from 2007 to 2014 under the Department of Housing and Urban Development (HUD)'s Family Unification Program. During this period, the following activities also took place:

- 365 multi-family units were improved in exchange for 55-year affordability agreements through a $3 million Capital Improvement Program (CIP) Loan. A portion of the CIP funds were used to fully rehabilitate 12 affordable units in 2009.
- In exchange for a loan increase from the former LMIHF, five multi-family units that were previously restricted to low-income households were restricted to very-low income households at Senior Manor.
- 2727 single-family homes for low- and moderate-income families were rehabilitated with no deed restrictions.
- The former Vacaville Redevelopment Agency acquired 86 substandard units, which will be included in a planned rehabilitation/new construction project and transferred to a non-profit/for-profit partnership for ownership and management; these units will be permanently affordable.
- Through Down Payment Assistance Loan programs, 166 low-income families were able to purchase their first homes.
- The local homeless facility relocated and doubled its capacity from 24 beds to 48 beds to assist homeless families and women in the community. This facility location is permanently affordable through a deed restriction.
- The City monitored 126 existing affordability agreements covering 1,007 units restricted to affordable rents for households earning 30 to 120 percent of Area Median Income (AMI).
- 1,193 affordable units were preserved through the Housing Choice Voucher rental subsidy program.

TABLE 55 SUMMARY OF PROGRESS MADE IN MEETING QUANTIFIED GOALS FOR PRIOR HOUSING ELEMENT, JANUARY 2007 TO DECEMBER 31, 2013

	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
New Construction				
ABAG Housing Needs Determination	1,222	515	1,164	2,901
(Actual)	179	679	665	1,523
Existing Units Acquired/Rehabilitated				
Goal	575	20	0	595
(Actual)	115	115	0	230
Existing Units Conserved/Preserved				
Goal	1,145	0	0	1,145
(Actual)	1,193	0	0	1,193

Source: City of Vacaville Land Use Database and City of Vacaville Housing Successor Agency Services.

TABLE 56 PROGRESS MADE IN MEETING HOUSING NEED FOR PREVIOUS HOUSING ELEMENT

	Very Low	Low	Moderate	Above Moderate	Total
ABAG Housing Need	**754**	**468**	**515**	**1,164**	**2,901**
Units Constructed	**14**	**165**	**679**	**665**	**1,523**
Calendar Year 2007	7	10	38	305	360
Calendar Year 2008	5	63	64	201	333
Calendar Year 2009	1	12	104	138	255
Calendar Year 2010	0	0	214	0	214
Calendar Year 2011	1	51	89	0	141
Calendar Year 2012	48	24	73	0	97
Calendar Year 2013	0	5	97	21	123
Remaining Need	**740**	**303**	**(-164)**	**499**	**1,378**

Source: City of Vacaville Building Permits Division.

TABLE 57 PROGRESS MADE IN MEETING QUANTIFIED AFFORDABLE HOUSING GOALS, 2007 TO 2014

	Total		Very Low Income		Low Income		Moderate Income		Above Mod. Income	
Program (Policy)	**Goal**	**Actual**	**Goal**	**Actual**	**Goal**	**Actual**	**Goal**	**Actual**	**Goal**	**Actual**
New Construction Total	**2,901**	**1,523**	**754**	**14**	**468**	**165**	**515**	**679**	**1,164**	**665**
Without Affordability Restrictions	4,880	4,673	--	20	495	417	1,612	1,565	2,773	2,671
With Affordability Restrictions	527	357	42	109	467	248	18	--	--	--
Rehabilitation and Conservation Total	**852**	**682**	**552**	**495**	**280**	**187**	**20**	**--**	**--**	**--**
Acquired and/or Rehabilitated with Affordability Restrictions	150	115	30	20	120	95	--	--	--	--
Rehabilitated without Affordability Restrictions	40	78	10	57	10	6	20	15	--	--
Preserved through Housing Choice Voucher Program*	50	50	50	50	N/A	N/A	N/A	N/A	N/A	N/A
At-Risk Units Preserved	45	0	45	0	--	--	--	--	--	--
Housing Support Services										
Housing Counseling/Fair Housing Counseling Services***	3,000	9,379	1,500	N/A	1,200	N/A	300	N/A	--	N/A
Assist Providers of Emergency Rental Assistance to Provide:										
Shelter Nights	54,000	0	54,000	--	--	--	--	--	--	--
Transitional Housing to Families	18	5/yr.	18	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**	1,193	1,193	1,193	1,193	--	--	--	--	--	--
Provide Mortgage Subsidy to Reduce Rents	80	70	80	70	--	--	--	--	--	--
Provide Loans for First Time Home Buyers***	375	215166	--	N/A	125	N/A	250	N/A	--	N/A

* 50 additional vouchers were acquired.
** Includes 50 additional vouchers acquired.
*** Income level not tracked.

8.1 CONSTRUCTION AND ACQUISITION

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 & Redevelopment will continue to make developers aware of the provisions in the Density Bonus ordinance.

Implementation Evaluation: During the timeframe of the Housing Element, the City has made developers aware of the provisions in the Density Bonus ordinance. However, no development applications with density bonus requests were submitted.

H.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: 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.

Implementation Evaluation: Implementation of the Planned Growth Ordinance (PGO) has been suspended since 2010, primarily due to the low levels of residential development resulting from the economic recession. Through December 31, 2014, permits may be issued for any residential lot approved for construction.

The main goal of the PGO is to produce a manageable, orderly, and reasonable rate of growth based upon the ability of the City to provide adequate public services, facilities and infrastructure, while maintaining an adequate inventory of approved residential allocations through an annual review process. Deed-restricted affordable residential projects will continue to be exempt from the PGO.

H.1 - I 3 Consider an amendment to 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: 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.

Implementation Evaluation: The Planning Commission initiated this amendment on February 19, 2013. The amendment will be updated following the adoption of the new General Plan, which is scheduled to occur in 2015. However, on November 19, 2013, house plans were approved for the remaining 34 lots within the Southtown Phase 1 residential subdivision. Of these remaining 34 lots, four lots were approved with a house plan (Plan 5) that includes an attached secondary living unit. This approval is consistent with the adopted Southtown Development Agreement, which includes various Planning entitlements.

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.

Implementation Evaluation: On January 14, 2014, the City Council adopted Resolution 2014-004, authorizing the Economic Development Incentive Program, a temporary housing incentive program, and Resolution 2014-006, which suspended increasing development impact fees in 2014. The temporary residential housing incentive program reduces fees associated with home building by 10 percent. A maximum of 100 permits will be issued at this discounted rate, with 25 permits allowed per developer.

The goal of these resolutions is to stimulate the creation of new housing and to create opportunities for new and varied levels of housing inventory throughout the City. As of July 15, 2014, two residential developers are actively participating in this incentive program, and will likely max out the permitted 25 permits allowed per developer. Other developers, with approved house plans, have expressed interest in participating in this program. The City anticipates issuing all 100 discounted permits.

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.

Implementation Evaluation: The new General Plan is scheduled for adoption in 2015. The impact fee studies that will occur following the adoption of the new General Plan will include an evaluation of changes to the current fee structure. At that time, the City will consider a lower impact fee structure for small single-family starter homes as compared to larger move-up and executive homes, as well as a lower new impact fee structure for multi-family housing.

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.

Implementation Evaluation: The General Plan Update process is currently underway. The new General Plan is scheduled for adoption in early 2015, and includes the following new zoning designations:

- ***Residential High Density.*** *The minimum density required in this designation increased from 14.1 to 20.1 units per acre. This change was necessary to comply with the minimum default density for accommodating lower-income households identified by State Housing Element law (AB 2348 (Mullin)). The minimum density is 20.1 units per acre, and the maximum allowed density remains 24 units per acre.*
- ***Residential Medium High Density.*** *This designation was added to fill in the gap between the existing Residential Medium Density designation, which allows 8.1 to 14 units per acre, and the revised Residential High Density designation, which allows 20.1 to 24 units per acre. The minimum density is 14.1 units per net acre, and the maximum density is 20 units per net acre.*
- ***Mixed Use.*** *This new designation allows different but compatible uses, including residential uses, to be located in close proximity to each other.*
- ***Opportunity Hill.*** *As described in the Opportunity Hill Master Plan, changes to the General Plan and Land Use and Development Code will allow residential development of up to 65 units per acre in the Opportunity Hill area.*

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.

Implementation Evaluation: The February 1, 2012 elimination of Redevelopment in California, including the Low- and Moderate-Income Housing Fund (LMIHF), has severely impacted the City of Vacaville's ability to fund new affordable housing activities. However, the local homeless facility completed its relocation and expansion during this period, growing its capacity from 24 beds to 48 beds used to assist homeless families and women in the community. In addition, in exchange for a loan increase from the former LMIHF, 5 multi-family units that were previously restricted to low-income households were restricted to very-low income households.

Also, on April 13, 2013, the Department of Finance authorized the City Housing Successor to access $6.2 million of the 2006 Affordable Housing Bond proceeds for the purpose of developing affordable housing. The City is utilizing these funds to reopen the Callen Street/Bennett Hill project, which consists of two phases of rehabilitation and new construction activity in the Callen Street and Bennett Hill areas, resulting in the production of 130 affordable rental units with affordability rates at 30 to 60 percent of AMI.

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. Upon dedication to the City, this parcel was intended to provide affordable housing to military members. 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 zoned Medium Density. The City shall pursue development of the property.

Implementation Evaluation: With the elimination of Redevelopment in California, including the LMIHF, the City of Vacaville did not fund this activity during the reporting period. Elimination of the LMIHF will seriously impede the City of Vacaville's ability to meet any future housing goals/obligations.

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 multi-family 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 multi-family units to 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.

Implementation Evaluation: The Land Use and Development Code continues to permit Residential Overlay districts within commercially zoned lands. However, with the elimination of Redevelopment, including the LMIHF, future activity will be impacted. The elimination of redevelopment agencies will seriously impede the City of Vacaville's ability to meet its housing goals/obligations.

H.1 - I 10 Expand the supply of three-bedroom apartments to provide affordable multi-family 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.

Implementation Evaluation: The Planning Commission chose not to initiate this program at their February 19, 2013 meeting, pending additional information. The Planning Commission would like to be sure that this requirement does not become a financial burden on multi-family developments. The program will be taken back to the Planning Commission for further consideration following adoption of the General Plan Update, scheduled to occur in 2015. However, discussion has begun on a future project in the Rocky Hill Road area that plans to incorporate 3- to 4-bedroom apartments in a 41-unit affordable housing complex.

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

Implementation Evaluation: The Planning Commission chose not to initiate this program at their February 19, 2013 meeting, pending additional information from City Staff. The program will be taken back to the Planning Commission for further

consideration following adoption of the General Plan Update scheduled to occur in 2015.

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 facilities, 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 facility.

This project will replace and increase the capacity of the existing 24-bed Opportunity House homeless facility. 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.

Implementation Evaluation: The City Council approved Ordinance 1875 on September 23, 2014 amending the Land Use and Development Code to permit Social Services Facilities, including Emergency Shelters, Transitional Housing and Supportive Housing, in the Special Standard Overlay Zones (SS-10 and SS-11) without the need of a conditional use permit. The Land Use and Development Code will also be revised to ensure that Transitional Housing and Supportive Housing are subject to the same restrictions as other residential uses. City Council voted to support these amendments at their January 13, 2015 meeting, and the amendments will have their second reading for adoptions on January 27, 2015.

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.

Implementation Evaluation: The City Council approved Ordinance 1875 on September 23, 2014 amending the Land Use and Development Code definition of "Social Service Facilities" to include transitional and supportive housing. The Land Use and Development Code will also be revised to ensure that Transitional Housing and Supportive Housing are subject to the same restrictions as other residential uses. City Council voted to support these amendments at their January 13, 2015 meeting, and the amendments will have their second reading for adoption on January 27, 2015.

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.

Implementation Evaluation: The change in General Plan designation for this project is currently underway as part of the Comprehensive General Plan Update, anticipated to be completed in 2015. After the dissolution of Redevelopment in 2012, the properties were transferred to the City as Housing Successor to the former Redevelopment Agency. Future activity will be impacted by the elimination of redevelopment agencies in the State of California, which included the elimination of the Low and Moderate Income Housing Fund. The elimination of redevelopment agencies will seriously impede the City of Vacaville's ability to meet its housing goals/obligations.

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.

Implementation Evaluation: The Planning Commission initiated this amendment at their February 19, 2013 meeting. The Planning Commission included 6,000-square foot lots into this policy. The Land Use and Development Code will be updated following the adoption of the new General Plan, scheduled to occur in early 2015.

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.

Implementation Evaluation: The General Plan Update process is currently underway. The new General Plan is scheduled for adoption in 2015.

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.

Implementation Evaluation: The City continues to monitor changes in State law.

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.

Implementation Evaluation: The Community Development Department's Building Department continues to enforce energy conservation standards as part of the permitting process for all residential projects. As part of the General Plan Update process, the City is proposing a climate action plan that includes policies addressing energy conservation. This document, along with the new General Plan, is scheduled for adoption in early 2015.

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.

Implementation Evaluation: The Community Development Department's Building Division has implemented the changes in the Code as they apply to all residential projects. The updated Building Code can be found in Division 14.20 (Construction and Fire Standards) of the City's Municipal Code.

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.

Implementation Evaluation: 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. The updated Building Code can be found in Division 14.20 (Construction and Fire Standards) of the City's Municipal Code.

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.

Implementation Evaluation: The Community Development Department's Planning Division continues to encourage and to evaluate energy conservation measures with new development applications. In addition, the City is proposing a climate action plan as part of the General Plan Update process, currently underway, which includes policies addressing energy conservation. This document, along with the new General Plan, is scheduled for adoption in 2015.

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.

Implementation Evaluation: 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.

Implementation Evaluation: On April 13, 2013, the Department of Finance (DOF) authorized the City, as Housing Successor Agency, to access $6.2 million of the 2006 Affordable Housing Bond proceeds for the purpose of developing affordable housing. The City is utilizing these funds to reopen the Callen Street/Bennett Hill areas, which consists of two phases of rehabilitation and new construction activity in the Callen Street and Rocky Hill Strategy Areas resulting in the production of 130 affordable rental units with affordability rates at 30 to 60 percent of area median income. In 2013 and the first half of 2014, the Community Development Department received applications for both phases of the project. However, there was no need to grant priority for service allocations to developments that include affordable housing units as there were no treatment capacity or water allocation shortfalls during the reporting period.

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.

Implementation Evaluation: The City Council approved Ordinance 1875 on September 23, 2014 amending the Land Use and Development Code to permit exempt accessibility retrofitting to be exempt from setback requirements when consistent with the Americans with Disabilities Act (ADA) guidelines. The City plans to adopt a more formalized reasonable accommodation procedure during the 2015-2023 housing cycle as part of the implementation of the comprehensive General Plan Update, expected in 2015.

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.

Implementation Evaluation: The City Council approved Ordinance 1875 on September 23, 2014 amending the Land Use and Development Code to include parking requirements for studio apartments.

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 & 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 multi-family housing projects with long-term affordability restrictions. The Community Development Department and Department of Housing & 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.

Implementation Evaluation: The source of funding for this activity was the Redevelopment Low- and Moderate-Income Housing Fund (LMIHF) that was eliminated on February 1, 2012 when Redevelopment was eliminated in California. Future activity will be impacted due to elimination of the LMIHF and will seriously impede the City of Vacaville's ability to meet its housing goals/obligations.

8.2 REHABILITATION AND CONSERVATION

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 & 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 Department will annually monitor up to 200 agreements covering 1,500 units.

Implementation Evaluation: With the elimination of the Redevelopment Agency, the funding source for this activity was also eliminated. However, the City of Vacaville elected to become the housing successor to the former Redevelopment Agency and continues to monitor existing and new affordability agreements. Currently, the Department of Housing Services Department monitors 126 agreements covering 1,007 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 & 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.

Implementation Evaluation: With the elimination of the Redevelopment Agency, the funding source for this activity was also eliminated. However, during the reporting period the following activities were executed:

- *27 Owner-Occupied Rehabilitation loans.*
- *2 Owner-Investor Rehabilitation loans.*
- *17 First Time Home Buyer/Rehabilitation loans with recipients between 30 and 120 percent of AMI.*

In May 2009, the City and Agency's non-profit affordable housing partner, Vacaville Community Housing (VCH), submitted a request for assistance to address financial and property issues that were revealed as part of significant organizational changes that gave the non-profit the ability to better assess its housing stock and fiscal position. A $3 million, 0%, 55-year loan was funded over three years to perform necessary capital improvements to various affordable housing properties. Improvements included rehabilitation of 12 units of affordable housing that were previously vacant.

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 & 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.

Implementation Evaluation: The Vacaville Housing Authority (VHA) increased its available vouchers by 50, for a total of 1,193 authorized Housing Choice Vouchers, to provide rental assistance to extremely low- and very-low-income senior, disabled, and "working poor" households each month. In 2011, the VHA was selected to receive funding in the amount of $381,894 to support the 50 additional vouchers for the Family Unification Program. The Family Unification Program vouchers support families for whom the lack of adequate housing is the primary factor in separation, or the threat of imminent separation, of children from their families, and youths 18 to 21 years old who left foster care at age 16 or older and lack adequate housing. The VHA also conducted approximately 1,299 Housing Quality Standards inspections on an annual basis, which ensures the habitability and preservation of the Housing Choice Voucher units.

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 & Redevelopment. The Department of Housing & 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.

Implementation Evaluation: In 2012, the Code Enforcement Program was merged into the Fire Department. In 2013, the Fire Department Code Enforcement Division resolved 561 graffiti cases and 439 occupied property cases, inspected 38 vacant buildings/homes, ensured 814 undeveloped lots met weed abatement requirements, addressed 14 cases involving homeless encampments, and addressed 19 cases involving the keeping of chickens within City limits. The Vacaville Police Department is responsible for addressing vehicular abatement occurring within the public right-of-way. In 2013, the Police Department resolved 1,250 vehicular abatement cases. With the elimination of the Redevelopment Agency, the funding source for the Neighborhood Team was also eliminated. However, the implementation efforts of this former group are still underway. Affordability covenants for affordable housing developments continue to require participation in the City of Vacaville Police Department's Crime Free Multi-Housing Program. Other multi-family and mobile home park owners participate on a voluntary basis

H.2 - I 5 Continue to enforce 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.

Implementation Evaluation: In February 2013, the City Council approved an amendment to the Condominium Conversion ordinance that prevents the conversion of senior apartments if the senior restricted apartment rate falls below 3 percent. The Condominium Conversion Ordinance is part of the Land Use and Development Code. The Land Use and Development Code will be updated following the adoption of the new General Plan, scheduled to occur in 2015.

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 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.

Implementation Evaluation: In 2010, Autumn Leaves, a senior housing community, renewed its project-based Section 8 affordability agreement under the HUD 202 program. The present owner entity intends to maintain affordability indefinitely. If the present owner entity does sell the complex, it will be sold to another non-profit entity. At that time, the Department of Housing Services would work with the current and/or new owner to ensure that the units continue to remain permanently affordable. In 2013, Twin Oaks apartments qualified for a FHA pilot program under the California Low-Income Housing Tax Credit (LIHTC) program, securing $4.2 million for rehab on 45 affordable housing units. The affordability requirements under the LIHTC program will extend an additional 35 years.

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.

Implementation Evaluation: On April 13, 2013, the Department of Finance (DOF) authorized the City, as Housing Successor Agency, to access $6.2 million of the 2006 Affordable Housing Bond proceeds for the purpose of developing affordable housing. The City is utilizing these funds to reopen the Callen Street project, which consists of two phases of rehabilitation and new construction activity in the Callen Street and Bennett Hill areas resulting in the production of 130 affordable rental units with affordability rates at 30 to 60 percent of area median income. This project is using additional funding from State Tax Credits.

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.

Implementation Evaluation: With the elimination of the Redevelopment Agency, the funding source for the Neighborhood Team was also eliminated. However, the implementation efforts of this former group are still underway. During the past year, the City of Vacaville committed funds to The Leaven, a faith-based organization to provide supportive services to the children residing in the Opportunity House, the recently expanded and rehabilitated local homeless

shelter. In addition, the City has worked closely with the local non-profit affordable housing provider, Vacaville Community Housing, Inc., which will release a Request for Proposals for social services at its multi-family units. Vacaville Community Housing, Inc. recently completed a $3 million capital improvement rehabilitation project through a loan provided by the former City of Vacaville Redevelopment Agency.

The City also is in the process of transferring 0.94 acres on Rocky Hill Road to the Vacaville Storehouse for development of a community garden that will serve nearby tenants of affordable housing. The community garden will be located directly north of the Rocky Hill Trail project. The Rocky Hill Trail is an unofficial local foot path forged through historic railroad right-of-ways connecting Holly Lane to E. Monte Vista Avenue. The Rocky Hill trail project will create an alternative safe and secure walking and biking path and open space area that connects affordable housing to amenities and increases neighborhood walkability.

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 2006, 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). 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.

Implementation Evaluation: In 2012, prior to the elimination of Redevelopment Agencies, Vacaville Redevelopment Agency completed the acquisition of 1718 four-plexes, 3 duplexes, and one eight-plex using Low and Moderate Income Housing Funds and Affordable Housing Bond proceeds. Since that time, the local homeless facility relocated and doubled its capacity from 24 beds to 48 beds used to assist homeless families and women in the community. This was accomplished through demolition and rehabilitation of one four-plex and one eight-plex on Bennett Hill Court/Drive. This facility location is permanently affordable through a deed restriction. On April 13, 2013, the Department of

Finance (DOF) authorized the City to access $6.2 million of the 2006 Affordable Housing Bond proceeds for the purpose of developing affordable housing. The City is utilizing these funds to reopen the Callen Street/Bennett Hill project, which consists of two phases of rehabilitation and new construction activity in the Callen Street and Bennett Hill areas resulting in the production of 130 affordable rental units with affordability rates at 30 to 60 percent of area median income. In March 2014, Phase 1 Bennett Hill/Callen project began the rehabilitation of 64 units in the Rocky Hill and Bennett Hill area, scheduled to completed in March 2015.

Phase II Bennett Hill/Callen includes the demolition/ new construction and rehabilitation of 66 units on Callen Street with affordability levels of 30 to 60 percent of AMI. In August 2014, the City Council approved the disposition, development and loan agreement with the developer, and the Planning Commission approved the Planning applications for the reconstruction of these units.

8.3 HOUSING SUPPORT SERVICES

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, 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 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).

Implementation Evaluation: Due to the elimination of Redevelopment, the supportive funding for the Housing Counseling Center programs was eliminated and the Center was closed in 2012. The Department of Housing Services recently renewed the certification for the City of Vacaville Housing Counseling Center (VHCC) through the US Department of Housing and Urban Development (HUD). As a certified Housing Counseling Agency, limited programs have been reopened to ensure that homebuyers receive as much information and education as possible to help them become successful homeowners over the long term.

In 2009 an Analysis of Impediments to Fair Housing Choice in the City of Vacaville was prepared in accordance with 24 CFR 91.225(a)(1) regulations as required by the US Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) Entitlement program. The analysis identifies impediments to fair housing choice within Vacaville and establishes actions to overcome the effects of these impediments. The City conducted this analysis by evaluating its current fair housing profile, identifying impediments to fair housing choice, and assessing current public/private fair housing programs and activities. In addition to reviewing public policies and actions, the City also contacted local banks and mortgage companies to review

Home Mortgage Disclosure Act reports and other related documents. The Analysis will be updated in 2015.

H.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 54,000 facility nights at the homeless facility in Vacaville, Opportunity House, and assisting between five to ten families per year with transitional housing.

Implementation Evaluation: The February 1, 2012 elimination of Redevelopment in California, including the Low- and Moderate-Income Housing Fund (LMIHF), has severely impacted the City of Vacaville's ability to fund new affordable housing activities including those targeted to the homeless. However, the local homeless facility completed its relocation and expansion during this period, growing its capacity from 24 beds to 48 beds used to assist homeless families and women in the community through assistance from the former Redevelopment Agency. The expansion and relocation was made possible through the City's Department of Housing Service's work with Vacaville Community Housing (VCH, a local non-profit affordable housing provider), which owned the previous facility and facility site (Opportunity House), and through a partnership with Vacaville Social Services Corporation (VSSC, the local non-profit that operated the facility). Relocation was completed during 2012-2013. Funding for the project was secured through upfront cash from VSSC, a $480,000 donation from VCH, a capital campaign by VSSC, and a deferred acquisition loan from the City for the purchase of City property. The new facility opened its doors in October 2012. In addition, the City continues to participate on collaboratives and boards that address the issues of homelessness such as the Housing First Continuum of Care and CAP Solano JPA.

H.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.

Implementation Evaluation: VCWA no longer has funding for the emergency housing program. VCWA provides the Vacaville Family Resource Center (FRC), which is under the Police Department, $200 per month for food and gas vouchers. FRC staff assesses the family or individual's needs and provides the voucher accordingly. The FRC provides assistance to approximately 96 families/individuals per year.

The FRC staff also screens for the Seasons of Sharing program. Last year, 2013, the FRC assisted 41 families in receiving $23,405 of rental assistance funds. The FRC also assists low-income families with basic needs (food, utilities, rental assistance). Last year 2013 the FRC assisted 115 families through Solano Youth Connection (County Grant), 62 families through the Kaiser Grant, and 60 families through First 5 Grant. In addition, FRC staff assists families with Low Income Home Energy Assistance Program (HEAP) applications. Yearly, the FRC staff submits approximately 120 HEAP applications and about 90 percent receive assistance.

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.

Implementation Evaluation: The Vacaville Housing Authority (VHA) increased its available vouchers by 50, for a total of 1,193 authorized Housing Choice Vouchers to provide rental assistance to extremely low- and very-low-income senior, disabled, and "working poor" households each month. In April 2011, the VHA was successful in receiving 50 additional Family Unification Program vouchers from HUD, which are currently being administered. The VHA continues to implement its Section 8 Homeownership Program. There are currently 7 households that have been successful in moving to homeownership through the mortgage subsidy this program provides.

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, LMIHF 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.

Implementation Evaluation: On April 13, 2013, the Department of Finance (DOF) authorized the City, as Housing Successor, to access $6.2 million of the 2006 Affordable Housing Bond proceeds for the purpose of developing affordable housing. The City is utilizing these funds to reopen the Callen Street/Bennett Hill project, which consists of two phases of rehabilitation and new construction activity in the Callen Street and Rocky Hill Strategy Areas resulting in the production of 130 affordable rental units with affordability rates at 30, 50, and 60 percent of area median income. In addition, in exchange for a loan increase from the former LMIHF, 5 multi-family units that were previously restricted to low-income households (households earning less than 80 percent of AMI) were restricted to very low income households (households earning less than 50 percent of AMI).

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.

Implementation Evaluation: Until the dissolution of the Redevelopment Agency, the City continued to fund First Time Homebuyer loans with its Low and Moderate Income Housing Fund monies, HOME funds, and Neighborhood Stabilization Funds. Since dissolution, the city has continued to fund down payment assistance loans with funds obtained from an HCD funded Cal HOME grant for low-income Vacaville residents to purchase their first homes. In 2013, the City funded 12 such loans, totaling $379,072. Three of these households had incomes under 80 percent of AMI. During 2013, the City also coordinated a number of first-time homebuyers workshops that were attended by 87 potential homebuyers. This activity had been suspended due to the elimination of the Redevelopment Agency and its Low- and Moderate-Income Housing Fund (LMIHF), however, was recently re-started. A Homebuyer Education and Learning Program course was held in November, 2014 with 7 participants and additional courses are scheduled through the end of the 2014 calendar year. Prior to the dissolution of Redevelopment, the Agency originated 166 Down Payment Assistance Loans, Neighborhood Stabilization Program loans, Shared Equity Loans and HOME First-Time Homebuyer loans.

H.3 - I 7 Continue to implement relocation plans for households displaced as a result of local public action.

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: Five households were relocated in accordance with relocation plans during the planning period and were provided with relocation benefits in accordance with State Relocation Law. One household retained their Housing Choice Voucher program assistance when they moved.

H.3 - 1.8 As appropriate, work to ensure that new and rehabilitated affordable units, in particular multi-family 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 multi-family 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.

Implementation Evaluation: During the past year, the City of Vacaville committed funds to The Leaven, a faith-based organization to provide supportive services to the children residing in the Opportunity House, the recently expanded and rehabilitated local homeless facility. In addition, the City has worked closely with the local non-profit affordable housing provider, Vacaville Community Housing, Inc., which will release a Request for Proposals for social services at its multi-family units. In addition, the two phase development on Callen Street will include community space where supportive services can be provided to the development.

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 facility, 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.

Implementation Evaluation: Due to the elimination of Redevelopment, the supportive funding for the Housing Counseling Center programs was eliminated and the Center was closed in 2012. The Department of Housing Services recently renewed the certification for the City of Vacaville Housing Counseling Center (VHCC) through the U.S. Department of Housing and Urban Development (HUD). As a certified Housing Counseling Agency, limited programs have been reopened to ensure that homebuyers receive as much information and education as possible to help them become successful homeowners over the long term.

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.

Implementation Evaluation: In 2012, the Code Enforcement Program was merged into the Fire Department. In 2013, the Fire Department Code Enforcement Division resolved 561 graffiti cases and 439 occupied property cases, inspected 38 vacant buildings or homes, ensured 814 undeveloped lots met weed abatement requirements, addressed 14 cases involving homeless encampments, and addressed 19 cases involving the keeping of chickens within city limits. The Vacaville Police Department is responsible for addressing vehicular abatement occurring within the public right-of-way. In 2013, the Police Department resolved 1,169 vehicular abatement cases.

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 (TRAFC) to discuss the needs of military personnel and their families.

Implementation Evaluation: The City continues to work closely with Travis Air Force Base to help meet the needs of local 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.

Implementation Evaluation: The City continues to activate and operate emergency cooling and warming centers during times of extreme weather.

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.

Implementation Evaluation: A City staff member currently participates in the CAP Solano JPA. The City will continue to participate with the Housing First Solano 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 "Report on Homelessness," about homelessness in Vacaville. As identified in the report, 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.

Implementation Evaluation: The City continues to collaborate with local faith-based organizations to develop appropriate housing and support services.

H.3 - 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.

Implementation Evaluation: In 2011 it was determined that local faith-based organizations were not in a position to provide support for a Nomadic Shelter program. The proposal may be revisited in the future.

H.3 - 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 ha[d] 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.

Implementation Evaluation: Due to the elimination of Redevelopment Agency and the Low- and Moderate-Income Housing Fund, the Ad Hoc Task Force was disbanded in 2012. However, the City has reunited the group as the "Homeless Roundtable" to work collaboratively with homeless services providers on identified issues.

8.4 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 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 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.

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 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.

Implementation Evaluation: The City of Vacaville prepared the Annual Vacancy and Rent Survey, with the most recent survey conducted in October 2011. Although this activity was suspended due to the elimination of Redevelopment in 2012, the City began annual surveys again in 2014.

The City continues to prepare its Five Year CDBG Consolidated Plan and Annual Action Plans and the Vacaville Housing Authority continues to prepare its Five Year Agency Plan and Annual Plans as required. The City will also prepare the annual housing report required by SB 341 as amended by AB 1793.

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.

Implementation Evaluation: During the reporting period, the Department of Housing Services provided updates to the City Council (also acting as the Housing Authority Board), and its funding sources, including monitoring 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 HUD. Public hearings were also held where information was provided about the goals and outcomes of programs administered by the Department. Reports provided to these various sources include the CDBG Consolidated Plan, Annual Action Plan and Consolidated Annual Performance Evaluation Report (CAPER), and the Public Housing Agency 5-Year Plan and Annual Plan.

In addition, 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.

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.

<u>Implementation Evaluation</u>: Due to the economic recession that took place within the timeframe of the 2007-2014 Housing Element, residential development was greatly impacted. No new residential construction took place in the RMD, RHD or RUHD zoning designations.

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Appendix A

Documents Available Upon Request

APPENDIX A: DOCUMENTS AVAILABLE UPON REQUEST

The following items listed are supporting and background information and are available upon request:

Focus group Meeting Summary

City Council Report on Homelessness in Vacaville

Opportunity Hill Master Plan

Municipal Service Review and Comprehensive Annexation Plan

Excerpts from the Land Use & Development Code:

- Division 14.05 Planned Growth Ordinance
- Division 14.09.074 Residential Districts Development Standards
- Division 14.09.075 Residential Districts Summary of Uses
- Division 14.09.084 Commercial Districts Development Standards
- Division 14.09.085 Summary of Uses in Commercial Districts
- Division 14.09.103 Overlay Districts, Introduction
- Division 14.09,104 Residential Urban High Density Overlay District Uses and Standards
- Division 14.09.106 Residential Overlay District Uses and Standards
- Division 14.09.108 Overlay District, Special Standards Overlay District Uses and Development Standards
- Division 14.09.116 Density Bonus
- Division 14.090122 Secondary Living Units
- Division 14.09.128 Off-Street Parking and Loading Standards
- Division 14.12 Dedications and Improvements

Development Standards for RHD (SS10)

Development Standards for RHD (SS11)

Standard Conditions of Approval for Residential Development

Design Requirements for New Single Family Development

Standard Conditions of Approval for all Design Permits, Use Permits, Planned Developments and Subdivision Maps

General Plan Land Use Element

General Plan Land Use Diagram

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APPENDIX B

OPPORTUNITY HILL MASTER PLAN

OPPORTUNITY HILL MASTER PLAN AREA OPPORTUNITY SITES

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 (Sites for Lower Income Housing) as Opportunity Hill Master Plan Area (Site 2).

TABLE B-1 OPPORTUNITY HILL MASTER PLAN AREA

APN	Acreage	Realistic Capacity[a]	Use[b]	Ownership
Depot Street Master Plan Project Site				
0130-122-080	0.21	5.04	Vacant	Private Ownership
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
0130-123-010	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	**3.82**	**91.68**		
Opportunity Hill Master Plan Project Site				
0130-202-050	0.06	1.44	Commercial Building	Private Ownership

APN	Acreage	Realistic Capacity[a]	Use[b]	Ownership
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	.19	4.56		Vacaville Community Housing (Non-Profit Organization)
0130-206-130	0.17	4.08	Vacant	City of Vacaville Redevelopment Agency
TOTAL	**4.01**	**96.24**		
Within the Opportunity Hill Master Plan Area				
0130-122-010	0.15	3.6	Realty Office	Private Ownership
0130-122-020	.24	5.26	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

APN	Acreage	Realistic Capacity[a]	Use[b]	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	**2.38**	**56.62**		

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.

[a] Realistic Capacity based on 24 units per acre as permitted by RUHD.

[b] All Single Family Homes are legal, non-conforming uses and are slowing being phased out.

Source: MetroScan Online, Google Maps, and Field Reconnaissance.

Figure B-1 Residential Urban High Density Overlay/Opportunity Hill Master Plan Boundary

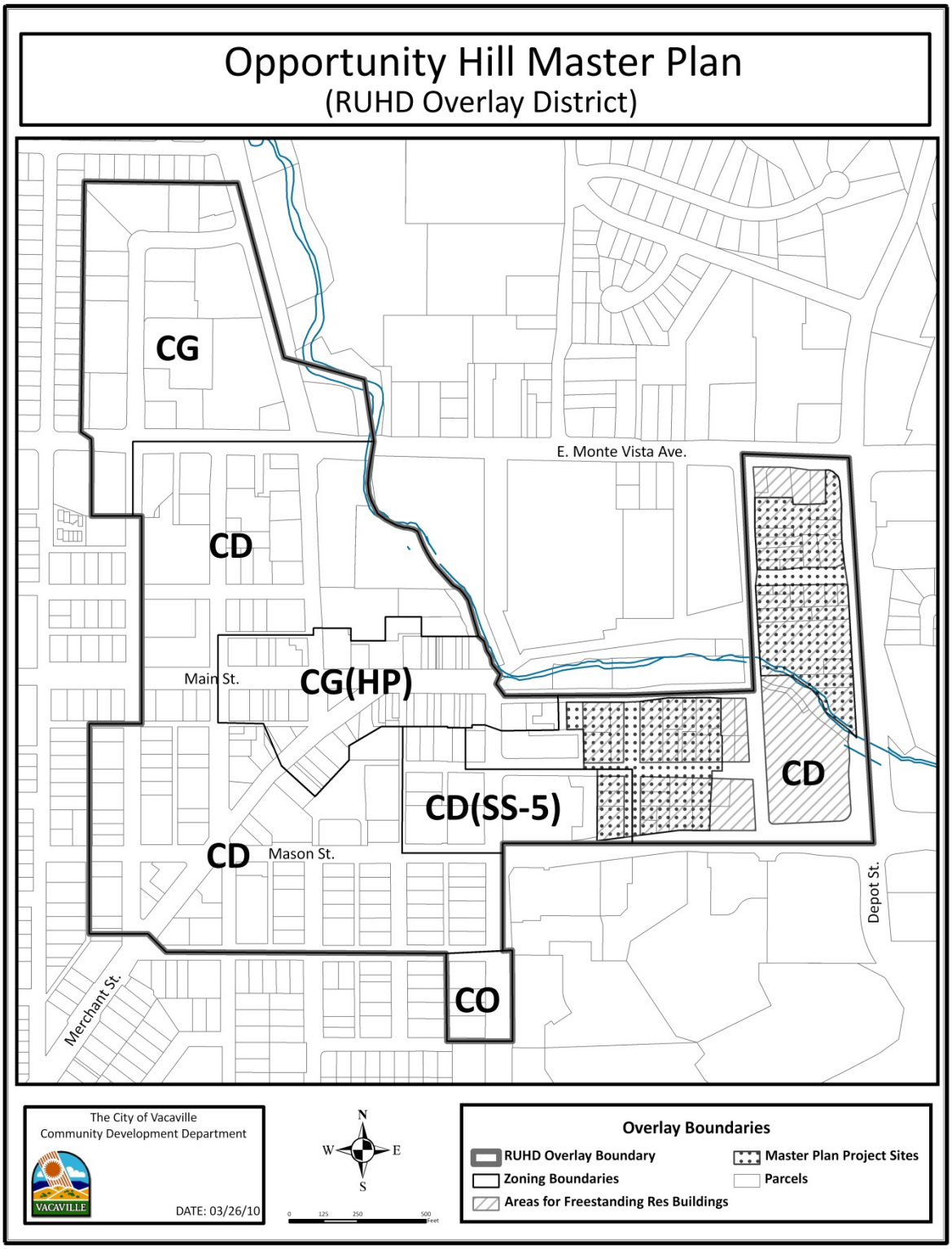
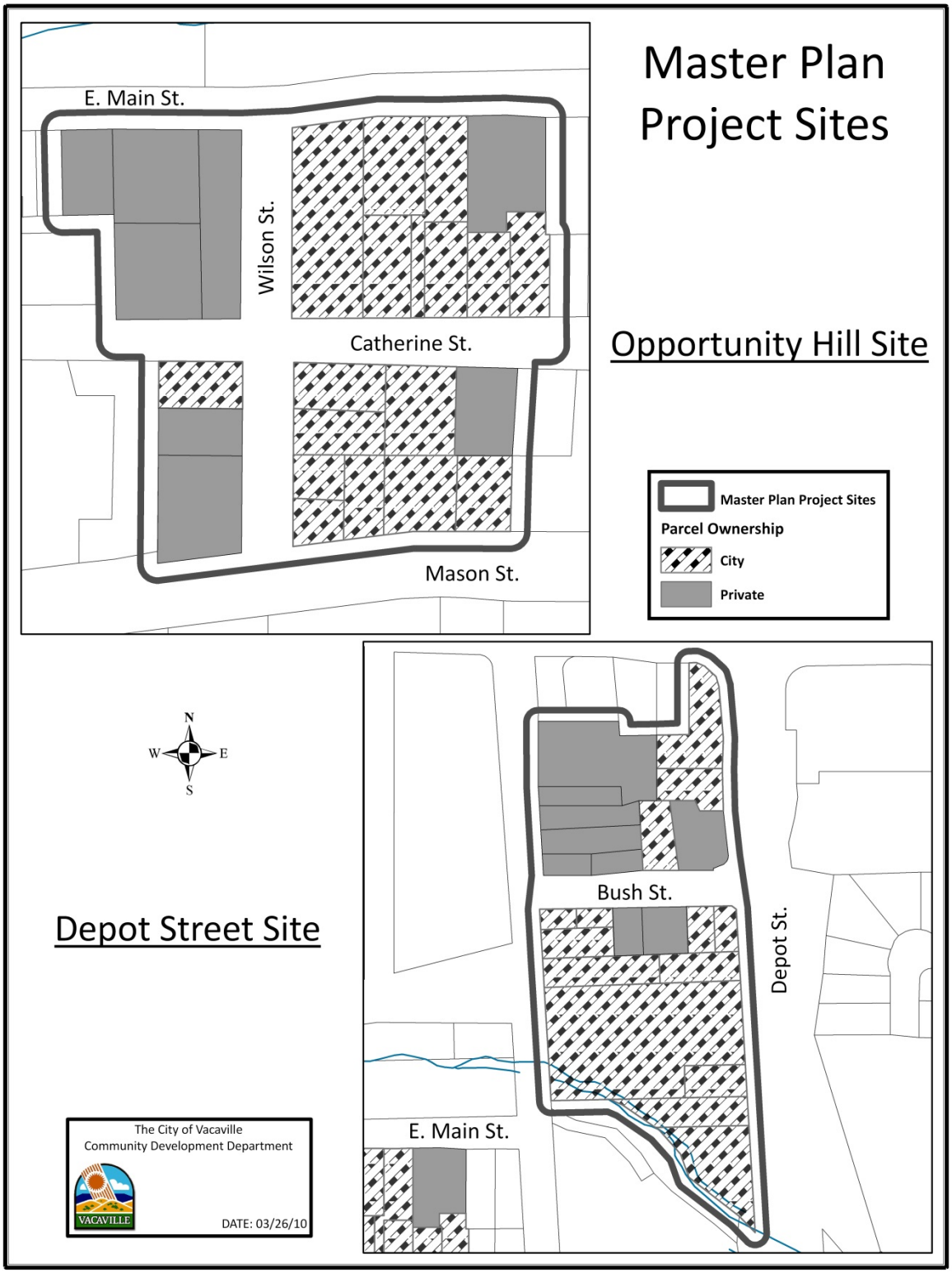


Figure B-2 Opportunity Hill Master Plan Area Project Sites



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OPPORTUNITY HILL MASTER PLAN AND DESIGN GUIDELINES

CITY OF VACAVILLE

March 2008

OPPORTUNITY HILL MASTER PLAN AND DESIGN GUIDELINES

Prepared for:

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Special thanks to our developer team panel participants...

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1. INTRODUCTION

1 Introduction

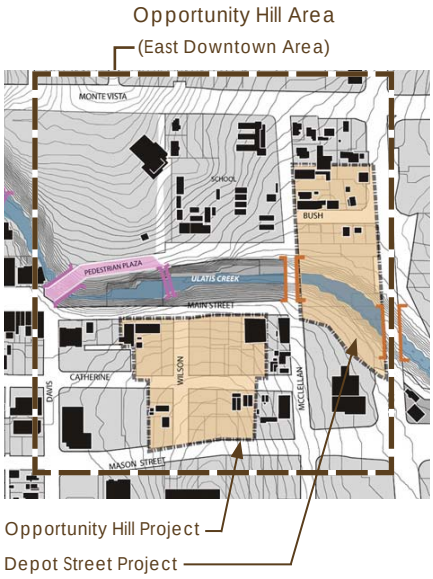
1.1 Purpose of the Opportunity Hill Master Plan and Design Guidelines

The *Opportunity Hill Master Plan and Design Guidelines* (Master Plan) sets the vision and action strategies for the revitalization of the East Main Street and Bush Street areas (the Opportunity Hill area). The collective work of the City of Vacaville (City), business owners, and active citizens of Vacaville has made the downtown area what it is today—a successful and vital center for Vacaville. As part of the ongoing revitalization of downtown Vacaville, the City of Vacaville Redevelopment Agency (Redevelopment Agency) has strategically assembled two opportunity sites just east of the historic Main Street district to target for new mixed-use infill development and revitalize the eastern part of the downtown area. The two sites, known as the Opportunity Hill project and Depot Street project, are planned for a mix of new residential, office, commercial, and entertainment uses (see Figure 1-2, "Project Context Map").

Downtown Vacaville Town Square

As in many other cities, regional and commercial centers located in the suburban locations and along freeways compete for the downtown area's retail businesses. However, downtown areas provide a different kind of shopping experience than suburban and highway commercial centers by attracting visitors to their fine restaurants, specialty shops and services, cultural amenities, and entertainment venues.

This Master Plan builds on the plans, traditions, and collective energy that have boosted the vitality of downtown Vacaville and serves as a blueprint for the Opportunity Hill area. The Master Plan provides a guiding framework and specific action-oriented steps for the continued revitalization of the downtown area.



Historic context: Vacaville's Downtown Main Street, circa 1880–1900 (Source: Images of America—Vacaville, by Jerry Bowen)

Old Town Vacaville today, with new and old buildings juxtaposed, still feels and looks like a small town

The Town Square, framed by offices and restaurants, serves as a central gathering place for the community

1.2 Project Context

REGIONAL CONTEXT

The City of Vacaville is located in north, central Solano County, along Interstate routes 80 (I-80) and 505 (I-505), between Sacramento and San Francisco (see Figure 1-1, "City and Regional Context Map"). Vacaville is approximately 27 square miles in size and is bordered by rolling hillsides, fruit orchards, and fertile farmland. The City's proximity to major highways provides easy local and regional access to the downtown area.

Vacaville has one of the largest shopping districts in the region including the commercial centers along I-80 and the Vacaville Premium Outlets. It is home to several successful biotechnology companies—Genentech, Alza, and Novartis. Vacaville is also centrally located for day trips to destinations such as Lake Tahoe, the Napa and Sonoma Valleys, San Francisco, and the beaches of Northern California. Affordable housing, quality schools, and a wide array of youth activities and community events make Vacaville a family-friendly destination and a desirable place to live.

HISTORIC CONTEXT

The area now encompassed by the City of Vacaville was originally settled as farm land and was one of several land grants presented by the Mexican government to Juan Felipe Peña and Manuel Cabeza Vaca in 1841. In 1851, William McDaniel purchased one square mile of land from Manuel Vaca to create the township of Vacaville. The City of Vacaville was incorporated in 1892 and quickly evolved to become an agricultural producer of fruit and nut products shipped throughout the nation. Vacaville also served as a roadside stop on the major highway to Sacramento and was known for the Nut Tree restaurant, which catered to travelers journeying between the San Francisco Bay Area, the Sacramento Valley, and Lake Tahoe.

Vacaville's greatest rate of growth occurred between 1960 and 1990, partly due to the expansion of the Basic Vegetable Products Company, the construction of Travis Air Force Base, and the construction of the California Medical Facility and California State Prison. Although the Basic Vegetables site and the Nut Tree Restaurant have since closed, Vacaville today has a more diversified economy than ever and is one of the fastest growing areas in the nation.

LOCAL CONTEXT AND EXISTING CHARACTER

Vacaville is easily accessed from the I-80 freeway gateways at Monte Vista Avenue, Mason Street, and Davis Street. The downtown area is defined by Monte Vista Avenue on the north, I-80 on the south, Depot Street on the east, and West Street on the west. The Main Street Historic District is a five-square-block area of downtown Vacaville lining Main Street and Merchant Street. The Opportunity Hill area is located downtown, east of the Main Street Historic District, and is defined in this Master Plan as the area bounded by the Old Town Hall near Davis Street on the west, Depot Street on the east, Monte Vista Avenue on the north, and Mason Street in the south (see Figure 1-2, "Project Context Map").

Although new commercial centers have developed around the highways outside downtown Vacaville, much of the original character of the downtown area has been preserved. Old Vacaville still feels and looks like a small town and residents take pride in the character, the family-friendly destinations, entertainment, and numerous community events that downtown Vacaville has to offer.

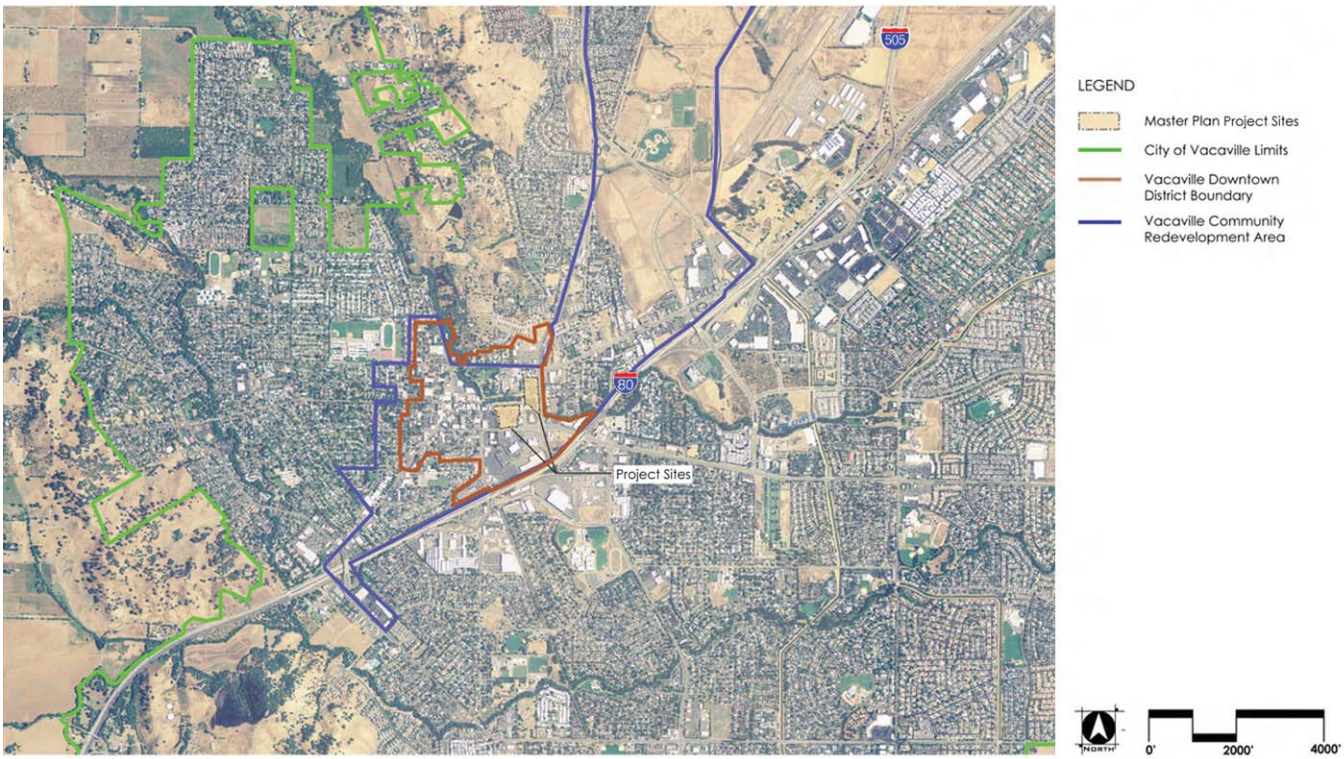


Figure 1-1: City and Regional Context Map

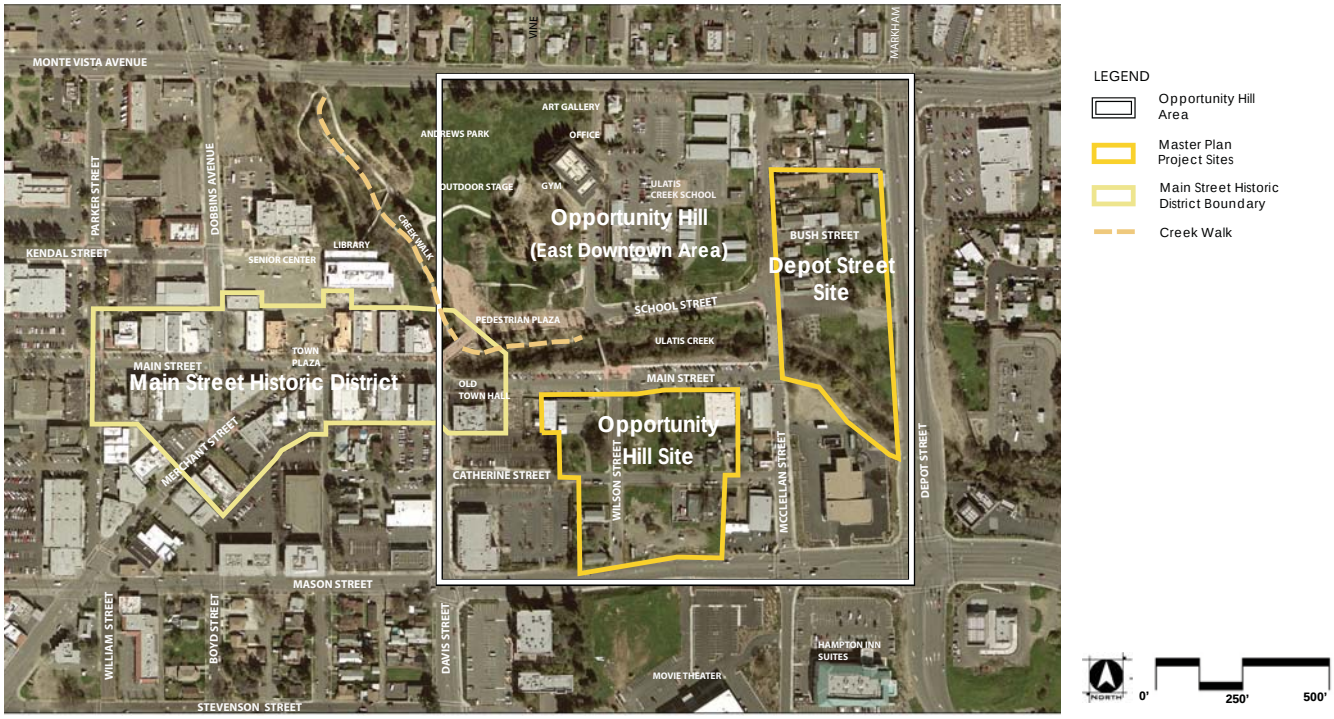


Figure 1-2: Project Context Map

The Redevelopment Agency's Contribution to Downtown Improvements

The Opportunity Hill project is one of several action plans and projects identified by the Redevelopment Agency (Agency) in its *Downtown Area Economic Development Strategy*. Downtown Vacaville is located in the Vacaville Community Redevelopment Area. This redevelopment area includes the historic downtown area and Opportunity Hill; it also includes the areas extending from the Putah South Canal and I-80 on the west to Browns Valley Road and East Monte Vista Avenue on the east, and to Vaca Valley Parkway on the north (see Figure 1-3, "Redevelopment Area Map"). In 1982, when the Redevelopment Agency was formed, downtown Vacaville was described as "a classic redevelopment area, characterized by older housing stock, a distressed downtown area, vacant parcels, deteriorating trailer parks along former U.S. Highway 40 (now Monte Vista Avenue), and an underutilized vegetable dehydrating plant."

Since its formation 25 years ago, the Redevelopment Agency has actively invested in revitalizing downtown Vacaville and has brought a new renaissance to the downtown area. Many successful downtown area projects have been realized due to these efforts including: the completion of the Town Square, development of the Ulatis Creekwalk, and improvements to Andrews Park with the addition of a playground and the Georgie Duke Sports Center, to support outdoor community events and entertainment. Other successful projects include funding for streetscape, public art, and infrastructure improvements, increases to the number of parking spaces in the downtown area, and the formation of the Downtown Vacaville Business Improvement District (DVBID) in 1999.

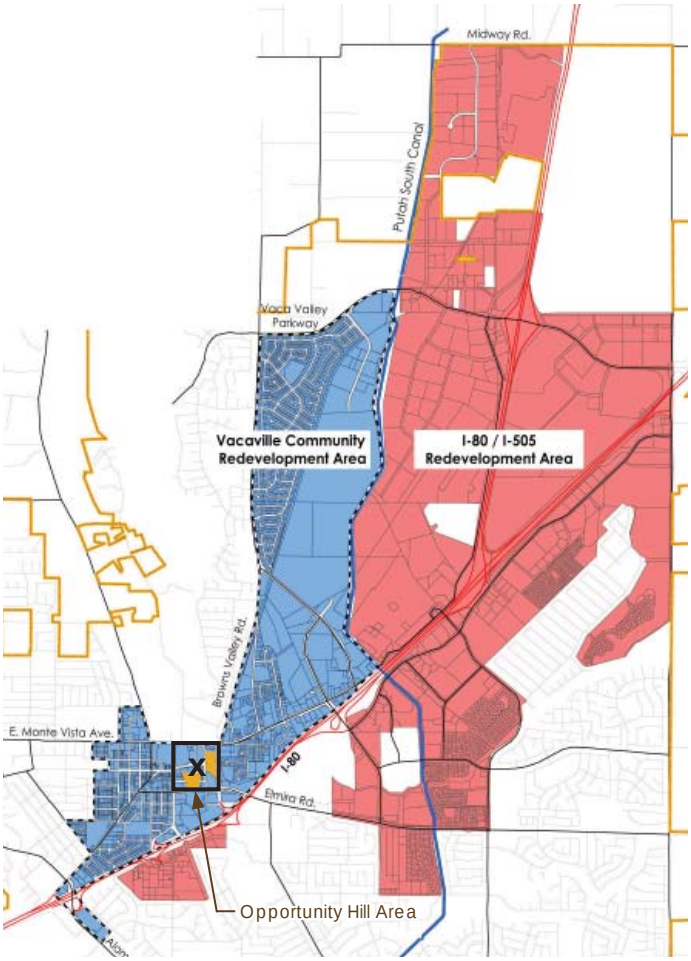


Figure 1-3: Redevelopment Area Map

1.3 Master Plan Organization

This Master Plan is organized into the following six chapters:

- **Chapter 1**, "Introduction," describes the purpose and organization of the Master Plan; the regional, historic, and local context; and summarizes the planning process for the Opportunity Hill area.
- **Chapter 2**, "Existing Conditions, Assets, Opportunities, and Challenges," summarizes the existing site conditions and identifies the key opportunities and challenges for Opportunity Hill.
- **Chapter 3**, "Vision," presents the community vision for downtown Vacaville, as described by participants in the planning process, and summarizes these concepts as a series of goals.
- **Chapter 4**, "Strategy for Downtown Development," presents the strategic framework for revitalization efforts in the Opportunity Hill area. The strategic framework highlights the major land uses that will continue to build on the success of downtown Vacaville. This chapter introduces the opportunity projects anticipated to have the most significant impact on transforming the character of the east downtown area. Supporting strategies that assist in the development of the primary land uses and opportunity projects are also presented.
- **Chapter 5**, "Implementation," summarizes recommendations for realizing the goals and strategies described in the Master Plan. This chapter is organized into discussions of top-priority actions and potential financing tools.
- **Chapter 6**, "Design Guidelines," provides direction on the quality of development desired for the Opportunity Hill area.

1.4 Planning Process

The initial planning process for the Opportunity Hill area was led by the Redevelopment Agency who conducted community meetings to gather input on the vision, issues, and opportunities for Opportunity Hill. EDAW was hired by the Agency to assist with an additional public outreach meeting and the development of the *Opportunity Hill Master Plan and Design Guidelines*. Preparation of the Master Plan was coordinated with water infrastructure studies prepared by Nolte Associates and sewer infrastructure studies conducted by West Yost Associates. One of the key objectives of the planning process was to facilitate community consensus on a shared vision for the Opportunity Hill area and to determine the steps needed to transform Opportunity Hill into a vibrant, mixed-use area of downtown Vacaville. The planning process used to develop the Master Plan is briefly presented in the phases described below.

- **Phase 1: Project Initiation and Existing Conditions Analysis**

  This phase involved a site visit; an analysis of existing site conditions, including the streetscape pattern and urban form; a review of relevant planning policies and documents; and the preparation of project base maps. It also included several meetings with the City's project team and a meeting with the DVBID to understand local concerns and visions for the downtown area.

A public visioning workshop was held on September 10, 2007 to confirm the community's vision for the downtown area

- **Phase 2: Testing of Site Development Scenarios**

  Three different land use scenarios, based on different housing and circulation configurations, were developed for the two project sites to test the development potential of each site.

- **Phase 3: Downtown Visioning Meeting and Site Analysis**

  EDAW and the Redevelopment Agency co-facilitated a public visioning workshop on September 10, 2007. The purpose of the workshop was to confirm the community's vision for downtown Vacaville. Building and site design options and place-making elements were presented to the public. The community members who were in attendance at the community meeting expressed an overwhelming preference to develop housing and mixed uses, bring more cultural arts and entertainment facilities downtown, and to make the downtown area more pedestrian- and bicycle-friendly.

- **Phase 4: Prioritization of Development Strategies**

  This phase focused on identifying fundamental design concepts and economic development strategies for the Opportunity Hill area. A concept diagram was created to highlight key sites for opportunity projects and to identify concepts for organizing the sites.

  After the community meeting, the site scenarios were reviewed by a panel of developers experienced in mixed-use development in the Sacramento and Bay Area markets. In addition, a pro forma analysis was performed for each site scenario to evaluate the impact of different land use combinations and parking strategies on land values.

- **Phase 5: Opportunity Hill Master Plan and Design Guidelines**

  The last phase of the project consisted of refining the strategies and graphic illustrations for the Opportunity Hill area to convey the preferred concepts which are summarized in the Master Plan.

2. EXISTING CONDITIONS, ASSETS, OPPORTUNITIES, AND CHALLENGES

2 Existing Conditions, Assets, Opportunities, and Challenges

Downtown Vacaville is already a popular and vibrant community destination, as exemplified by the well-attended events held regularly in Andrews Park and the success of the downtown area businesses. This chapter of the Master Plan describes the existing conditions, assets, opportunities, and challenges for the Opportunity Hill area.

View of the School Street site

2.1 Existing Conditions

Information on existing land uses, pedestrian circulation, parking and traffic, and infrastructure conditions in the Opportunity Hill area were studied or surveyed and are briefly presented in this section.

Land Uses

- Existing Land Uses

  Existing land uses in the Opportunity Hill area are commercial uses (auto parts and service shops, an antique shop, a deli, and a thrift store); 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 Figure 2-1, "Existing Land Uses."

Opportunity House homeless facility

- General Plan Designations

  General Plan land use designations for the Opportunity Hill area in the Vacaville General Plan are represented in Figure 2-2, "General Plan Map." The General Plan designates the Opportunity Hill area as General Commercial, in a large area that includes portions of the Depot Street site north of Ulatis Creek; Urban High Density, on the Depot Street site north of School Street; Public Park and Open Space, at Andrews Park and in the portion of Opportunity Hill occupied by Ulatis Creek; and School, on the parcels north of School Street (currently occupied by the Vacaville School District).

Auto body shop adjacent to the New Hope Christian Fellowship church

- Zoning Designations

  Zoning designations for the Opportunity Hill area (see Figure 2-3, "Zoning Map") are Downtown Commercial (CD), General Commercial (CG), and Community Facilities (CF). The Opportunity Hill area is also located within the Residential Urban High Density Overlay, which allows development of residential units in the downtown area at a density of up to 36 dwelling units per acre (du/ac).

The Ulatis Creekwalk trail, a unique pedestrian circulation feature in Downtown Vacaville

Pedestrian Circulation

The pedestrian circulation study for the Opportunity Hill area (see Figure 2-4, "Pedestrian Circulation") located sidewalks and pedestrian paths, identified where they did not exist, and identified the main traffic intersections shared by traffic and pedestrians. Sidewalks proved to be continuous in this area, except at vacant parcels along Wilson Street and Bush Street.

Figure 2-1: Existing Land Uses Map

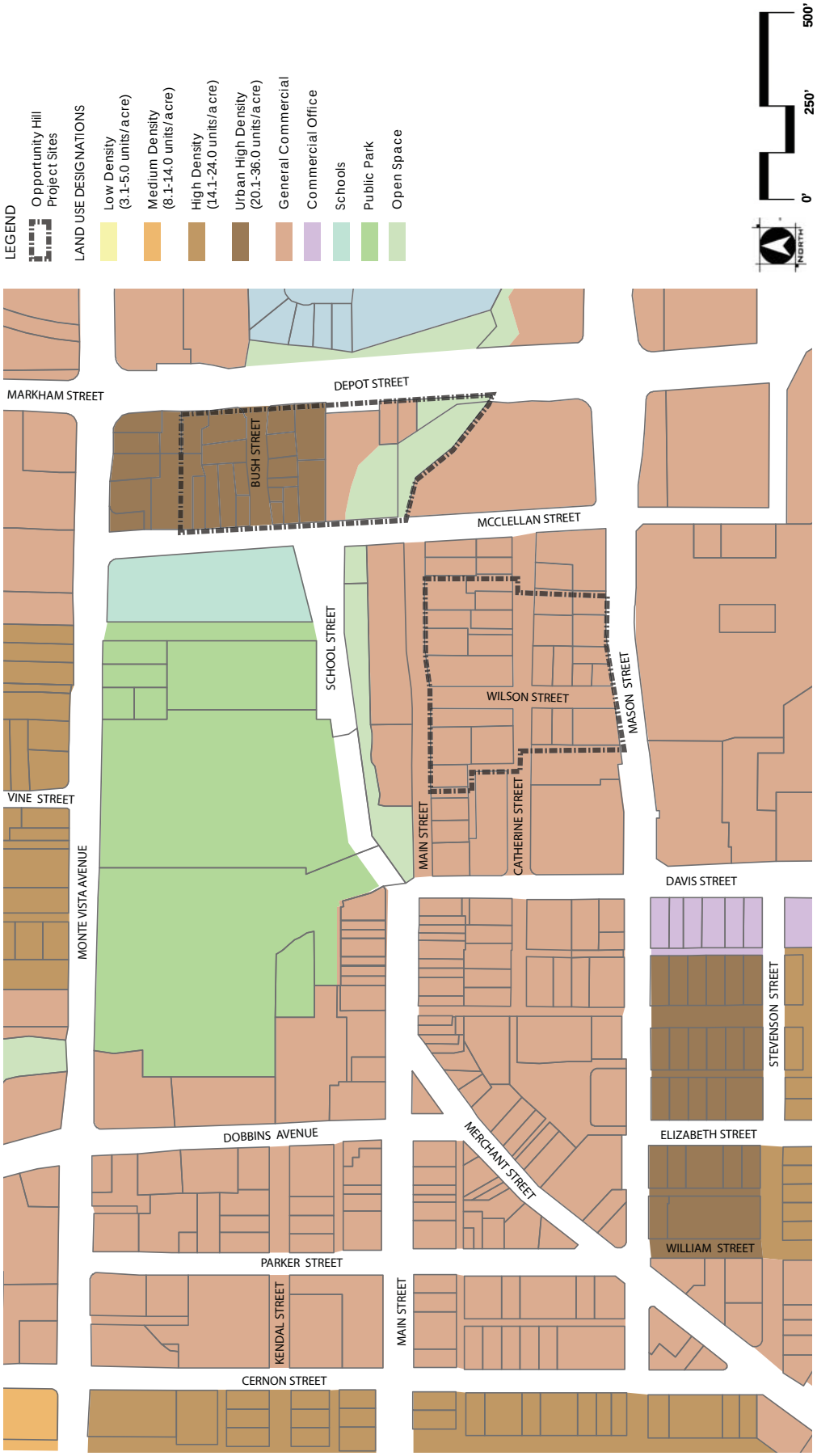


Figure 2-2: General Plan Map

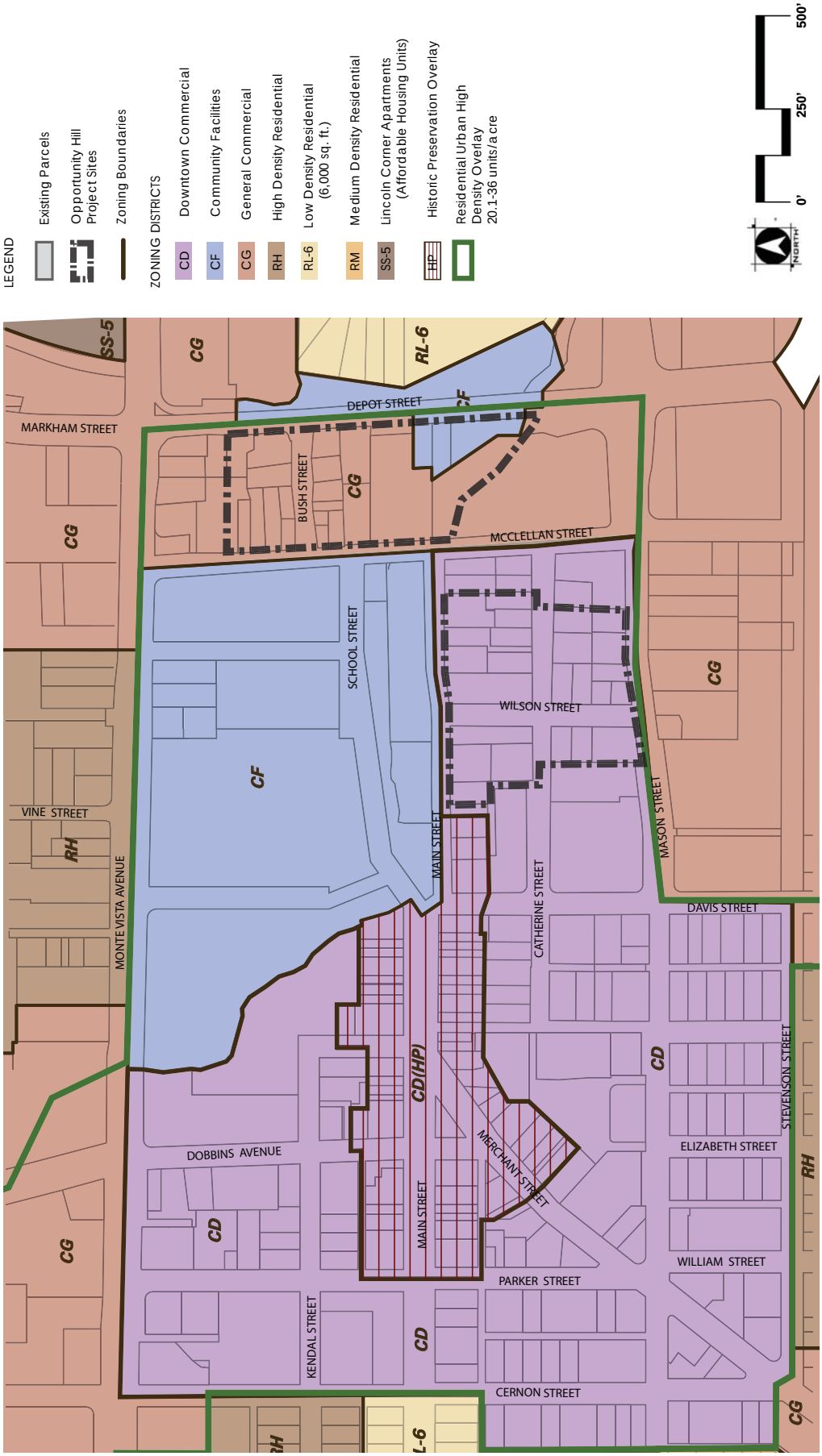


Figure 2-3: Zoning Map

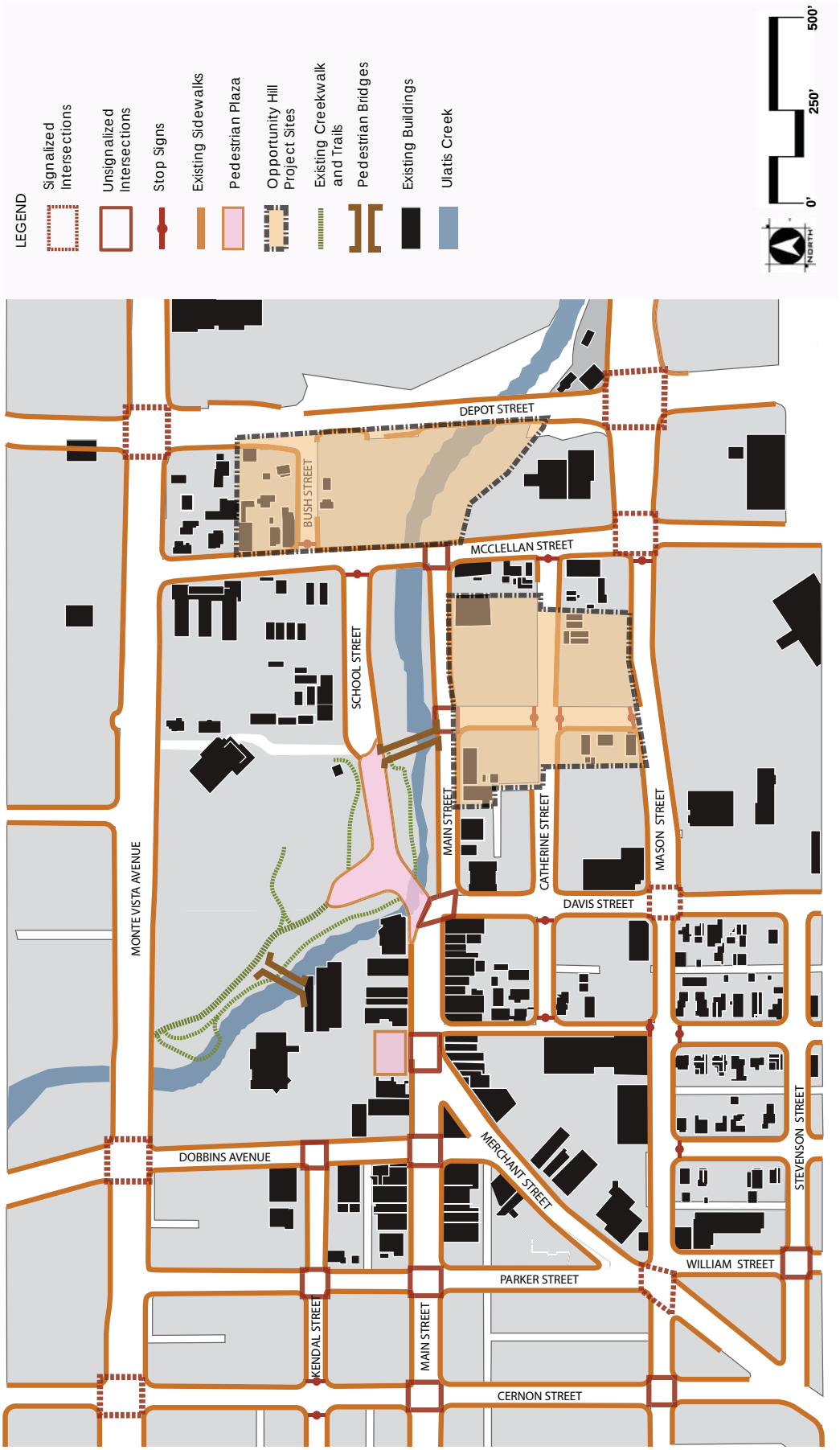


Figure 2-4: Pedestrian Circulation

The approach to Main Street heading north from Davis Street

Diagonal parking on Main Street

Traffic and Parking Analysis

- Traffic Analysis

  Data for peak-hour intersection traffic, between 4:00-6:00 p.m., was collected for the Opportunity Hill area. The busiest traffic intersections occur at the main freeway approaches into the downtown area—Monte Vista Avenue and Depot Street, Depot Street and Mason Street, and Monte Vista Avenue and Dobbins Avenue—and at the approaches into the Historic District from eastbound Main Street and northbound Davis Street.

- Parking Analysis

  On-street parking and surface parking lots are located in various areas of downtown Vacaville. Currently, on-street parking is available in the Opportunity Hill area but no surface parking lots exist. Additional parking will be needed to serve future, new development in the Opportunity Hill area.

Infrastructure Analysis

The existing capacity for the Opportunity Hill area for water and wastewater services at General Plan buildout was analyzed.

- Analysis of Water Service

  The *Opportunity Hill Water System Analysis—Phase 1 study, prepared by Nolte Associates (October 2007), found existing water mains on East Main Street, Catherine Street, Mason Street, Davis Street, McClellan Street, and Bush Street. In general, the Opportunity Hill area is served with water mains that are 12-inch diameter and smaller including 4-inch and 8-inch water mains on Wilson Street, Catherine Street, McClellan Street, and Bush Street. The existing water system is illustrated in Figure 2-5, "Existing Water System." The existing 4-inch and 8-inch water mains are insufficient to provide adequate fire flow at General Plan buildout.*

- Analysis of Wastewater Service

  The baseline conditions of the wastewater system in the Opportunity Hill area was analyzed by West Yost Associates in November 2007. The study evaluated sewer service that will accomodate General Plan buildout and also the physcial condition of the collection mains that have substandard diameters (less than 8 inches). The study found that the baseline conditions could be served by existing collection mains, however, two sewer segments, segments 5 and 6 (see Figure 2-6, "Sewer Study Map"), were recommended for replacement because they were in poor physical condition and had substandard diameters.

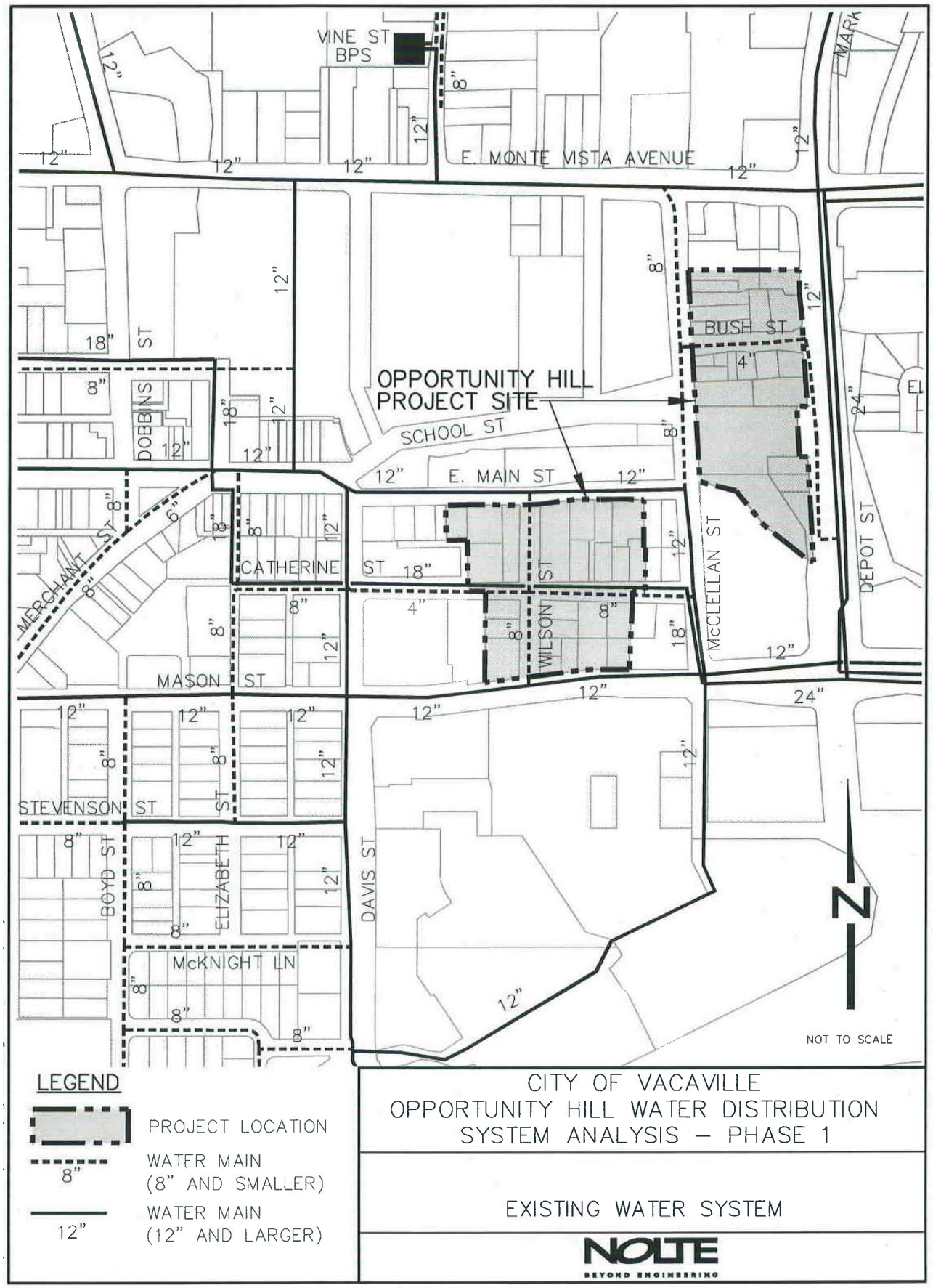


Figure 2-5: Existing Water System

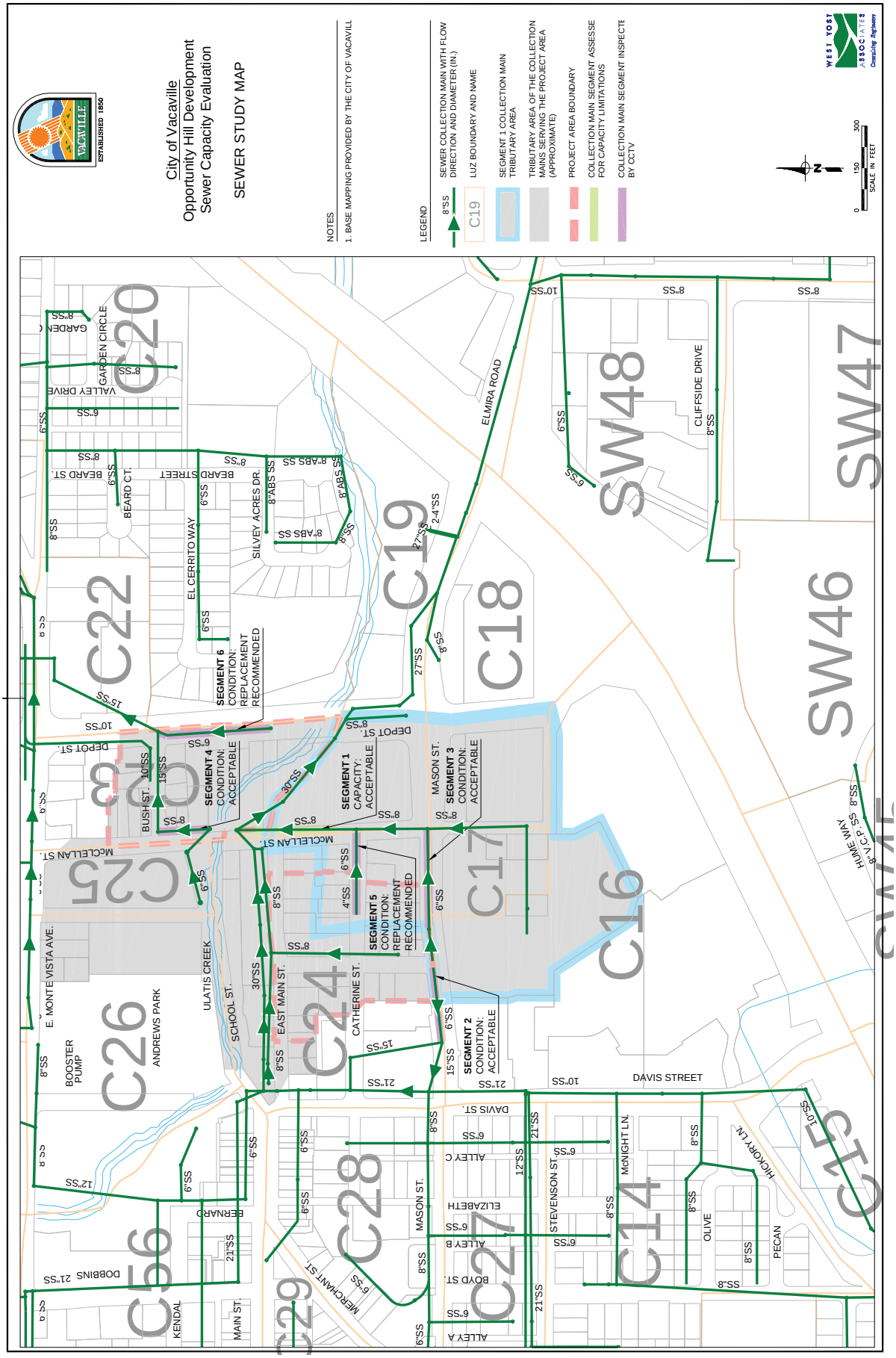


Figure 2-6: Sewer Study Map

2.2 Assets and Opportunities

Downtown Vacaville possesses many existing assets that will be instrumental in shaping its future. These assets are described below (see Figure 2-7, "Opportunities and Constraints Diagram").

- **Historic Amenities**

  In 1984, the Main Street Vacaville Historic District (Historic District) was established to help stimulate economic activity and growth in the area while preserving the unique variety of structures in the downtown area. Buildings in the Historic District were constructed between 1890 and 1935. The historic landmarks and structures in the Historic District make the community a unique location to live, work, and play. Local residents and business owners take pride in preserving the old-town character of the downtown area.

Preservation of the variety of historic structures in the downtown is a priority for residents and business owners

- **Public Amenities**

  The newly completed Town Square, the Ulatis Creekwalk, and Andrews Park, all within walking distance of each other, serve as downtown hubs for community activities and gatherings. The downtown area is also supported by a library, senior center, gymnasium, museum, and art gallery.

A new public library located adjacent to the Town Square and Andrews Park serves as a community amenity

- **Pedestrian-Scale Urban Form**

  The pedestrian-scale, tree-lined streets, and compact development pattern create a pleasant and comfortable ambiance for Downtown Vacaville. Generous sidewalks, quaint alleyways, a sense of enclosure created by the rhythm of two- and three-story buildings, street trees, street furniture, and public art along Main Street contribute to the pedestrian-friendly character of the downtown.

- **Retail Commercial, and Entertainment Hub**

  One of the strengths of downtown Vacaville lies in the synergy and variety of community, retail, business, recreational, and entertainment uses. Specialty retail shops and many different restaurants line Main Street. These one-of-a-kind retail and entertainment establishments distinguish the downtown area from other suburban retail centers.

- **Scenic Views**

  The scenic views surrounding the downtown area are another key asset. Downtown Vacaville is well located for views to the hills, Andrews Park, Ulatis Creek, and the Historic District. The Opportunity Hill project benefits from its raised topographic location and proximity to many of the downtown area's amenities, allowing the opportunity to take advantage of these scenic views.

- **Committed Leadership and Diverse and Engaged Community**

  Downtown Vacaville also benefits from the dedicated work and leadership of the City, the DVBID, and the active involvement of the local community—all committed to ensuring the continued success of the downtown area. The support, enthusiasm, and stewardship of the community will be instrumental in ensuring the implementation of the *Opportunity Hill Master Plan and Design Guidelines*.

2.3 Challenges and Opportunities

While downtown Vacaville has many positive attributes, it also has room to develop and improve (refer to Figure 2-7, "Opportunities and Constraints Diagram"). Some of the challenges of the downtown area are described below.

- **Development at the Periphery**

  Residential development in the outlying suburbs and the growth of new commercial developments along arterial streets and freeways such as I-80 can be competition for downtown businesses. These developments attract new and returning visitors to the regional shopping hubs. The opportunity exists to also draw these visitors to the unique retail shops and entertainment functions in the downtown area.

- **Specialty Retail**

  Retail, especially specialty retail, is encouraged in downtown Vacaville. Specialty retail or one-of-a-kind uses contribute to the unique shopping experience of the downtown area; therefore, development of such uses as infill within existing vacant spaces is encouraged. Extending specialty retail uses into the Opportunity Hill area should also be considered.

Boutiques, cafes, restaurants, and speciality retail uses in historic buildings create a unique shopping and living experience in downtown Vacaville

- **Office Uses and Jobs**

  A specific goal expressed by the Redevelopment Agency is to attract higher paying office jobs to ensure the continued revitalization and growth of the downtown area. Office uses and new employment can bring more patrons to the downtown area and can serve as a catalyst for other supporting uses, including retail and service uses.

- **Housing Opportunities**

  The community expressed an overwhelming interest in the development of new housing, especially condominiums and smaller ownership units. The Opportunity Hill projects are underutilized and are prime locations for the development of housing downtown. Bringing new residents into the Opportunity Hill area can bring a permanent population of patrons to the downtown shops, restaurants, and businesses.

- **Affordable Housing Opportunities**

  Community members expressed concerns regarding the need to provide affordable housing in the downtown area. Affordable housing will provide fair opportunities for residents of all income levels to live in the downtown and ensures that housing is made available for retail workers, active adults, and persons with disabilities.

- **Permanent Entertainment and Restaurant Uses**

  A goal of the Redevelopment Agency, echoed during community meetings and developer interviews, is to facilitate more entertainment and restaurant uses downtown to further promote the area as a community and visitor destination.

More restaurant establishments such as the Creekside Bar and Grill support the role of the downtown area as an entertainment destination

- **Parking**

  Parking presents a special challenge to the community. An inventory of parking does exist, however, parking can be a challenge during special events and peak flows of activity. Downtown merchants have expressed concerns that convenient parking is needed in the downtown to vie with suburban locations that have abundant and convenient parking. The community has also expressed concerns regarding providing adequate parking for new development in the Opportunity Hill area.

  There is a need to ensure adequate parking for future development in the Opportunity Hill area and to conveniently accommodate the special events in the downtown. Parking solutions will need to balance these concerns against the goal to promote higher density infill development and the preservation of the character of the downtown area. The creation of too much parking will detract from the special character of the downtown landscape.

On-street angled parking provided along Main Street help establish the streetscape character of the downtown area and slow traffic

- **Traffic Noise**

  Traffic noise may also present a challenge to developing attractive residential developments in downtown Vacaville, especially if buildings and development sites are not carefully designed to address noise issues caused by traffic from major arterial streets such as Depot Street and Mason Street.

- **Signage and Wayfinding**

  Currently it is difficult to find downtown Vacaville unless one is familiar with the City and the local street pattern. A successful and well-designed signage and wayfinding program will help visitors find the downtown area and inform them when they have arrived. Signs should attract and help direct visitors from the freeway, to the main arterial streets, to the Downtown, and then to find the main commercial streets, stores, and parking areas they seek.

  Freeway Signage: Signs along I-80 identifying the historic downtown main street are small and few. Once the signs are noticed, travelers can easily miss the freeway exits and may have difficulty finding the downtown area.

  Downtown Signage: The downtown arch on Davis Street is particularly effective as a landmark. However, signage at most other primary entries into the downtown area (from Mason Street, Depot Street, Monte Vista Avenue, Cernon Street, and Parker Street) are obscure and need to be more visibly marked.

Entry monumentation along Davis Street marks the entrance into the Vacaville downtown district

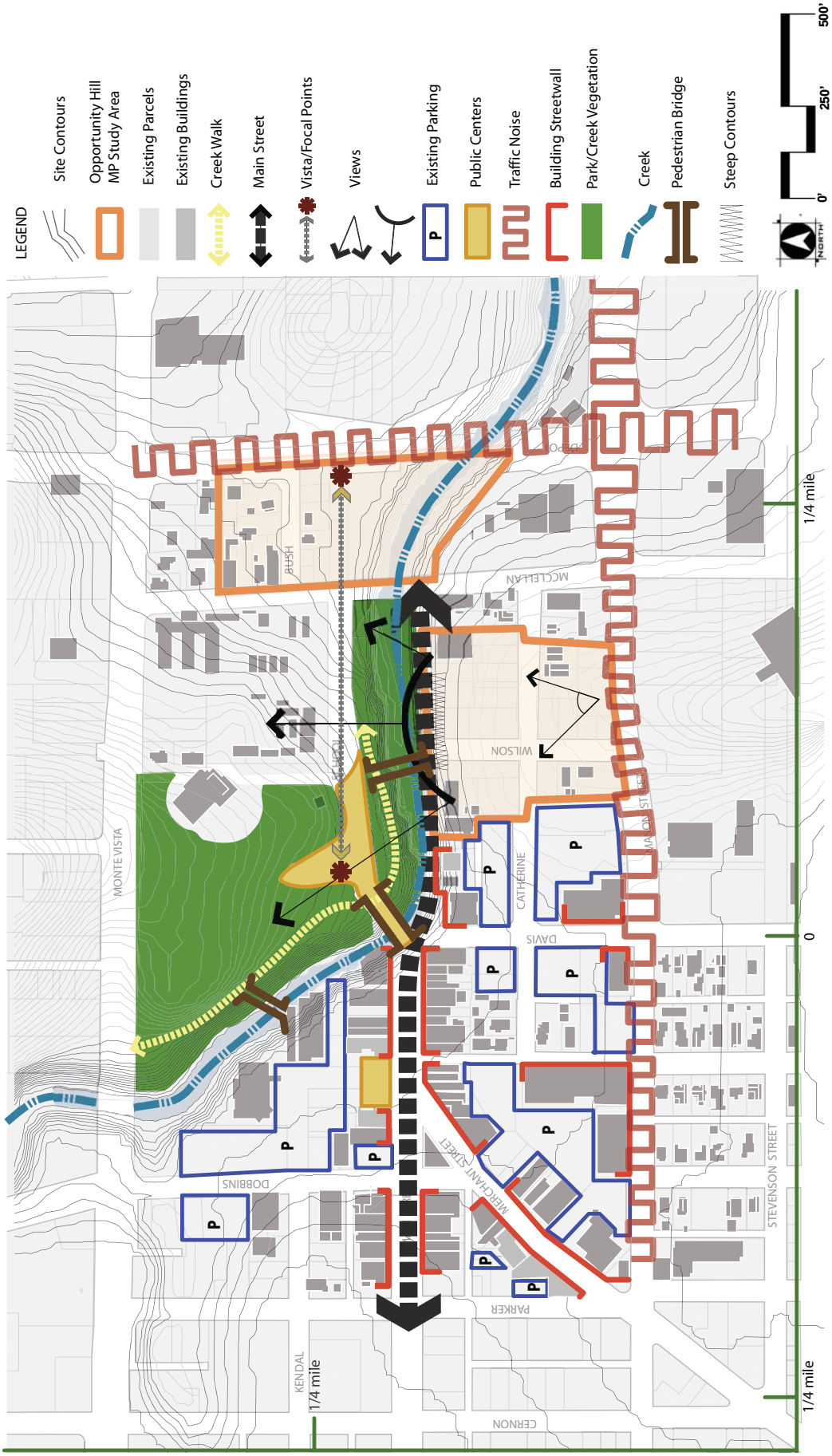


Figure 2-7: Opportunities and Constraints Diagram

3. VISION

3 Vision

3.1 Vision for the Opportunity Hill Downtown Area

The collective work and vision of the City of Vacaville, business owners, residents, and active citizens have made downtown Vacaville what it is today and will continue to shape its future development. The vision for the Opportunity Hill area builds on the plans, traditions, and energy that have boosted the vitality of the downtown area. The vision statement adopted by the Redevelopment Agency in its Downtown Area Economic Development Strategy (1991) states:

> Downtown Vacaville is to serve the residents of the Vacaville community, the surrounding areas and visitors as an economically viable commercial, institutional, retail and entertainment district in a physical setting that captures and portrays the early heritage of Vacaville along with the atmosphere of a commercially successful "Hometown USA."

During the public visioning workshop for the Opportunity Hill area conducted by the Redevelopment Agency and EDAW on September 10, 2007, residents, local business owners, and civic officials shared their hopes for the future of this community. The following vision statements summarize what was heard during the workshop. The Opportunity Hill area is envisioned as a place that:

- *Continues the success of the downtown area as the historical, commercial, and cultural heart of the City. Downtown Vacaville is active in the day and evening with a wealth of cultural and entertainment activities including live performances, movies, street fairs, restaurants, and cafes.*
- *Has a mix of uses (residential, retail, and office uses) that contribute to the activity and vitality of Downtown Vacaville as a place to live, work, and play. New mixed-use housing in the downtown area attract a diverse community of professionals, families, and active adults. Housing is affordable and allows residents of all backgrounds and income levels opportunities to live in the downtown area.*
- *Features a variety of transportation opportunities that encourage residents to leave their cars at home. Attractive tree-lined streets, well-defined sidewalks, angled parking, and traffic calming design encourages the community to walk, bike, and spend time outdoors. Trail linkages to Andrews Park and the Ulatis Creekwalk promote access to nearby open space for residents of all ages.*
- *Includes a comprehensive and unique signage and wayfinding system that identifies Downtown Vacaville and makes the downtown area easy to navigate.*
- *Encourages the development of public art to promote the civic presence of Downtown Vacaville.*
- *Supports civic participation in the community's planning process. People living and working in Downtown Vacaville take pride in their community and invest in its continued success.*

A mix of uses along the street promotes an active pedestrian realm

Tree-lined streets with well-defined sidewalks support pedestrian activity

.

A variety of transportation options allow access to the downtown area without relying on an automobile

Local paths and the Creekwalk trail promote a healthy connection to the outdoors

The following objectives support the vision expressed by the Vacaville community. 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."

Objective 1: ***Provide Design Guidelines and Standards for Opportunity Hill***

Support development in the Opportunity Hill area while maintaining downtown Vacaville's historic character.

Objective 2: ***Improve Parking***

Ensure adequate and convenient parking for new uses that is easily accessible, highly visible, and that supports a sense of personal security and safety.

Objective 3: ***Investigate Additional Resources to Provide Mixed-Use Development Incentives***

Investigate resources to facilitate attracting new mixed-use development that promotes the economic viability of the downtown with new jobs and office, entertainment, and retail businesses by providing economic incentives for reinvestment.

Objective 4: **Initiate Changes to the Legal Framework (City General Plan and Zoning Amendments)**

Allow an increased density of up to 65 du/ac in the Opportunity Hill area, compared with the up to 36 du/ac currently allowed by the City in the downtown area.

Objective 5: **Improve Linkages and Connections**

Promote linkages for efficient automobile, bus, bicycle, and pedestrian circulation in the downtown area.

Objective 6: ***Complete Infrastructure Improvements***

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.

Objective 7: ***Improve Signage and Wayfinding***

Improve signage and wayfinding into and around the downtown area.

Objective 8: ***Provide Affordable Housing***

Provide opportunities for new high-density affordable housing within the downtown area.

View of the Opportunity Hill Area

Downtown Vacaville with Andrews Park and Ulatis Creek

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4. STRATEGY FOR DOWNTOWN DEVELOPMENT

4 Strategy for Downtown Development

4.1 Strategic Framework

This section describes the strategic framework guiding the redevelopment of the Opportunity Hill area. The revitalization of the Opportunity Hill area will require a series of progressive, concentrated, and well-defined strategies that build on one another to support change in the downtown area. The strategic framework is the "big picture" vision to support a comprehensive strategy of programs, policies, and improvements for downtown development that is intended to be versatile to respond to changes in market conditions, retail demand, and community needs.

To create this strategic framework, the Opportunity Hill area's economic, social, and physical development opportunities and constraints were assessed in the context of the overall function of downtown Vacaville. The strategic framework defines these actions in three different components that together help structure and prioritize the actions required to ensure the implementation of the Master Plan.

- Primary land uses—the land uses most important to achieving the vision and goals for the Opportunity Hill and downtown area (see Section 4.3, "Primary Land Uses"). The function of primary land uses is to define the strategic role of downtown Vacaville in the community and the region. The primary land uses are those uses that work together to drive the economic, social, and cultural activities that help make downtown Vacaville a mixed-use, small-town urban destination for shopping, living, and working. The strategies identified by this Master Plan are potential actions the City may take to achieve the combination of unique land uses that support downtown Vacaville.

- Opportunity projects—sites that can accommodate additional development in the immediate future within the primary land use categories (see Section 4.4). During the initial site analysis, a number of opportunity projects in the Opportunity Hill area were identified as appropriate for redevelopment efforts. Two Agency-owned sites—the Opportunity Hill site and the Depot Street site—were identified as primary opportunity projects. In addition, three secondary opportunity projects were identified—the School Street site, the Main and Wilson Streets site, and the Mason and Wilson Streets site. Opportunity projects are identified in Figure 4-2, "Strategic Framework Concept Diagram," and further described and analyzed in Section 4.4, "Opportunity Projects."

- Supporting strategies—actions that support the primary land uses and opportunity projects (see Section 4.5). The function of supporting strategies is to identify the additional programs and action steps to carry out the overall vision for downtown Vacaville. These supporting strategies and actions help ensure the success of the opportunity projects. Supporting strategies are composed of a range of policy considerations and design guidelines that support both the implementation of the immediate redevelopment project and the ongoing downtown revitalization efforts.

Figure 4-1: Strategic Framework Outline

4.2 Strategic Framework Concept Diagram

The strategic framework concept diagram (Figure 4-2) graphically represents the strategic vision for Opportunity Hill. This framework diagram provides a conceptual depiction of future land uses in downtown Vacaville, building relationships to the street, major pedestrian connections, and desired streetscape relationships and character. The strategic framework concept diagram also emphasizes opportunities for principal transportation, pedestrian circulation, parking, signage, and open space networks that link the Opportunity Hill development sites to the surrounding downtown context.

The strategic framework concept diagram serves as a visual blueprint or "road map" for improving Opportunity Hill and is not considered a legally binding entitlement to land use and development of sites in the project area. The strategic framework concept diagram illustrates the relationship of the Opportunity Hill project to the overall context of downtown Vacaville and suggests several strategic concepts, briefly described in this section.

Districts

The downtown area can be described as one overall, interconnected **district**. The Opportunity Hill area is envisioned as an extension of the Historic District that extends east-west from Parker Street to Depot Street.

The downtown area is also related to and supported by the surrounding areas and districts:

- thriving residential neighborhoods located west of Cernon Street;
- neighborhood centers including a Lucky supermarket northeast of the project area on Monte Vista Avenue;
- a small residential district south of Mason Street between Davis Street and Parker Street that is gradually transitioning into a mixed-use area, with small single-family homes being converted into professional offices, small specialty stores, and live/work homes for artists and crafts persons;
- the Brenden theater entertainment and retail district located immediately south of the downtown area on Davis Street; and
- several larger office buildings as well as the Hampton Inn Hotel located just south of the downtown area on Mason Street.

Circulation

The **circulation** system consists of a street hierarchy that includes major arterial streets, collector streets, and local interior streets. The arterial and collector streets—Depot Street, Mason Street, Monte Vista Avenue, and Cernon Street—carry through traffic to the periphery of the historic downtown area. Local interior streets are organized in a historic grid pattern; these slower, pedestrian-oriented streets provide access to the storefront shops while directing major through traffic to arterial streets on the periphery. Convenient parking access is provided from the arterial streets to avoid burdening the main street with heavy traffic.

Mixed-use development with office uses on the upper floors and cafes and restaurants on the ground floor frame the Town Square Plaza

Ground floor commercial uses with storefront facades and wide sidewalks contribute to the pedestrian ambiance of the downtown area

Future downtown parking structures should be designed with retail uses on the ground floor

Mixed-Use Opportunities

A major concept for development in downtown Vacaville is to encourage **higher intensity mixed-use infill** development on opportunity project sites with housing, office, and retail projects that support the role and function of the downtown area as a specialty shopping destination.

Ground Floor Commercial Opportunities

Not all streets in downtown Vacaville need to include **ground floor commercial** uses. Such uses should be concentrated within the easily walkable retail core along Main Street, School Street, Merchant Street, Dobbins Avenue, and Parker Street. Shoppers typically will walk for only three or four blocks. The Main Street retail core should extend from Cernon Street and terminate at McClellan Street. Catherine Street, Bush Street, and portions of Kendal Street, Parker Street, and Cernon Street can support offices or residential frontages with front stoop and porch entries.

Pedestrian Connections

Pedestrian connections throughout the downtown area are intended to support and enhance the lifestyle of residents and downtown users. Streets and sidewalks, plazas, parks, and small gathering places are intended to be comfortable, green places that support the pedestrian experience. Wide sidewalks allow outdoor dining and direct access to shop entries and storefronts along the central retail spine of Main Street and include streetscape amenities—street trees, seating, and lighting.

Improvements to School Street are envisioned with the extension of the pedestrian plaza being east to McClellan Street. The Ulatis Creekwalk is also planned to extend east to McClellan Street and is envisioned to eventually extend and connect to the Citywide trail system across I-80.

Parking Opportunities

The strategic framework concept diagram also provides recommendations on some, potential **opportunity** locations for **parking** structures in the downtown area that provide access from arterial and collector streets. Future parking structures should be designed with ground-floor retail uses, where appropriate, and provide districtwide parking in order to encourage higher intensity development in the downtown area. Parking locations should be easily accessible and include highly visible and well-defined signage from the major arterial streets.

Gateway Features and Landmarks

The primary entries into the downtown area are opportunities to provide attractive downtown signage, wayfinding information, or public art as **gateway features or landmarks** to enhance the visibility and identity of downtown Vacaville.

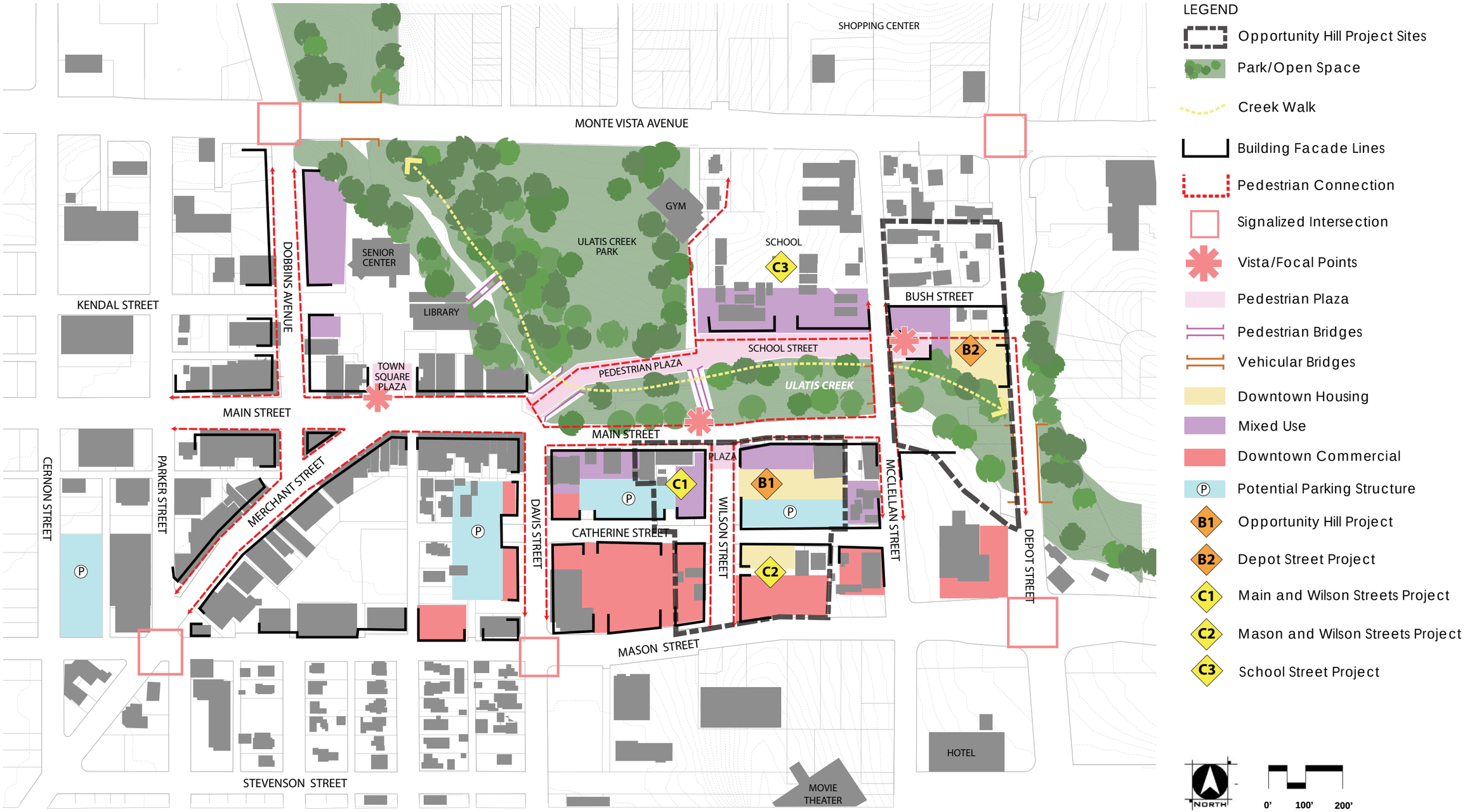

Figure 4-2: Strategic Framework Concept Diagram

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4.3 Primary Land Uses

Primary land uses are those uses that are most important for achieving the overall vision and goals for improving the Opportunity Hill area. These land uses are based on City and regionwide trends and the unique conditions in downtown Vacaville. These primary land uses are expected to have the greatest impact in redefining the role of downtown Vacaville in the City and the region. The following six primary land uses have been identified.

1. **Downtown housing** is increasingly in demand and supports a thriving City center environment. Housing in the downtown area helps to extend activity into the evenings and supports other retail uses, restaurants, and specialty stores with a local customer base. Downtown housing markets include active-adult baby boomers, young and older professionals without children, retirees, affordable housing, and artisans seeking live/work type housing in an active urban setting that is close to shopping, entertainment, and cultural events.
2. **Restaurant and entertainment** uses are a key component of downtown Vacaville. Adding new restaurant and entertainment uses promises to draw additional visitors and vitality to the area. Restaurants, live theater, music, and arts venues will have a positive impact on the area, reinforcing downtown as a destination.
3. **Civic, cultural and recreational** activities attract a high number of visitors and provide possibilities for "trip-chaining" and multiple purchases in the downtown area. Downtown Vacaville serves a major role as the civic and cultural heart of the community. Existing public plazas, the central park, the Ulatis Creekwalk, and sidewalk environment provide the setting for formal and informal gatherings, events, and ceremonies.
4. **Specialty retail** uses in the downtown area are distinct from "big-box" retail chain stores in large commercial centers along the freeways or neighborhood grocery shopping in suburban centers. Specialty retail activities support downtown Vacaville's role as a shopping destination. The downtown area should continue to strengthen its position in the region as a destination for specialty shopping.
5. **Office** uses, especially professional uses, employ a significant number of people throughout the region and draw people to downtown Vacaville. Office workers support local restaurants and retail stores at lunchtime and after work. In addition, office visitors can easily fulfill their shopping needs downtown during business trips. These office uses help create a vibrant mixed-use center.
6. **Heritage tourism** in downtown Vacaville is one of the best-kept secrets in the San Francisco Bay Area. Vacaville's rich historical past and small-town, historic character contribute to its continued success in creating a specialty retail destination. Downtown Vacaville should continue to showcase its history through museums, historic walking tours, community events, and preservation of its architectural heritage. Downtown signage, marketing information, and promotional events should reflect this rich heritage and encourage new visitors to explore the area's unique assets. All new buildings in the downtown area should be designed to fit with the historic character and contribute to the historic, pedestrian-scaled environment in the downtown.

4.4 Opportunity Projects

This section describes the primary and secondary opportunity projects for the Opportunity Hill area. Two primary opportunity projects are studied in detail in this Master Plan: the Opportunity Hill project and the Depot Street project. These project sites were chosen for their strategic locations within the Opportunity Hill area and their potential role to serve as catalysts for additional new development and investment in downtown Vacaville.

Three secondary opportunity projects have also been identified in this Master Plan: the School Street project and two private development projects, the Mason and Wilson Streets site and the Main and Wilson Streets site (see Figure 4-2). The two private development sites are currently being considered by the City. The School Street site will issue development plans of its own. These secondary opportunity projects provide opportunities for redevelopment in the near term and should continue moving ahead through the development review process. These project designs must be consistent with the overall vision for the downtown and this Master Plan.

Project Recommendations

A number of development scenarios were studied for the Agency-owned Opportunity Hill and Depot Street projects (see Section 4.4-2, "Opportunity Hill Project" and Section 4.4-3, "Depot Street Project"). Although the 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 may 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." 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.

4.4-1 Feasibility Analysis

A project feasibility analysis for the Opportunity Hill and Depot Street projects analyzed the three development scenarios created for each site. These land use scenarios represent a range of residential densities, commercial, and parking assumptions. The parking ratio assumptions utilized for the analysis are lower than the City's parking standards for residential uses of two spaces per unit for one and two bedroom units and two parking spaces for three or more bedroom units. The City's parking standards were assumed for the commercial component of the analysis by using a combination of on-site and on-street parking spaces to meet this demand. The lower parking ratios utilized are strategies found in urban infill environments to achieve higher residential densities and encourage mixed-uses consistent with the vision of the Opportunity Hill Master Plan. A static pro forma evaluation of the scenarios on their returns at the first year of full occupancy was analyzed. This methodology allows planners to test the ways that adjusting the sites' zoning and development standards would affect underlying land values, assuming a reasonable developer profit of 10% (The feasibility analysis assumes a developer profit of 10% based on conversations with local developers. This is a relatively conservative estimate. A higher profit threshold was used in

this analysis because higher density for-sale development in downtown Vacaville is untested).

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 feasibility analysis also makes assumptions about development revenues. In general, it assumes above-average pricing for any residential and commercial project because of its proximity to downtown, Ulatis Creek, and available amenities. Leasing rates for such potential projects are relatively high compared to rates for other, more antiquated retail in downtown Vacaville. At the same time, assumptions about capitalization and vacancy rates are relatively conservative at 8% and 10%, respectively. Each of the scenarios assumes that the commercial component would operate under separate ownership as a commercial condominium with a homeowners' association. The commercial condominium could either be sold by the developer or held as revenue property.

Revenues from townhome and condominium sales for the Opportunity Hill and Depot Street projects are assumed to be well in excess of prevailing home prices for existing townhomes and condominiums. Existing townhomes and condominiums are older units and are not comparable in quality to new products expected in downtown Vacaville. The analysis assumes that new townhomes and condominiums would command a price premium because of their ideal downtown location with immediate access to entertainment, recreation, shopping, and services.

The analysis also assumes that 20% of new housing units would be sold to low- and moderate-income households. Half of these units, or 10% 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.

4.4-2 Opportunity Hill Project

Overview

The Opportunity Hill project site, located at the northeast corner of Wilson Street and East Main Street, is owned by the Redevelopment Agency and is approximately 1.4 acres in size (see Figure 4-2). Three land use alternatives were prepared for the Opportunity Hill site, proposing different mixes of residential densities and including varied assumptions about commercial space. The Opportunity Hill site was evaluated using a mixed-use townhome scenario, a mixed-use condominium scenario, and a hybrid (mixed-use condominium and townhome) scenario. The development program for each scenario is shown on the following pages (refer also to Figures 4-3, 4-4, and 4-5).

Opportunity Hill Site Scenario 1: Mixed-Use Townhomes

Project Overview

- Mixed-use housing and commercial development
- Parking for housing provided in individual garages, with some shared visitor parking on-site and additional parking available on the street
- A small amount of commercial space located along Main Street beneath the residential units

Development Program

Housing

31 two-story townhome units
(1,400 - 1,750 square feet)

Commercial

7,000 square feet of ground floor retail

Parking

62 on-site tuck under parking spaces

7 visitor parking spaces

30 on-street parking spaces

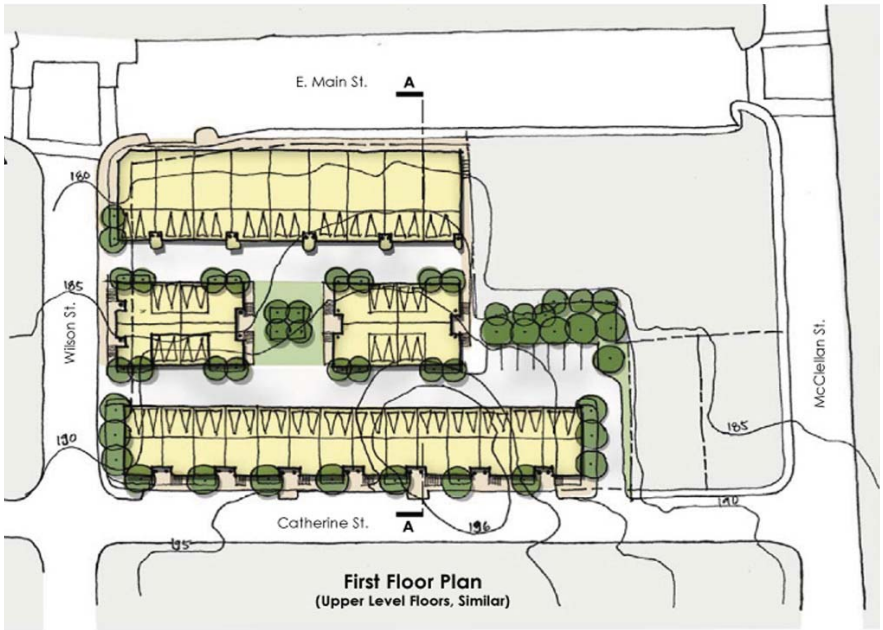


Figure 4-3: Plans and Renderings, Opportunity Hill Site Scenario 1

Townhome Community Examples for the Opportunity Hill Site

Opportunity Hill Site Scenario 2: Mixed-Use Condominiums/ Apartments

Project Overview

- Mixed-use housing and commercial development
- Parking for housing provided in a podium structure under the residential units
- Commercial space provided along Main Street beneath the residential units

Development Program

Housing

91 apartment/condominium units
(1,000 - 1,200 square feet)

Commercial

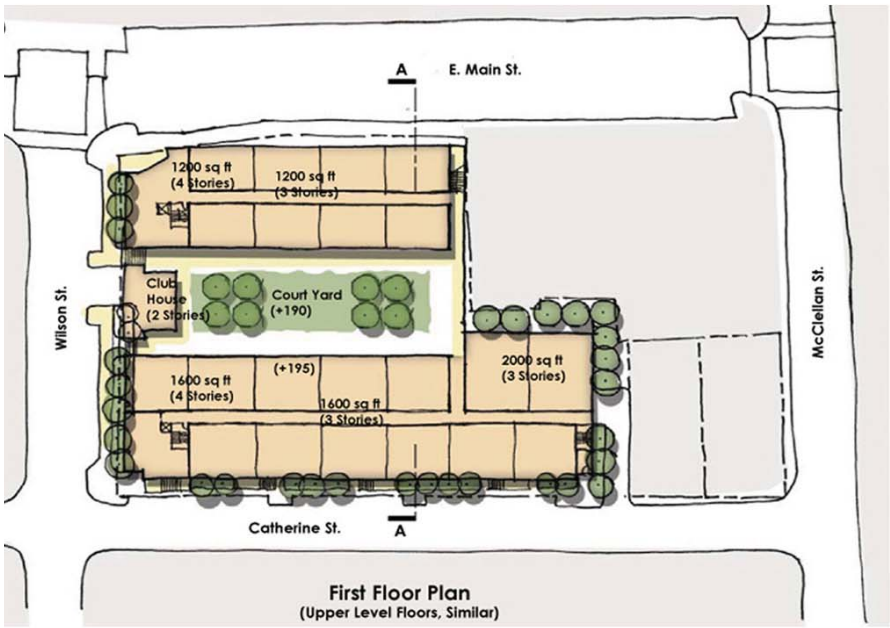
10,500 square feet of ground floor retail

Parking

150 on-site podium parking spaces

7 visitor parking spaces

30 on-street parking spaces



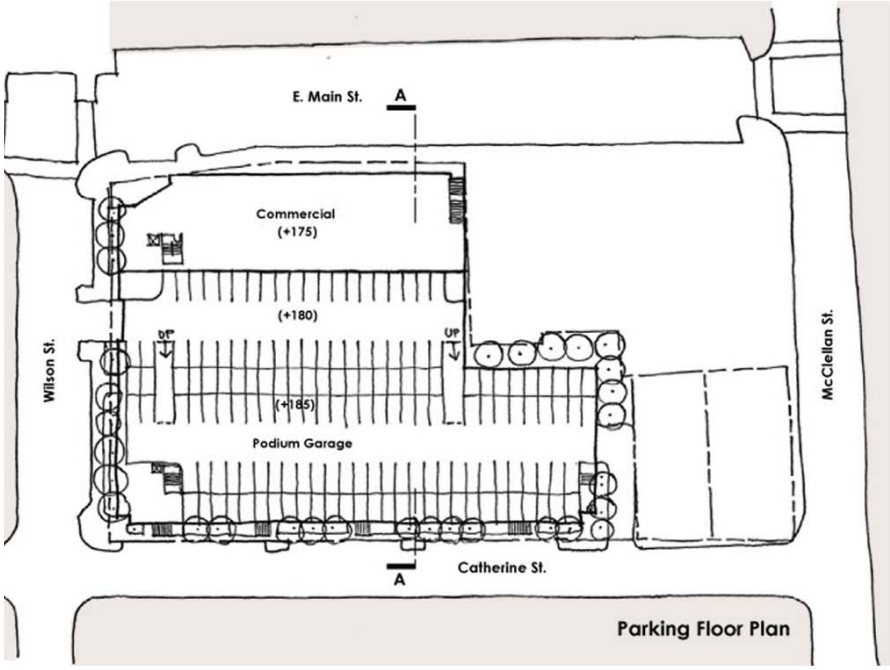


Figure 4-4: Plans and Renderings, Opportunity Hill Site Scenario 2

Examples of Apartments/ Condominiums with Podium Parking for the Opportunity Hill Site

Opportunity Hill Site Scenario 3: Mixed-Use Condominiums/ Apartments/Townhomes

Project Overview

- Mixed-use housing and commercial development
- Parking for housing provided in a podium structure under the residential units, with tuck-under parking for the townhomes
- Commercial space provided along Main Street beneath the residential units

Development Program

Housing

9 studio units (800 square feet)

54 apartment/condominium units (800 - 1,200 square feet)

12 two-story townhome units (1,200 square feet)

Commercial

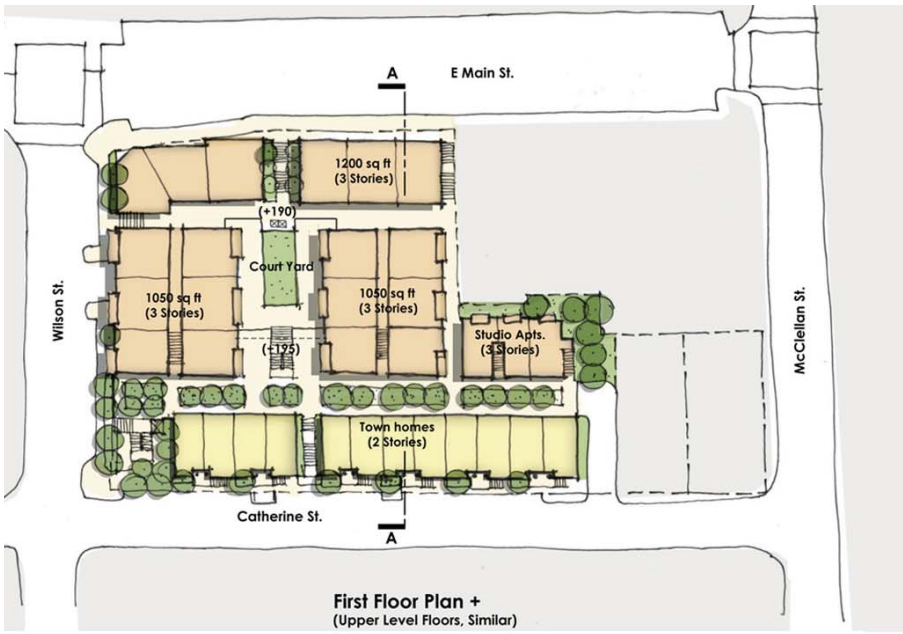
10,500 square feet of ground floor retail

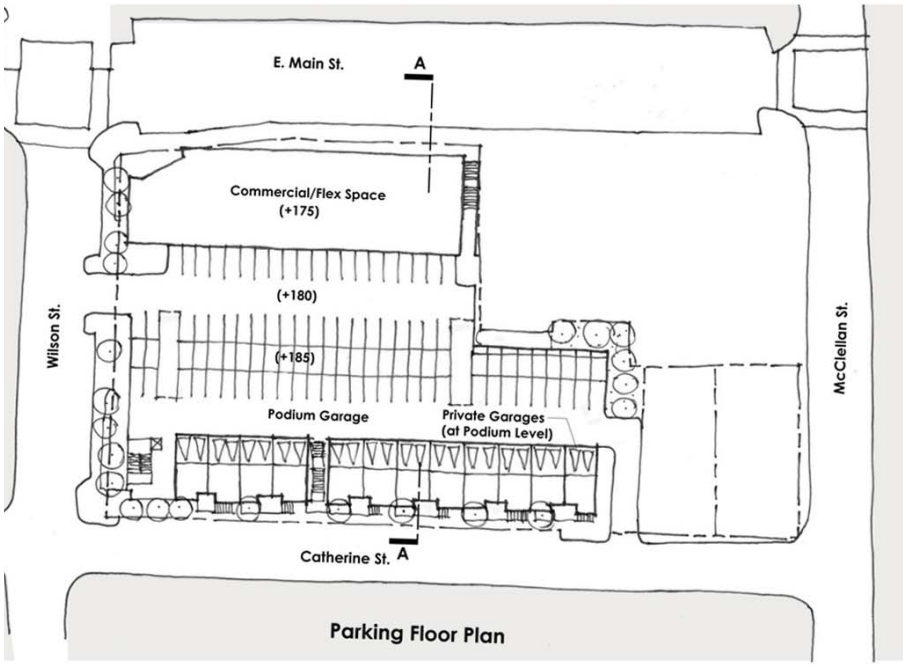
Parking

120 on-site podium parking spaces

6 visitor parking spaces

30 on street parking spaces





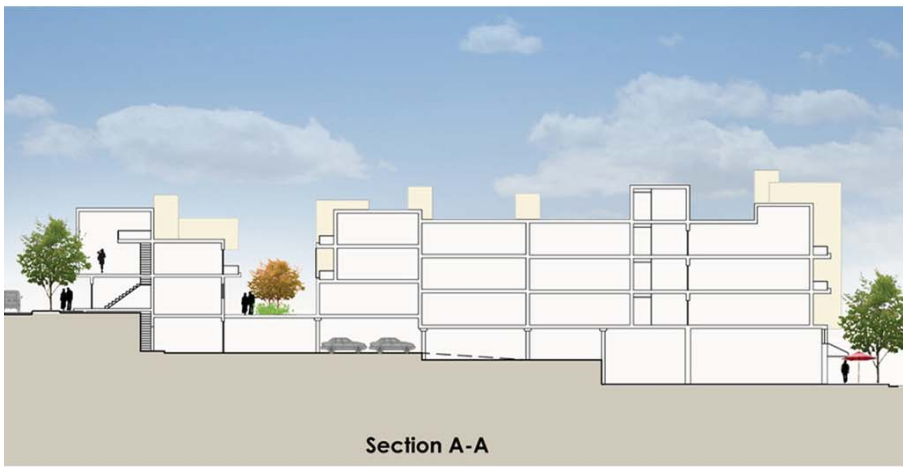


Figure 4-5: Plans and Renderings, Opportunity Hill Site Scenario 3

Conceptual Perspective Renderings of Opportunity Hill Site Scenario 3

Development Feasibility

The mixed-use townhome scenario (Site Scenario 1; see Figure 4-3) would generate the highest return of the land use alternatives. Site Scenario 1 would have an estimated development cost of approximately $12.8 million and revenues of $14.9 million. The project would benefit from lower construction costs and less expensive parking (i.e., tuck-under parking versus podium parking).

The mixed-use condominium scenario (Site Scenario 2; see Figure 4-4) would be burdened by high podium parking costs, more expensive construction, and internal building circulation. This prototype shows projected development returns of only 2% of cost with no residual land values.

The mixed-use townhome and condominium scenario (Site Scenario 3; see Figure 4-5) would generate slightly higher returns than Site Scenario 2, estimated at 7% of total costs. If home prices increased by 5% above development costs, this scenario would be feasible.

4.4-3 Depot Street Project

Overview

The Depot Street site, located on McClellan Street between Bush Street and the terminus of East Main Street, is mostly owned by the Redevelopment Agency and is approximately 2.2 acres in size (see Figure 4-2). Three land use scenarios were evaluated for the Depot Street site, proposing different mixes of residential densities and varied assumptions about commercial space. The Depot Street site was evaluated using a mixed-use townhome scenario, a mixed-use condominium scenario, and a mixed-use mansion home scenario. The program for each site scenario is shown on the following pages (refer also to Figures 4-6, 4-7, and 4-8).

Depot Street Site Scenario 4: Townhomes and Live/Work

Project Overview

- Mixed-use housing and commercial development
- Attached townhomes, live/work units
- Parking for housing tucked under the residential units
- Some commercial space located near the intersection of McClellan and School Streets

Development Program

Housing

46 townhome units
(1,200 - 1,600 square feet)

4 live/work units (1,375 square feet)

Commercial

7.300 square feet ground-floor retail
3,500 square feet live/work commercial

Parking

100 on-site tuck-under parking spaces

2 visitor parking spaces

17 on-street parking spaces

Figure 4-6: Plans and Renderings for Depot Street Site Scenario 4

Townhome Community Examples for Depot Street Site

Depot Street Site Scenario 5: Mixed-Use Condominiums/ Apartments

Project Overview

- Mixed-use housing and commercial development
- Parking for housing provided in a podium structure under the residential units
- Some commercial space located along McClellan Street

Development Program

Housing

90 units apartments/condominiums (1,050 - 1,200 square feet)

COMMERCIAL

8,600 square feet of ground-floor retail

PARKING

163 on-site podium parking spaces

10 visitor parking spaces

17 on-street parking spaces

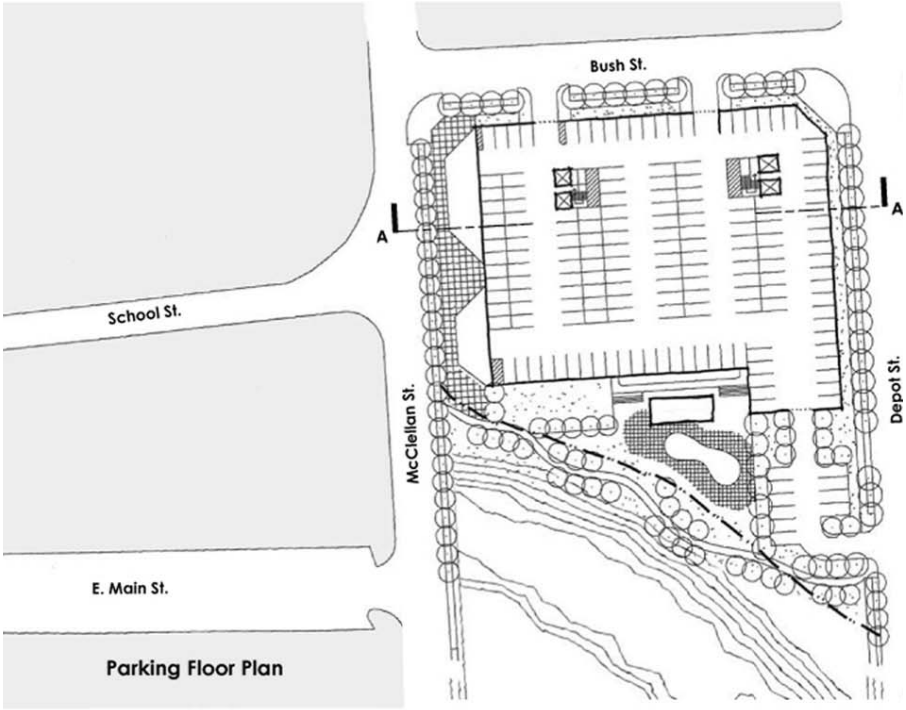


Figure 4-7: Plans and Renderings for Depot Street Site Scenario 5

Podium Apartment/Condominium Examples for the Depot Street Site

Depot Street Site Scenario 6: Mansion Homes

Project Overview

- Mixed-use housing and commercial development
- Parking for housing tucked under the residential units
- A small amount of commercial space located along McClellan Street

Development Program

Housing

28 units apartments/condominiums (900 - 1,400 square feet)

Commercial

8,500 square feet of ground-floor retail

Parking

56 tuck under parking spaces

14 visitor parking spaces

17 on street parking spaces

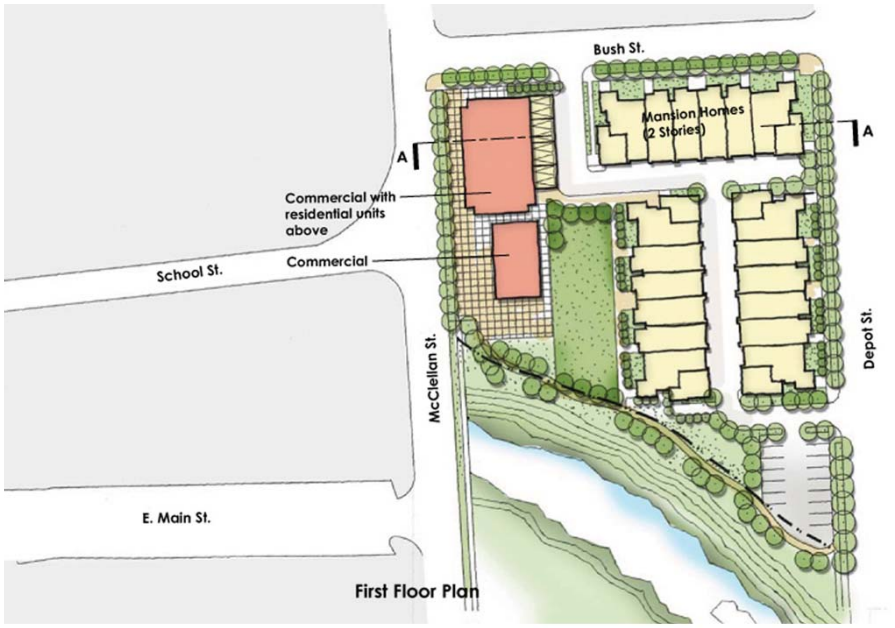


Figure 4-8: Plans and Renderings for Depot Street Site Scenario 6

Conceptual Perspective Renderings of Mansion Homes for the Depot Street Site

Example of a Mansion Home for the Depot Street Site

Development Feasibility

The Depot Street site scenarios (Site Scenarios 4-6; see Figures 4-6, 4-7, and 4-8) generated results similar to those of the Opportunity Hill project. The lower density alternatives (see Site Scenarios 4 and 6) are viable under current market conditions. The two scenarios would have lower construction costs and parking scenarios, with projected returns on costs of 16% for Site Scenario 4 and 28% for Site Scenario 6.

4.4-4 Summary of Findings

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 high construction costs of podium parking can also contribute to the challenge of building a financially feasible project.

The higher density alternatives are preferred despite the underlying economics. Although the lower density alternatives are economically viable at this time, the Agency may choose to hold on to the properties until residential market conditions improve and home prices justify higher density construction. As an incentive for a developer to initiate a higher density alternative despite current market conditions, the City should consider changing the zoning for the project area to heights and densities beyond those suitable to current market conditions. Because redevelopment at the Opportunity Hill and Depot Street projects would be infill projects, the City may also consider allowing lower parking standards for smaller two-bedroom units, as recommended below.

Smaller Units and Lower Parking Standards

The City may consider lower parking standards that limit the number of podium parking spaces if a project with small unit sizes is proposed. Although the three development scenarios used for the Opportunity Hill and Depot Street projects used a lower parking ratio assumption than the current City standard and used small unit sizes ranging between 800-1,200 square feet for one, two and three-bedroom condominium units, the mixed-use, high-density residential projects were challenged by the high construction costs of podium parking under the current market conditions. The high costs of podium parking can adversely affect the economic viability of a project. Smaller units often generate higher values on a per-square-foot basis and fulfill a need among empty-nester households and entry-level homebuyers. Smaller units would also be affordable to moderate-income households without requiring an additional housing subsidy. One-bedroom and two-bedroom units ranging from 650 to 1,050 square feet would be marketable with a single designated parking space. Two and three bedroom units ranging from 1,050 to 1,200 square feet could be marketed with 1.5 parking spaces per unit.

This lower parking ratio is generally acceptable because downtown-area residents may be singles or couples without children. The active-adult baby boomers are continuing to grow as a housing market throughout the United States. Smaller units in downtown Vacaville may also be suitable to buyers, both young and old, desiring a more urban and green lifestyle choice not offered in other housing locations in the community. Downtown housing

is close to services such as grocery shopping, restaurants, entertainment facilities, and transit, reducing the need for an additional car.

4.4-5 Secondary Opportunity Projects

In addition to the two sites owned and initially targeted for development by the Redevelopment Agency, three additional opportunity sites are under preliminary discussions with the City of Vacaville: the Main and Wilson Streets site, the Mason and Wilson Streets site, and the School Street site. The secondary opportunity sites are not analyzed as part of this Master Plan; rather, they will have their own separate planning processes. However, all new projects occurring in the Opportunity Hill area, including the secondary opportunity sites, shall be subject to the standards and design guidelines of this Master Plan.

The Main and Wilson Streets Project

The Main and Wilson Streets site is privately owned. It is an approximately 0.70-acre site proposed for a mixed-use high-density project at 56 du/ac. The proposal and design are in keeping with the overall vision for downtown Vacaville and this Master Plan. The proposed mixed-use project would create a retail face along Main Street and would add attractive residential units in support of the overall land use strategy outlined above.

The Mason and Wilson Streets Project

The major portions of this site are owned by the Redevelopment Agency. Several small homes on Catherine Street are not currently owned by the Agency, making it less efficient to redevelop this site to its fullest intensity and highest and best use.

This site is currently being discussed for potential redevelopment as a two-story office use with surface parking on the remainder of the block. Although a higher intensity, mixed-use development pattern may be considered more in keeping with the vision identified in this Master Plan, an office use that meets the Design Guidelines outlined in Section 6 will promote visual appeal and provide a connection to the development on the south side of Mason Street. An office use is also in keeping with the overall land use strategy of downtown Vacaville by providing employment opportunities in the area.

The School Street Project

The School Street site includes approximately five acres of land owned by the Vacaville School District and another 0.8 acre of land currently owned by the City. Although the School Street site is not analyzed in detail in this Master Plan, it has been recognized and identified by the community as a potential opportunity site. It is also envisioned as a mixed-use development site, with ground-floor commercial spaces fronting School Street and a higher density residential housing community occupying the remainder of the site.

The Vacaville School District and the City should discuss the best solutions for developing the site that ensure its successful contribution to the downtown landscape. When the School District conducts its own studies for potential development of the site, additional ways that the City and the School District may work together to develop the site to its fullest potential may be identified.

4.5 Supporting Strategies

Several strategies, programs, and actions would provide support for the primary land uses and successful development of the opportunity sites in the Opportunity Hill area. The supporting strategies comprise a range of development actions, policy changes, and improvements. The supporting strategies are linked with the implementation of the opportunity sites in the Opportunity Hill area and would help ensure that new development can be implemented successfully. This coordinated approach ensures the long-term success of each new development opportunity and the success of the downtown revitalization as a whole.

The suggested supporting strategies that the City, Agency, and/or developer may take are as follows:

- D1. Design Guidelines and Standards
- D2. Parking Improvements
- D3. Investigate Incentives for Mixed-Use Development
- D4. Changes to the Legal Framework (City General Plan and Zoning Amendments)
- D5. Improvement of Linkages and Connections
- D6. Infrastructure Updates
- D7. Signage and Wayfinding Improvements
- D8. Affordable Housing

Each of these supporting strategies, including objectives and proposed actions, is described below.

D1. Provide Design Guidelines and Standards for Opportunity Hill

Objective: ***Support development in the Opportunity Hill area while maintaining downtown Vacaville's historic character.***

The historic urban form, tree-lined streets, pedestrian-friendly atmosphere, and mix of uses contribute to downtown Vacaville's unique character and charm. These historic design elements must be preserved to ensure that the downtown area maintains this distinctiveness. Chapter 6 outlines and provides specific design guidelines for improvements to the Opportunity Hill area. Additional incentives to promote mixed-use development and residential infill development are discussed under Strategy D3. The guidelines outlined for the Opportunity Hill area are consistent with the design guidelines for downtown Vacaville and cover building design and site layout, landscaping, signage, and streetscape elements.

Action: ***a. Adopt the Opportunity Hill Master Plan and Design Guidelines for use by City staff in reviewing development projects.***

D2. Improve Parking

Objective: ***Ensure adequate and convenient parking for new uses that is easily accessible, highly visible, and supports a sense of personal security and safety of users.***

Parking is arguably one of the most important requirements for successful downtown redevelopment because today's retail shoppers and residents are conditioned by their suburban experiences. However, streets and parking lots that replicate the form and abundance of suburban parking can destroy the historic character of the downtown setting. Parking needs to be provided in a clear, evenly distributed supply and includes on-street parking with off-street options, both publicly and privately owned. The City identified a downtown parking feasibility analysis as part of their 2007-2009 Strategic Plan. The study has been initiated and will analyze the parking needs for future development in the Opportunity Hill area.

Employees should be encouraged to park away from store entrances. On-street parking is critical because it is the most convenient type of parking and provides the steady turnover of shoppers for coffee shops, specialty food stores, and the like. Off-street parking entries need to be highly visible from the street, but should not dominate the streetscape. Parking should be user friendly, with clear signage directing customers to the lots; should be well lit for personal safety; and should provide a more sophisticated comfortable setting.

Downtown residential parking in higher density, mixed-use projects in small towns is also problematic. The expense of structured residential parking can greatly affect housing development costs and ultimately, project feasibility. Strategies and design solutions for residential, mixed-use projects should consider reducing parking requirements because of downtown's central location, access to transit, and the typical family size and lifestyle of urban users (singles, couples, retirees, and active adults).

Downtown Vacaville is on the threshold of development intensity and parking demand that should be resolved with development of districtwide parking structures. However, the costs of parking structures is still financially infeasible. The strategic framework concept diagram (Figure 4-2) provides recommendations for parking structure locations when financing becomes more realistic in the future.

To alleviate potential parking issues, the Master Plan recommends expanding the downtown parking district to include the opportunity projects and the eastern boundary of downtown Vacaville. Within the parking district, targeted strategies can be implemented that allow for more flexible requirements and ways to meet parking requirements. By increasing the area of the parking district, the City would allow new development projects to take advantage of its downtown parking strategies.

The following goals for parking improvement may be considered by the City for the Opportunity Hill area and are consistent with ongoing downtown revitalization efforts:

- Complete a parking study for the development of a potential public parking structure(s) serving the downtown area that may include parking spaces designated for business employees and residents.
- Expand the existing parking district(s) to cover the full downtown area, including Opportunity Hill.

- Revise the parking standards to allow the following:
  - one parking space per efficiency or studio unit versus the current standards of 1.5 per unit,
  - 1.5 parking spaces for one- and two- bedroom units versus the current standard of two per unit, and
  - consider allowing the following reduction to the number of podium parking spaces required in residential podium developments with small unit sizes (defined to be one- and two-bedroom units ranging between 650-1,050 sf and three bedroom units that are 1,200 sf or less):
    - one parking space for one and two bedroom units, and
    - 1.5 parking spaces for three bedroom units.
- Allow on-street parking to count toward parking for commercial and visitor parking in residential projects.
- Allow the use of tandem parking arrangements to meet parking requirements in residential projects
- Allow for a discount in parking requirements in shared parking arrangements for projects participating in improvement costs within the parking district.

Actions:

a. Complete the parking analysis that considers the future parking demand of the Opportunity Hill area.

b. Expand the downtown parking district to include the Opportunity Hill area.

c. Amend the provisions for downtown parking in the zoning ordinance to allow more flexibility in meeting parking requirements.

D3. Investigate Resources to Provide Mixed-Use Development Incentives

Objective: ***Attract new mixed-use development that promotes the economic viability of the downtown area with new jobs, offices, entertainment, and retail businesses by providing economic incentives for redevelopment.***

The major goal of this Master Plan is to allow for increased intensity of mixed-use development projects in downtown Vacaville, specifically in the Opportunity Hill area. Development incentives can help to promote new infill development by reducing project costs and making higher intensity mixed-use projects more feasible.

Development incentives may include:

- reducing governmental constraints—simplifying the permit approval processes, using allowable CEQA exemptions for urban infill housing, reducing development fees, and changing land use controls;
- financial assistance for development costs—land write-downs, reductions in infrastructure and street improvement costs reductions, and parking district programs; and
- technical assistance—streamlining the application process and grant writing.

Action: ***a. Identify alternative resources in order to facilitate mixed-use development incentives.***

b. Initiate a financial analysis to adopt mixed-use development incentive strategies for the Opportunity Hill area.

D4. Initiate Changes to the Legal Framework (City General Plan and Zoning Amendments)

Objective: ***Allow an increased density of up to 65 du/ac in Opportunity Hill, compared with the up to 36 du/ac currently allowed by the City in the downtown area.***

Zoning at heights and densities beyond those suitable to current market conditions can provide developer flexibility. As a result, a developer may become willing to initiate a higher density alternative despite current market conditions. The City should initiate changes to the Vacaville General Plan and the Zoning Ordinance (along with the necessary environmental documents) as an incentive to development.

Action: ***a. Initiate General Plan amendments and zoning changes to implement the Master Plan-recommended land use and design guidelines to allow future private development to proceed in the Opportunity Hill project area.***

D5. Improve Linkages and Connections

Objective: ***Promote efficient linkages for automobile, bus, bicycle, and pedestrian circulation in the downtown area.***

Attractive and efficient pedestrian, bicycle, transit, and auto connections are crucial to the success of projects in downtown Vacaville. Creating clear, visible connections to the downtown area from surrounding neighborhoods and the region enables visitors, residents, and workers to access all the retail shops, public events, and places that the downtown area has to offer. The City is already engaged in achieving this objective, especially with the notable achievement of developing the Ulatis Creekwalk. The City has already incorporated the action to extend the Creekwalk to Depot Street in its Capital Improvement Plan (CIP).

Pedestrian Amenities: Pedestrian amenities should be extended through the downtown area and Opportunity Hill, first along Main Street and School Street, which have the greatest potential for additional retail uses.

Improved Bike Trail Systems: The City of Vacaville may study the potential to improve the bike trail linkages from the downtown to other neighborhood areas, in connection with planned improvements to the Ulatis Creekwalk.

School Street Improvements: School Street has the opportunity to become an extension of the pedestrian plaza space from Andrews Park to Depot Street. School Street can be designed as a mixed-use slow street, with wide decorative paving for pedestrians, while still allowing auto access to future storefronts and parking along the street. The street can be closed off with bollards during civic events, allowing activities such as outdoor dining and gatherings to spill out into the street or to extend down along the Creekwalk. School Street can also be easily accessed from Main Street across existing pedestrian bridges.

Plazas and Gathering Places: In addition to the opportunity to extend the Andrews Park pedestrian plaza and Ulatis Creekwalk, new developments in the Opportunity Hill area can also include opportunities for additional small plazas and gathering places. Gathering spaces can be accommodated at project entries and on the wider sections of sidewalks along retail street frontages. However, new gathering places should not be too large and compete with the Town Square or Andrews Park. Additional small plaza spaces can be created at the terminus of School Street, at corner entries, or by widening sidewalks to allow for outdoor dining along Main Street.

Action: ***a. Adopt a streetscape design plan or transportation plan to be implemented through the CIP.***

D6. Complete Infrastructure Improvements

Objective: ***Complete improvements to infrastructure systems to adequately serve the full buildout of the Opportunity Hill area, consistent with the zoning change recommendations of this Master Plan.***

The City's engineering consultants for the Opportunity Hill area have already prepared studies assessing the capacity of the existing water and wastewater infrastructure systems in the downtown area to serve General Plan buildout of the Opportunity Hill area at an increased density of 65 du/acre (recommended by this Master Plan) for the Opportunity Hill and Depot Street opportunity projects. The results of these studies are summarized here.

The Phase 2 water service analysis, performed by Nolte Associates, Inc. (December 2007), recommends replacing the existing 4-inch and 8-inch water mains on Wilson Street, Catherine Street, McClellan Street, and Bush Street with 12-inch water mains to supply adequate fire flow to the Opportunity Hill project sites. The construction costs (in 2007 dollars) for the above improvements to the project are estimated at $615,000.

The Phase 2 wastewater service analysis for the Opportunity Hill area, performed by West Yost Associates (December 2007), determined and recommended that two sewer segments (identified in Figure 2-8, "Sewer Study Map," in Chapter 2) be replaced because they have substandard diameters and are in poor physical condition. The construction costs (in 2007 dollars) for these improvements are estimated to range between $210,000 and $240,000, depending on the construction method used, field conditions, and various other economic factors.

To serve the potential new projects in Opportunity Hill, the City should move ahead with plans for infrastructure improvements and develop financing mechanisms that help pay for needed repairs.

Actions: ***a. Update the CIP to allow planning and construction of needed infrastructure improvements.***

b. Implement the financial mechanisms required for a developer to be reimbursed for the improvements.

D7. Improve Signage and Wayfinding

Objective: ***Improve signage and wayfinding into and around the downtown area.***

For downtown Vacaville to be successful, people must be able to easily find the downtown area and comfortably access and move around its many streets and sidewalks to find the parking areas and stores they seek. The current sign programs should be finalized and should address how to help identify the downtown area, including the Opportunity Hill area. Signs should help direct visitors from the highway to the main arterial streets, to the downtown area, to parking lots, and to the main commercial streets and public facilities. A well-designed signage program would be consistent with the historic character of the downtown area and contribute to the overall branding of "Old Town" Vacaville as a unique destination.

The signage program should be coordinated with the streetscape elements along Main Street and the entry gateway features on Davis Street. Wayfinding within and around downtown Vacaville would be enhanced by coordinating and extending the downtown streetscape design into the Opportunity Hill area. A system of street trees, sidewalks, lighting, streetscape furniture, crosswalks, and paving patterns would help highlight the City's unique downtown setting and contribute to its overall visibility and special character.

Freeway Signage: Currently it is difficult to find downtown Vacaville unless one is familiar with the City and the local street pattern. Signs along I-80 identifying the historic downtown main street are small and few and can easily be missed. The City's current Gateway Plan signage program (approved by the City Council in 1999) should consider improvements to the wayfinding and directional signage from I-80 and through the local street systems leading into the downtown area.

Downtown Signage: Signage at most primary entries to the downtown area should be attractive. While the downtown arch on Davis Street is particularly effective as a landmark, most approaches to downtown are obscure. A coordinated wayfinding and signage program should be created that helps to more visibly mark the downtown area from all other approaches (Mason Street, Depot Street, Monte Vista Avenue, Cernon Street, and Parker Street). Wayfinding elements may include special landscape planting, street paving at crosswalks, additional landmarks and monuments, and signs, coordinated with the overall historic theme of downtown Vacaville. The City is working on the Downtown Sign Plan Design. The Downtown Sign Plan (adopted by the Planning Commission in resolution number 04-012) provides a unified, clear pedestrian- and vehicle-oriented signage system throughout the City through a common theme and color scheme. The plan applies to all public directional signs in the downtown area as well as to other areas of Vacaville.

Actions:

a. Finalize and adopt a sign program or plan addressing wayfinding and identification signage for downtown Vacaville.

b. Initiate any recommended amendments to the Sign Ordinance regulating development by private tenants.

D8. Provide Affordable Housing

Objective: ***Provide opportunities for new high-density affordable housing within the downtown area.***

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% 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% set-aside funds and are appropriate locations to meet the City's Housing Element and redevelopment goals.

Actions:

a. Pursue public-private partnerships with housing providers and developers to construct affordable housing in the downtown area.

b. Continue to pursue grants and other affordable-housing program opportunities to meet these goals.

5. IMPLEMENTATION

5 Implementation

This chapter describes the different actions or measures that the City may pursue to implement the Master Plan. This chapter describes the recommended redevelopment process for the Opportunity Hill area, implementation priorities and strategies, and potential financing tools for the project, based on the recommended actions described in Chapter 4, "Strategy for Downtown Development."

5.1 Redevelopment Proposal Process

The *Opportunity Hill Master Plan and Design Guidelines* 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. A key implementation step that the Agency should consider is determining 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 Agency initiating negotiations with individual developers or conducting an RFP/RFQ process as needed.

Implementation Priorities

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,
   - the proposed office project at Mason and Wilson Streets, and
   - the site located at McClellan and School Streets owned by the Vacaville School District.

Continued Revitalization Efforts

As part of the ongoing implementation process, the City should update its downtown revitalization strategies and continue to review and implement priority actions over time. The *Opportunity Hill Master Plan and Design Guidelines* is one part of an overall downtown revitalization effort. To help ensure that the community's vision is achieved, the following guiding principles should be considered.

- **Build on Strengths**

  Downtown Vacaville has a number of assets and strengths: its historic character, its civic and cultural functions, Andrews Park and Ulatis Creek, unique stores, and entertainment venues and restaurants that make it a destination. New projects and programs should continue to support and build on these existing strengths and the role of the downtown area in the community.

- **Concentrate on High-Priority Actions**

  Not all actions and improvement projects are equal. Given limited resources—staff time, financing funds, and community acceptance to implement projects—the City should identify and concentrate efforts on a limited number of priority projects, such as changes to the legal framework and strategies to address future parking demands. Priority projects should be "doable" with available funding sources and contribute to the overall success of downtown Vacaville. Identify high-priority actions given limited resources.

- **Develop a Realistic Timeframe**

  Not all action steps identified in this Master Plan can (or should) be undertaken immediately. The five highest priority actions, identified as implementation priorities above, offer a guide for staging revitalization efforts over time.

- **Identify Roles and Responsibilities**

  The dedication, commitment, and accountability provided by lead organizations and staff are key to successful implementation. The Vacaville Housing and Redevelopment Agency and Community Development Department are the key organizations for determining the next action steps. The Downtown Vacaville Business Improvement District and the Vacaville Public Works Department can also play an important role in championing ongoing revitalization efforts and actions.

- **Establish Measurable Performance Indicators**

  To determine the success of each action, it is necessary to create measurable performance indicators. These indicators provide the community and City Council with objective measures on the progress of each project or program as it is completed. Easily measurable outcomes help create realistic goals and objectives.

- **Monitor and Evaluate Ongoing Progress and Set New Priority Actions**

  As high-priority projects and programs for the Opportunity Hill area are completed, the City should reassess its downtown revitalization strategies and identify new high-priority projects. This ongoing process of setting priorities and implementing new actions will help the community achieve its vision for the downtown area.

5.2 Implementation Financing Tools

Potential funding sources are key components for the implementation of a successful Master Plan. Some potential financial resources explored were determined not to be viable alternatives for the City of Vacaville such as Project Area Development Impact Fees and Quimby Act Park Fees. Other local funding sources such as General Funds, the City's Gas Tax funds, and Community Development Block Grant funds have already been committed for other projects.

The following list identifies other potential funding sources that may be available or pursued in implementing the Master Plan:

Redevelopment Funds (Tax Increment Financing) and Low Income Set-Aside Funds

The Opportunity Hill area is within the Vacaville Community Redevelopment Area, managed by the Vacaville Housing and Redevelopment Agency. This redevelopment area will sunset in 2013, so these resources are limited. However, a total of 20% of the tax increment received in a redevelopment area must be spent on the development and conservation of affordable housing and placed into a low-income set-aside fund. This money is to be used to provide for low- and moderate-income housing. Some of the Agency-owned properties in the project area were acquired using the low-income set-aside fund. Purchase prices for Agency-owned properties shall be fair market value in accordance with State Redevelopment Law and other applicable requirements of the funding sources used by the Agency for the acquisition of the sites.

Property-Based Business Improvement District

Property-based business improvement districts (PBIDs) allow local property owners to tax themselves for specific activities clearly detailed in their PBID service plans. PBIDs are self-assessed and self-governed by the affected property owners. A PBID is an enhancement of city services and may not be used to replace services already provided by the City. PBIDs normally become a means to improve business conditions by acting as a collective marketing and maintenance district, although they can support capital improvements as well. A PBID can earmark monies for capital improvements consistent with the district's adopted management plan. (The formation of a PBID is contingent on interest among property owners in paying for the physical improvements and service improvements envisioned.) Normally, forming a PBID can take anywhere from one to two years.

Business Improvement District

A business improvement district (BID) is similar to a PBID; however, rather than assessing property owners, it assesses the owners of businesses located within the district. The DVBID was formed in 1996 and represents approximately 550+ business owners located in the Downtown Vacaville area that also includes the Opportunity Hill area. Since its formation the DVBID has been active in enhancing, promoting, and preserving Downtown Vacaville by representing the issues affecting its members, promoting the downtown and various special events, helping to facilitate business retention and development, and continuing to work with the City to enhance the Downtown environment.

Improvement programs typically funded by a BID can include parking district, streetscape improvements and maintenance, public events coordination, business retention and development, and joint marketing efforts.

Special Assessment District

Special assessment districts can pay for both capital facilities and city services, including the operation and maintenance of public facilities within a district. The formation of a special assessment district requires a majority vote from property owners within the special assessment area, with their vote weighted based on their proportionate share of the total annual assessment. The majority of special assessment districts are formed within planned greenfield developments and not within existing neighborhoods. This is partially because of state constitutional requirements imposed in the late-1990s by Proposition 218, which mandates public notification of property owners, conformance to clear administrative and reporting requirements, and a majority vote of property owners, weighted by their proportionate share of the assessment. Nevertheless, a special assessment district could support the operation and maintenance of services in the Opportunity Hill area (such as landscape maintenance) in addition to paying for street improvements and infrastructure improvements.

The formation of a special assessment district is contingent on the magnitude of cost to each property owner and the political support for forming a special assessment district. As an example, if property owners were asked to pay half of the estimated $7.7 million in costs for street work, each property would pay approximately $40 per linear foot of frontage per year for 10 years, meaning that a property owner with 50 feet of frontage could pay $2,000 per year for 10 years (assuming a bond rate of 6.5% and bond administrative costs of 2% of the loan with a term of 10 years).

Possible applications of the special-assessment-district include a parking district, or special assessment districts for streetscape improvements and maintenance or infrastructure improvements.

Mello-Roos Community Facilities District

Mello-Roos districts are similar to special assessment districts except that they must be approved by a two-thirds majority of noticed voters (*not* proportionate to their assessment). Mello-Roos districts are not special assessments, but a special tax used to pay for public facilities and/or services. Many practitioners feel that the Mello-Roos proceedings provide more flexibility in allocating district costs than special assessment districts.

The City currently has a Community Facilities District (CFD) for infill development for the purpose of funding ongoing police and fire services. Although not all small, infill projects are required to participate in this CFD, the recommended higher-density development in the Opportunity Hill area may be required to annex into this CFD during the development review process.

Possible applications of the Mello-Roos district include parking district improvements, streetscape improvements, infrastructure improvements, and operations and maintenance.

Park Impact Fees

The City charges a park impact fee to new development. These funds must be spent within the planning area of the proposed development. Through a park impact fee, new development would help pay to acquire and build planned park space within the project area.

Possible applications of Quimby Act fees include acquisition of parks or public open space, park development, and/or improvements.

Regional, State, and Federal Funding Sources

The City may have the opportunity to pursue federal, state, and regional funding sources to fund improvements detailed in this Master Plan. Federal funds described are distributed through the State Transportation Improvement Program and through the Metropolitan Transportation Commission's (MTC's) Regional Transportation Improvement Program. The Bay Area will receive an injection of transportation-related funds generated from Proposition 1A and 1B bonds. These funds will augment existing transportation-related improvement programs, focused primarily on capital improvements related to roadways and public transportation.

Metropolitan Transportation Commission

Through federal funding programs, the MTC has developed regional funding programs to promote smart growth and improve air quality. The programs available are described below.

Transportation Development Act

The Transportation Development Act provides two funding sources for public transportation—the Local Transportation Fund and the State Transit Assistance fund. Locally, these funds are distributed to the MTC. Transportation Development Act funds distributed to the MTC can be used for improvements along public-transportation corridors. Furthermore, a small portion of the Local Transportation Fund (2%) is directed toward pedestrian and bicycle improvements.

Possible applications of Transportation Development Act funds include planning and engineering, bicycle lanes, and pedestrian improvements.

Regional Transportation Improvement Program

The Regional Transportation Improvement Program is the regional plan to fund transportation improvements. It identifies a number of federal and state transportation programs that will be used in transportation capital improvement projects. These include federal distributions such as those from the Transportation Enhancement Activities Program, the Congestion Mitigation and Air Quality Improvement Program, and the Regional Surface Transportation Program.

Possible applications of Regional Transportation Improvement Program funds include planning and engineering, capital financing, operation and maintenance of streetscape improvements, and bicycle lane and bicycle path improvements in the downtown area.

Recreation Trails Program

The California Department of Parks and Recreation administers the Recreation Trails Program, which finances trail improvements in cities and counties. Cities must match at least 12% of the planned capital improvement costs. This is a competitive program with a small annual budget of approximately $5 million statewide.

Possible applications of Recreation Trails Program funds include enhancements to the Ulatis Creekwalk and improvements to bikeways and pedestrian trails in the downtown area.

Livable Communities Initiative

The Livable Communities Initiative provides funding for planning activities and capital improvements that facilitate public transportation ridership and alternative means of transportation. Eligible capital activities or capital project enhancements of demonstration projects include property acquisition, restoration or demolition of existing structures, site preparation, utilities, building foundations, walkways, and open spaces that are physically and functionally related to mass transportation facilities. The Initiative can also be used for site design improvements including sidewalks, aerial walkways, and bus access. The Federal Transportation Administration administers this program.

Possible applications of Livable Communities Initiative funds include planning and engineering, capital financing, operation and maintenance of streetscape improvements, infrastructure improvements, transit-oriented developments in the downtown area, and projects related to improving bus routes and bus connections downtown.

California Housing and Community Development Sources

The California Department of Housing and Community Development manages a number of housing and community development activities that support redevelopment and affordable housing in urban infill areas. The following are programs that Vacaville could access to implement the Master Plan.

The Multi-family Housing Program

The Multi-family Housing Program provides deferred loans for acquisition, rehabilitation, and new construction of housing, and the conversion of nonresidential structures to rental housing.

Possible applications of this program include infrastructure improvements, transit-oriented development, affordable housing, and conversion of underutilized commercial and industrial buildings to residential uses.

The Brownfield Economic Development Incentive

The Brownfield Economic Development Incentive (BEDI) is a competitive grant program to stimulate and promote economic and community development. BEDI assists cities with the redevelopment of abandoned, idle, and underused industrial and commercial facilities where expansion and redevelopment is hindered by real or potential environmental contamination.

Possible applications of this program include purchasing property, infrastructure improvement, and environmental remediation, and business/development financing that spur economic benefits. BEDI projects must increase the economic opportunity for persons of low-and moderate-income or stimulate and retain businesses and jobs that lead to economic revitalization.

Vacaville's Downtown Loan Program

Vacaville's Downtown Loan Program may be a potential funding source for development in the Opportunity Hill area. The Downtown Loan Program is designed to stimulate building improvements and seismic upgrades for commercial properties in the Downtown Economic Development area. The current program consists of Design Assistance Grants, Façade Loans, and Building Loans. An analysis of this program is currently underway and may be modified.

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6. DESIGN GUIDELINES

6 Design Guidelines

The purpose of these design guidelines is to direct the quality and character of future development. The guidelines are intended to ensure that new developments in the Opportunity Hill area are consistent with the historic themes and architecture of Downtown Vacaville and are consistent with the City's goals and objectives for downtown revitalization and the vision and goals of this Master Plan. Conformance with the design guidelines will ensure that new development projects within the Opportunity Hill area enhance the downtown environment and establish quality standards for site planning, architecture, and landscape design.

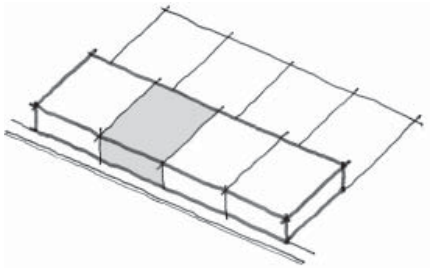
The design guidelines describe and illustrate approaches to site, building, and landscape design that are appropriate for the Opportunity Hill area. The design guidelines provide an explanation for each design element and standards that provide a framework for project review. The design guidelines are required actions. However, exceptions to the design guidelines may be permitted through the City's Design Review Process so long as the intent of the guideline is upheld. All developments within the Opportunity Hill area shall be subject to the City's Design Review Process and the approval of the Director of Community Development.

6.1 Site Design

This section of the Design Guidelines provides direction for the site design of new development or renovation of existing structures. The design of the streetscape should address the relationship between buildings and the public realm by providing amenities such as street trees, street furniture, landscaping, and paving. These elements contribute to a more pleasant and pedestrian-friendly downtown environment and support public activity and interaction.

Building Orientation

Building orientation is an essential element of site design that helps to define pedestrian access and the relationship to the street. Buildings in the historic downtown area are oriented to create a continuous street wall along the major pedestrian streets—Main Street, Merchant Street, Parker Street, Mason Street, and Dobbins Avenue, with parking located behind the buildings. Historic buildings are rectangular, approximately 20–40 feet wide, and placed perpendicular to the front property lines. Newer, contemporary buildings have larger office floor plates and are typically oriented east-west on the lots. Contemporary building patterns with deeper setbacks and parking located in front of the buildings shall be avoided. New buildings in the Opportunity Hill area should be oriented to access and use solar energy, to the extent possible, except when this creates issues of neighborhood incompatibility with the development pattern in the historic downtown district.

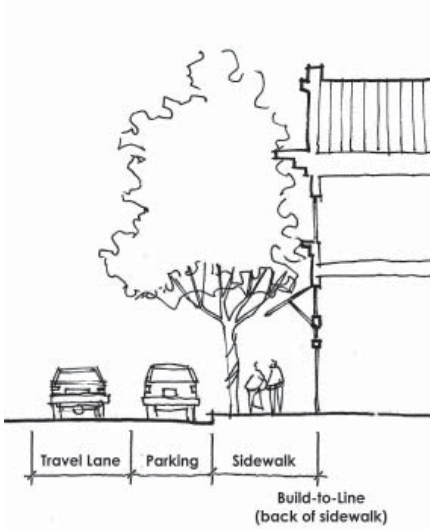


Traditional development pattern—buildings are oriented parallel to lot lines and form a continuous street wall along the main street

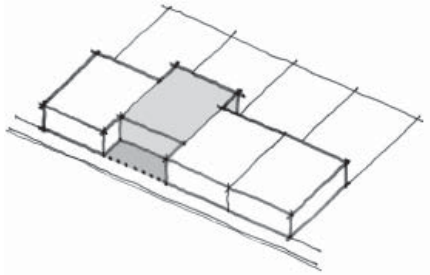
Guidelines

The guidelines for building orientation are as follows:

- The orientation of buildings shall follow traditional and historic development patterns of downtown Vacaville, in which buildings are parallel to lot lines and the street.
- Parking areas shall be easily accessed and located to the side or rear of the buildings.



Buildings located along a build-to-line create a well-defined building edge



A building set back from the build-to-line allows for public uses such as outdoor dining

- Primary building entries shall be oriented to the major pedestrian-oriented streets—Main Street, School Street, McClellan Street, Wilson Street, and Catherine Street.
- Secondary building entries shall be oriented to parking or service areas.

Building Setbacks and Build-To-Lines

A build-to-line is generally used in urban or downtown settings to define locations where the building façade should be located within a certain distance of the public right-of-way. The street wall may be varied to create usable outdoor public space such as entries, outdoor dining areas, sidewalk seating, public plazas, and other amenities in the public realm. The design intent of setbacks and build-to-lines in the context of the Opportunity Hill area is to ensure that buildings are pulled forward toward the sidewalk and street to create a well-defined building edge or street, consistent with the historic development pattern of downtown Vacaville. The building setback line and sidewalks widths should be of sufficient width to support activity between the building and the edge of the sidewalk and the street.

Guidelines

The guidelines for building setbacks and build-to-lines are as follows:

- Buildings shall be sited to the front of the property line and behind the sidewalk in the downtown area, to the extent feasible (see Figure 6-1, "Build-to-line Diagram" for locations where build-to-lines shall be required).
- Façades that front onto a public street shall be built parallel to the public right-of-way.
- Where build-to-lines are required, a portion of the front setback may be increased by as much as 15 feet, if the additional setback is used as public space for outdoor dining, or as a courtyard or entry area for public access. A minimum of 60% of the front façade of each building shall be constructed up to the front setback.
- Side yards shall be of sufficient width to create usable space between buildings. Small, narrow side yards between buildings without a well-defined purpose shall be avoided.
- Buildings on street corners shall be set back to create corner entries.
- Build-to-lines for residential buildings shall be set back from the back of the sidewalks a maximum of 10 feet to accommodate entry stoops and porches. Front setbacks for residential façades shall be landscaped between the entry stoops and porches.
- Overhangs, awnings, bay windows, and upper floor shall not project more than three feet over the sidewalk and shall provide a minimum height clearance of 8 feet from the top of the sidewalk.

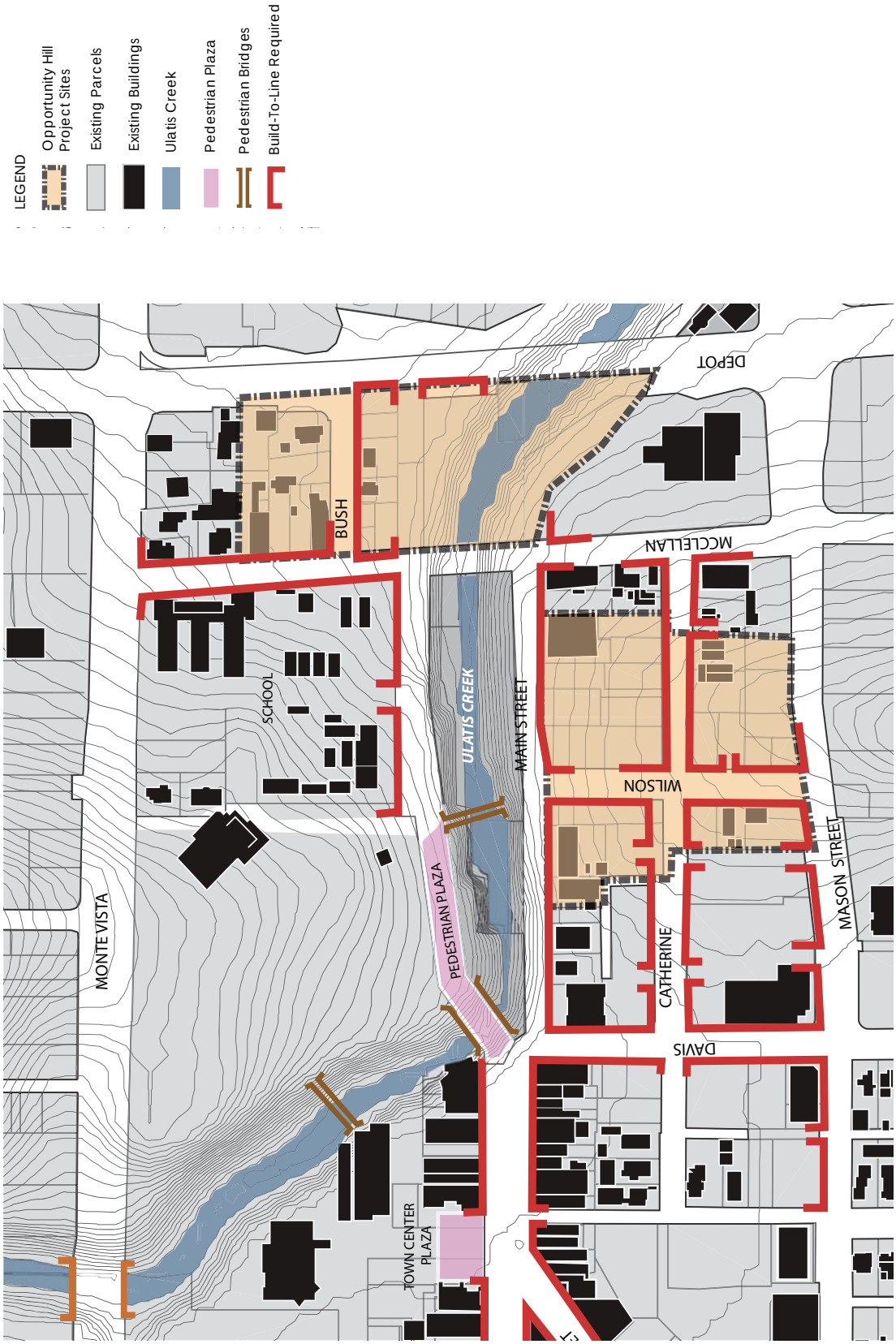


Figure 6-1: Build-To-Line Diagram

Public and Private Open Space

Andrews Park and the Ulatis Creekwalk are public open space amenities that bring nature into the downtown area

Open space in the Opportunity Hill area includes public open space such as the Ulatis Creekwalk and Town Square and private open space such as planters, landscaped yards, and common open space in private development projects. Common open space may include courtyards, play areas, pools, recreation facilities, tennis courts, spas, and hot tubs. A variety of open space is encouraged in the Opportunity Hill area to encourage outdoor activity and connections to the parks and open spaces system provided in the downtown area.

Guidelines

The guidelines for public and private open space are as follows:

- Open space areas shall be designed to complement the existing site, built, or natural environment.
- Existing natural features such as mature trees shall be maintained, whenever feasible.
- Public open spaces shall connect to the on-site pedestrian circulation system, sidewalks and/or trails, to provide maximum accessibility to all residents and users.
- Shops or residences shall be sited to provide visual surveillance of parks and open spaces for the safety and security of residents and users.
- To the extent possible, open spaces shall be designed to take advantage of solar orientation, shade in the summer months, and natural breezes.
- Common open space amenities shall be designed to serve the anticipated residents (such as play areas for families with children, less parking and more accessible walking paths for senior housing, etc.).
- Private open spaces (porches, patios, stoops, balconies, and/or decks) shall be designed at a reasonable size to provide a functional and comfortable outdoor living environment.

6.2 Streetscape Design

This section of the design guidelines provides direction on streetscape design. Components of streetscape design include streets and paths; street trees; pedestrian street furniture; plazas, parks, and outdoor gathering spaces; parking; signage and graphics; building and site lighting; and service areas and utilities.

Landscaping

Landscaping helps foster an attractive and comfortable downtown environment. Well-designed landscaping in the downtown area also helps to reinforce the historic character of the public realm, provide for safety and security of residents with "eyes on the street," improve air quality, and help reduce heat gain on paved surfaces.

Landscaping of the public realm in the Opportunity Hill area consists of street trees, flowers and shrubs in parking islands and the Town Square Plaza, Andrews Park, and the extension of Ulatis Creekwalk.

The landscaping of private and semi-private areas of projects in the Opportunity Hill area is also critical in maintaining an attractive and functional environment for downtown users. Landscaping in yards, patios, private plazas, and courtyards within new projects should be well designed with high-quality materials and details. Well-maintained landscaping within each site helps preserve property values and contributes to the character and quality of life for residents and downtown users.

Guidelines

The guidelines for landscaping are as follows:

- Plant species shall be selected that are suitable to the Vacaville climate and complement the existing plant palette established for the Vacaville Downtown Historic District (refer to the "City of Vacaville Downtown Street Tree List").
- Use of low-water and low-maintenance landscaping materials is encouraged.
- Minimize the area of impervious surfaces of pavements, sidewalks, and parking through the use of landscaping, permeable paving materials, and landscaped open space.
- The full growth of landscaping shall be anticipated so that trees and shrubs do not conflict with lighting and roofs.
- Deciduous shade trees and shrubs shall be planted, where appropriate, to shade the west and south sides of buildings and shade paved areas to reduce heat transmission and be consistent with City shading requirements..
- Irrigation controls shall be adequately screened from view, to the satisfaction of the Director of the City's Community Development Department with landscaping materials or other attractive site materials.

Landscaping, placed along the public right-of-way, enhance the pedestrian experience along the street

The use of low-water, low-maintenance landscaping materials is encouraged

Streets and Paths

Streets and paths should be designed to provide efficient circulation through the downtown. Bicycle and pedestrian facilities are encouraged to promote walking, bicycling, and bus transit.

Bike rack facilities are encouraged to promote biking in the downtown area

This midblock alleyway leads to parking located behind Main Street

Guidelines

The guidelines for streets and paths are as follows:

- The street widths of new streets shall be minimized to maintain the pedestrian character in the downtown area. Sidewalks shall conform to the City Standard Downtown Commercial width of 10' for Main and School Streets. Additional concrete patio areas, behind the City rights-of-way, are recommended for outdoor dining opportunities.
- Sidewalks shall be a minimum of five feet on residential streets and eight feet for main pedestrian sidewalks in the downtown area.
- Pedestrian amenities including benches, trash cans, street furniture, and signage shall be placed at regular intervals along sidewalks and paths, where appropriate, without obstructing the minimum required sidewalk widths for handicap accessibility.
- Alleyway connections or paths are encouraged between developments or commercial and high density residential blocks.
- Pedestrian paths and access connections shall be clearly visible in the day and well lit at night.

Street Trees

Street trees should be planted on all streets to frame the street, soften the appearance of the commercial streetscape, and provide shade and comfort to pedestrians. Historically, London plane trees were used as street trees downtown to create a large deciduous canopy along the streets. Currently, Flowering Pear, Crape Myrtle, and Liquid Almond trees are also included. School Street uses a formal row of palm trees, spaced evenly down the street, while plazas and public entry areas include ornamental varieties such as pear and crape myrtle varieties. Light poles are often decorated with banners or with flowering plants and vines.

Street trees soften the building and street edge

Street trees evenly spaced frame the street and provide shade and comfort along the street

Guidelines

The guidelines for shade trees are as follows:

- Street trees shall be London plane trees or conform to the "City of Vacaville Downtown Street Tree List" and spaced no farther than 25 feet on center, and shall be located in a metal-grated tree planter adjacent to the curb, with an area of at least four feet by four feet. Tree grates shall allow adequate area for tree growth.
- Street trees shall be chosen that are easy to maintain, cause minimal or no sidewalk damage, and provide a sufficiently large canopy to shade the sidewalks.
- Street trees must be pruned in accordance with City standards to provide a clear space between the lower branches and sidewalk and to maintain a clear view of building signage, ground floor windows, and doors.
- Street tree species selected shall be water conservative and suitable to the Vacaville climate, in accordance with City standards.

Plazas, Parks, and Outdoor Gathering Spaces

Plazas and small public gathering places should serve as focal points for development. Opportunities to create small plaza spaces may exist in the Opportunity Hill area by continuing the existing pedestrian plaza along School Street; providing an end cap to School Street on the Depot Street site; on East Main Street near the pedestrian bridge; and at the north end of Wilson Street. These small plaza spaces can help define the eastern edge of downtown Vacaville, serve as visual focal points to the Ulatis Creek spine, and draw visitors to the north-south pedestrian connection on Wilson Street from East Main Street to Mason Street. These outdoor gathering spaces can be easily created by widening the sidewalk, placing building entries next to the sidewalk, and extending pedestrian paths along the creek.

Plazas serve as landscaped outdoor spaces that enhance the ambiance of the downtown

Guidelines

The guidelines for plazas, parks, and outdoor gathering spaces are as follows:

- Parks, plazas, courtyards, and entry plazas shall include landscape elements such as ornamental plants, public art, seating, streetscape furniture, and water features to create a visually interesting, comfortable, and functional outdoor environment for the pedestrian.
- The pattern and texture of ground-paving materials shall fit into the context of the downtown environment. Hardscape materials shall be selected to endure the weather conditions in Vacaville. Use of high-quality paving materials, such as brick, set stone, or interlocking paving materials consistent with existing materials in the downtown area, is recommended.
- The color of the plaza paving materials shall be consistent with those used in the downtown area. The use of red brick colors is appropriate.

Pedestrian Street Furniture

Street furniture—pedestrian kiosks, benches, transit shelters, newspaper racks, trash cans, and café tables—should be selected and installed to encourage strolling, window shopping, and casual social interaction. Well-designed street furniture enhances the appeal and vitality of the downtown area.

Street furniture placed in relationship to the pedestrian path should not block sidewalks or access to parking

Guidelines

The guidelines for pedestrian street furniture are as follows:

- Street furniture shall be attractive, functional, easy to maintain, high quality, and vandal resistant.
- Street furniture shall not obstruct sidewalks or access to parking.
- Seating is highly encouraged. A variety of seating alternatives is possible including benches, seat walls, and café tables.
- Street furniture shall be compatible with the quality of selections currently used in the downtown area.
- Flowering pots, landscaping, and colorful banners on lampposts in the historic downtown shall be extended into the Opportunity Hill area to create a festive, downtown commercial atmosphere.
- Public art is encouraged to be incorporated into site and building designs. Public art may include monuments, sculpture, or building design elements attached to building façades. Refer to the City of Vacaville's public art policy.

Public art such as sculptures are encouraged along the Main Street

Parking

This parking court is located on the side of the retail buildings along the main street

Pedestrian entries and routes to parking lots or structures should be clearly defined

Parking structures should be designed with architectural features that compliment historic buildings in the downtown

Parking areas should provide vehicular access without compromising pedestrian accessibility or the character of the public realm on primary public streets in the historic downtown area. Parking in the downtown area needs to be convenient, accessible, safe, screened from street views, and well landscaped to reduce summer heat gain. All parking areas shall be designed in accordance with Chapter 14 of the City's Land Use and Development Code.

Guidelines

The guidelines for parking are as follows:

- Large surface-parking lots shall be avoided in favor of several smaller parking lots and on-street parking.
- Parking lots shall be located behind commercial and residential frontages on major pedestrian streets, including Main Street, McClellan Street, Wilson Street, and School Street. Angle parking is encouraged on major pedestrian streets.
- Where parking behind the building is not possible, parking shall be located on an interior lot.
- When feasible and in accordance with city standards, driveways into parking lots shall be located on side streets such as Bush Street, Wilson Street, and Catherine Street. Access to parking on major pedestrian streets shall be minimized.
- Parking lots shall include signage, locations for ingress and egress, and clearly defined pedestrian paths and/or routes.
- Access to buildings from rear or side parking lots or alleys shall be well maintained and kept clear of obstructions.
- Parking lots, driveways, and walkways shall be consolidated with adjacent sites, whenever feasible, to minimize the number of curb cuts and reduce conflicts with pedestrian and automobile circulation.
- Parking structures are encouraged where financially feasible. Public/private partnerships to construct parking structures are encouraged.
- Parking structures located on primary commercial streets shall be designed with retail, office, or other uses at the street level to avoid monotonous blank walls.
- Parking structures shall be designed with architectural features that complement existing commercial, office, and mixed-use buildings in the downtown area.
- All parking structure designs shall include security features that ensure personal safety within the parking structure as well as provide safe access and egress routes to or from the parking structure.
- Entry and exit ramps to parking shall be located midblock or toward service areas rather than facing the primary pedestrian street—Main Street, School Street, or McClellan Street.
- Pedestrian entries to parking structures shall be clearly marked and open onto pedestrian streets and routes.

Signage and Graphics

Signage should be used for information, direction, and wayfinding and should not advertise specific products. Signs should relate in placement and size to other site and building elements. Signage should enhance the character and attractiveness of streets in the downtown area, while minimizing the appearance of clutter.

Guidelines

The guidelines for signage and graphics are as follows:

- Signage shall be modest in scale and appearance and complement, not overpower, the building structure. Signs shall also not obscure important architectural elements such as windows, cornices, or decorative details.
    - The materials and colors of signage shall be compatible with those of the building as well as adjoining buildings.
    - Signs shall be professionally designed and fabricated with high-quality materials such as metal, stone, and wood.
- Signs shall be wall mounted, projecting, combined with awnings, or placed on windows consistent with the historic character of downtown Vacaville.
- Multiple signs detract from the building's overall appearance and shall be discouraged.
- A sign program shall be provided for multitenant buildings to coordinate all signs to create a consistent and compatible image.
    - Combined directories located at the building entry for multitenant buildings are encouraged.
    - Individual shop signs on a single storefront or multitenant building shall be designed to relate to each other in size, color, lettering style, and/or building placement.
- All other signage standards shall be established by the City's Sign Ordinance, and the number of signs used shall be consistent with the ordinance.
- Animated, moving, flashing, blinking, reflecting, and revolving signs that detract attention from the buildings and historic character of downtown Vacaville shall not be permitted, in accordance with the City's Sign Ordinance.
- Exposed conduit and tubing are not permitted. All transformers and other equipment shall be concealed.
- Cabinet- and pole-mounted signage is not permitted.

Signs should be designed to relate to and enhance the character of the building and/or site

Multi-tenant building directories such as the above are encouraged

Building and Site Lighting

Pedestrian-scale lighting fixtures placed along the sidewalk enhance the pedestrian safety and quality of the downtown

Lighting should be provided on the site and on buildings to improve the safety and security and pedestrian-friendly character of the downtown area during the evening hours. The form, quality of light, and character of the lighting contribute to the attractiveness and distinctiveness of the historic downtown area. The design and placement of lighting shall complement existing lighting and shall be compatible with the character of the area.

Guidelines

The guidelines for building and site lighting are as follows:

- Street lighting shall match the existing street light system and conform to the City's decorative street light standards.
- Light fixtures shall be installed on buildings in appropriate locations and shall not obscure major architectural features.
- The material, size, color, design, and brightness of exterior light fixtures shall be considered when selecting a light fixture.
- Lighting shall provide an even illumination level. Flashing or pulsating light fixtures are not permitted.
- Exterior light fixtures shall not cast glare on the public way and adjacent properties.
- Pedestrian-scale lighting fixtures along the sidewalk, at the edge of the property, are encouraged to enhance pedestrian safety and the walkability of the downtown area.
- Sign lighting shall not cause glare or light spillover to other properties.
- Lighting shall conform to the provisions of the *Downtown Vacaville Historic District Design Guidelines*.

Service Areas and Utilities

Decorative fencing used to screen the service area

Areas used for services should be designed to protect nearby areas and the pedestrian streets from unsightly, noisy, or other noxious environments.

Guidelines

The guidelines for service areas and utilities are as follows:

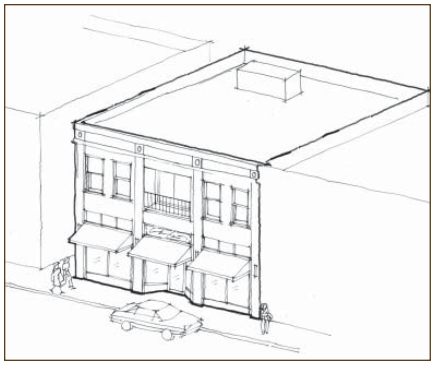
- Service areas—loading docks, storage areas, trash bins, and rooftop and ground-mounted mechanical equipment—shall be screened from view from adjoining properties and public rights-of-way to the satisfaction of the Director of the City's Community Development Department.
- Evergreen vines, evergreen shrubs or trees, or decorative walls or fences shall be used to screen mechanical equipment, loading areas, and other service areas.
- Loading areas shall be accessible from side streets or alleys rather than from the front of buildings, where feasible. Such areas shall be functionally separated from parking and pedestrian walkways for safety and shall provide convenient access for delivery trucks, to the satisfaction of the Director of the City's Community Development Department.

- Trash receptacles shall be located in the rear of buildings, with alley access for sanitation trucks.
- Roof-mounted satellite dishes and antennas shall be placed as far back from the front roofline as possible and shall be adequately screened from view on public streets, to the satisfaction of the Director of the City's Community Development Department.
- All existing overhead utilities and proposed utilities shall be undergrounded in accordance with the City's Undergrounding ordinance.
- Utility boxes or meters shall be installed on secondary building façades instead of primary building façades.

Side street designed to provide service area access

6.3 Building Design

The guidelines for building design address the exterior of buildings and their relationship to the surrounding built context. Building styles in historic downtown areas are often various turn-of-the century Victorian, Spanish Colonial, and Tudor styles. However, no matter what the building style may resemble, buildings should complement the community setting and should contribute to historic character and public realm of the downtown area. Figures 6-2 and 6-3 are examples that apply the building design guidelines that follow in this section. These figures illustrate various design features to help describe the intent of the guidelines in ensuring new building designs in the Opportunity Hill area complement the historic architecture in downtown Vacaville.



New or infill buildings should be designed to be pedestrian friendly and compatible with the character of the historic downtown

Building Height, Massing, and Scale

The size and scale of buildings should be compatible with existing development in the historic downtown area and should ensure a human-scaled environment. To ensure compatibility with existing development in the historic downtown area, new development should appear similar in massing and scale. New buildings and additions to existing buildings should generally fall within the height range of existing buildings along each block. Larger scale buildings containing blank, uninteresting, and unappealing street walls should be avoided. Most commercial buildings in the historic downtown area are one or two stories high with a high floor-to-ceiling measurement (typically 15 feet or more). Building parapets on one-story commercial buildings create the illusion of higher buildings and help to create the sense of street enclosure along the commercial street.

Guidelines

The guidelines for building height, massing, and scale are as follows:

- Larger-than-average buildings on the same block should break up the mass of the structure with articulation of the structure into smaller components to maintain the traditional human scale. Architectural treatments such as building setbacks, cornice lines, parapets, and header and sill details on upper-story windows, as well as bay windows shall be used to break up the massing of building façades.
- Appropriately scaled doors, windows, awnings, and detailing can reduce the appearance of mass.

A variety of architectural features such as articulated entries and window openings break up the building mass along the street

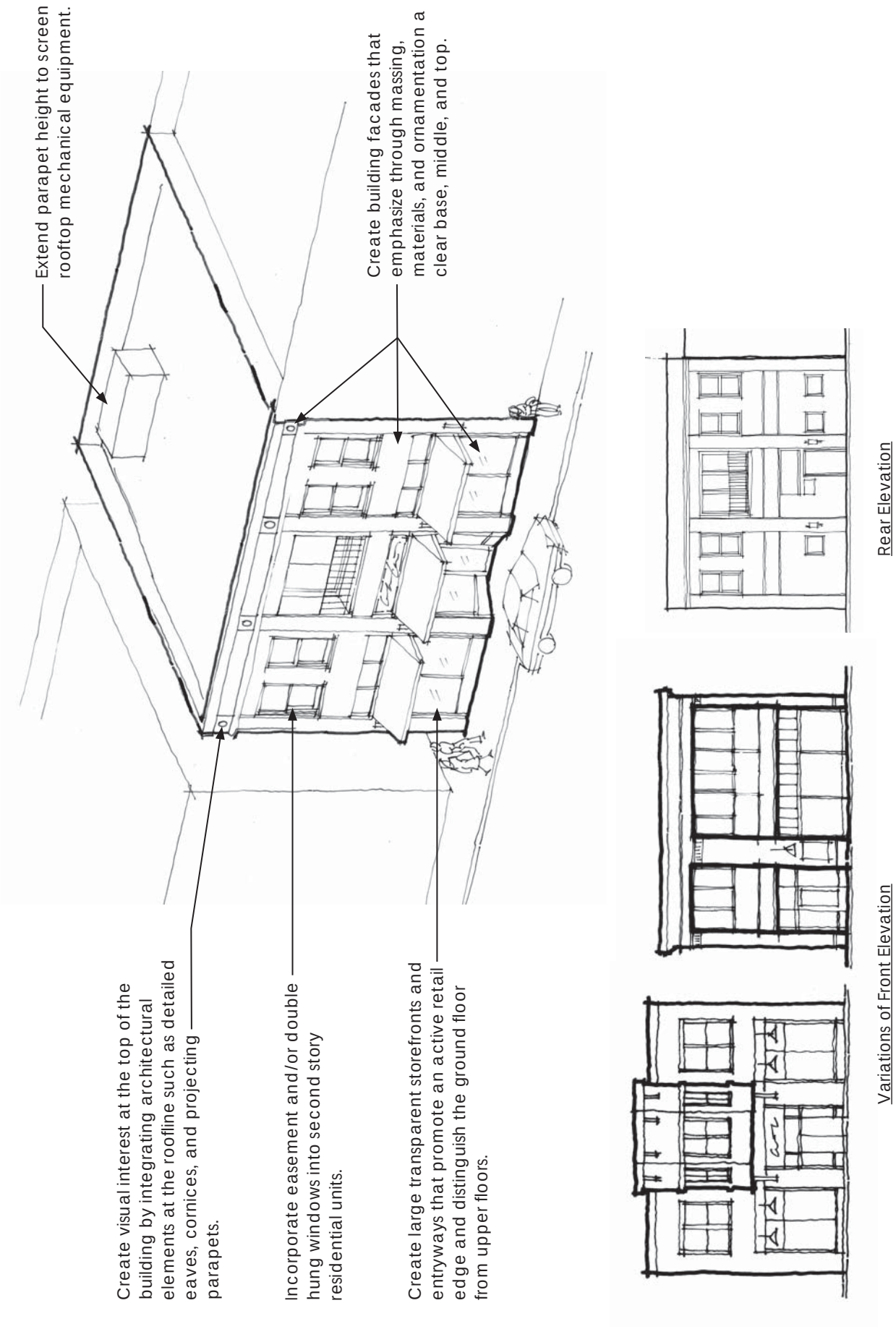


Figure 6-2: Building Design Guidelines—Mixed-Use Infill Example

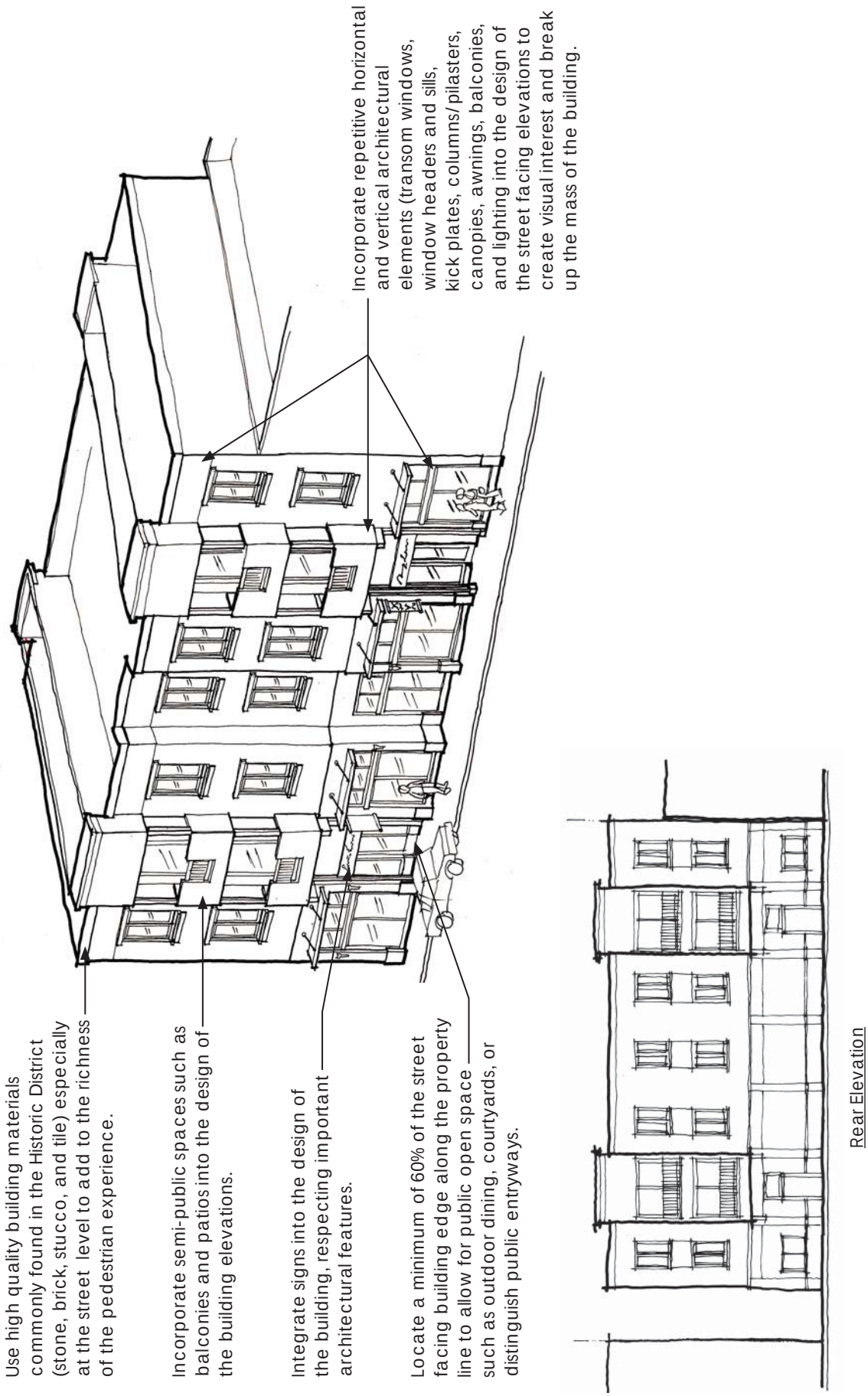


Figure 6-3: Building Design Guidelines—Mixed-Use Infill Example

- New, higher buildings can reinforce the established building heights along a block by stepping back upper floors that are above the average building height for the street.
- Buildings on corner lots provide an opportunity for the use of building elements that exceed the average height on the block and that serve as a focal point for the block.
- Architectural features such as display windows, pilasters, lattices, and alcoves for product display can provide visual relief to buildings that cannot achieve continuous openings along the street and sidewalk.

Materials, Finishes, and Textures

Example of appropriate building materials—brick and steel

Buildings should be constructed with high-quality materials that are durable and enhance the building character, particularly on the ground floor, where people are most likely to come in contact with the building and can easily see and touch the materials.

Guidelines

The guidelines for materials, finishes, and textures are as follows:

- Use of materials commonly found in the historic downtown area is encouraged. Stucco, brick, stone, terracotta, and tiles are common in historic downtown Vacaville.
- Durable, solid facing materials shall be used.
- Use of the following materials are not permitted:
  - Vinyl, synthetic wood, grooved plywood, or metal siding;
  - Sprayed on, textured stucco; and
  - Raw, raised grain, or rough sawn wood

Color

Building colors complement the natural materials such as brick and stone found on the building façades

Color should be used in a way that complements the colors of the surrounding structures, adds to the liveliness and character of the downtown area, and appropriately reflects the downtown area's historical character.

Guidelines

The guidelines for color are as follows:

- Primary building colors shall complement natural materials such as brick, stone, tile, and terracotta. Buildings shall avoid using more intense colors as primary design elements.
- Contrasting accent colors are required for architectural details, awnings, and entrances.
- Colors shall be selected with consideration for the orientation of buildings and historical character of the downtown area. Because of sun exposure, colors on south- and west-facing façades will often appear warmer than the same colors on the north or east sides.
- Fluorescent, neon, and Day-Glo colors are not permitted.

Façade Rhythm

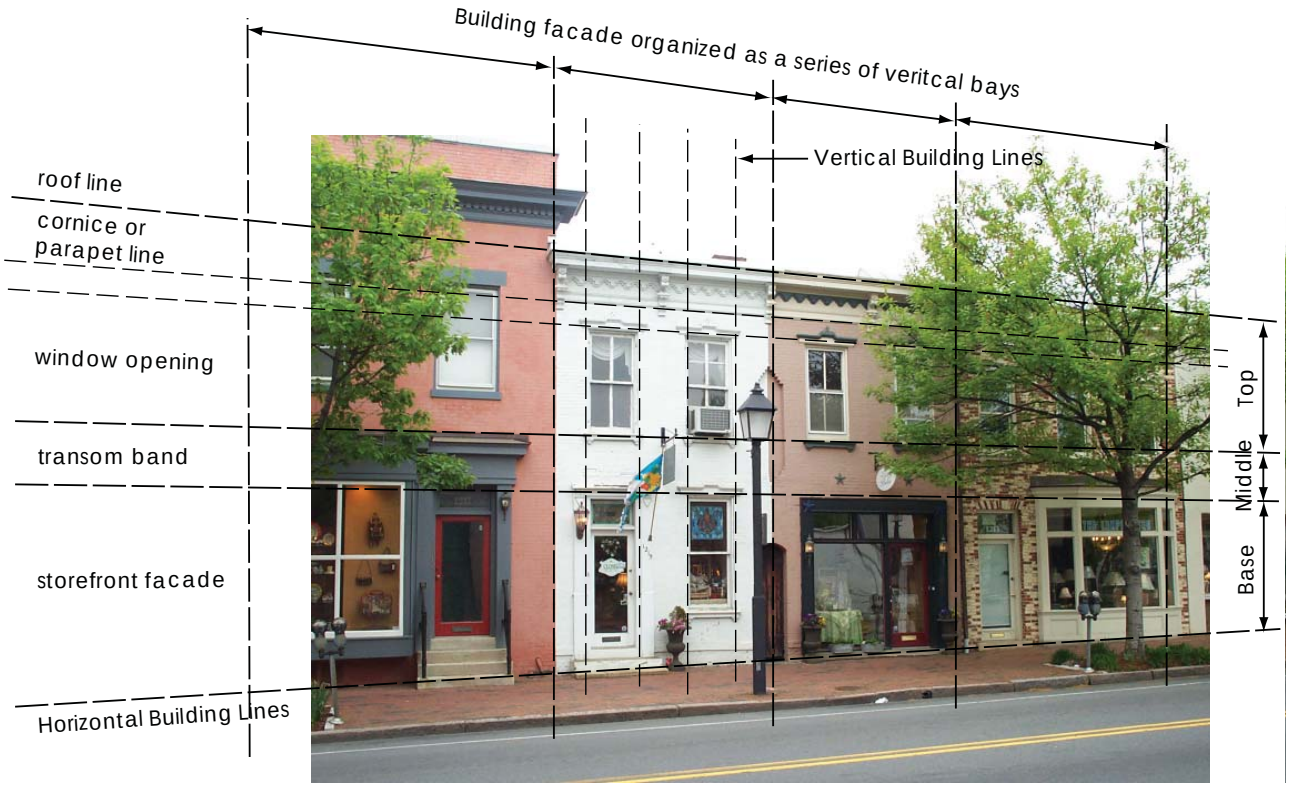
Building façades create the interface between the building face and the public realm of the street. Historically, commercial districts have consisted of buildings that are one or two stories high and repeat a consistent rhythm along the street. This pattern creates a regular rhythm of smaller, 20- to 40-foot building widths and 30- to 45-foot-high street walls. In larger towns, the downtown building heights may be higher—three to four stories. The pattern and rhythm of architectural elements such as window openings, commercial display windows, frequent building entries, ornamentation, awnings, and canopies also contribute to the historic urban streetscape.

Doors, windows, cornice lines, and awnings establish the façade rhythm for the building and the street edge

Guidelines

The guidelines for façade rhythm are as follows:

- Building openings such as windows and doors shall maintain the proportions and spacing of openings on the block. The rhythm of commercial street façades is typically divided into 20- to 40-foot-wide increments.
- Buildings on wider lots shall maintain the rhythm of the front façades by breaking the building's façade into small increments of window displays and entries.
- Horizontal and vertical elements shall be used to articulate a building facade and create a top, middle, and base to give definition to the building and break its elements down to a more human scale. Building proportions used in new construction or additions shall be consistent and compatible with the proportions of buildings in the Historic Main Street District (see figure 6-4 for an illustration of these concepts).
- Doors, windows, floor heights, cornice lines, signage, and awnings shall be appropriately scaled to reduce the mass of buildings experienced by the pedestrian.
- A building façade facing the street shall be lined with windows, entries, and openings that provide indoor and outdoor views to the public rights-of-way and sidewalks.
- Windows, doorways, and storefront entries shall repeat the rhythm of historic buildings in downtown Vacaville.



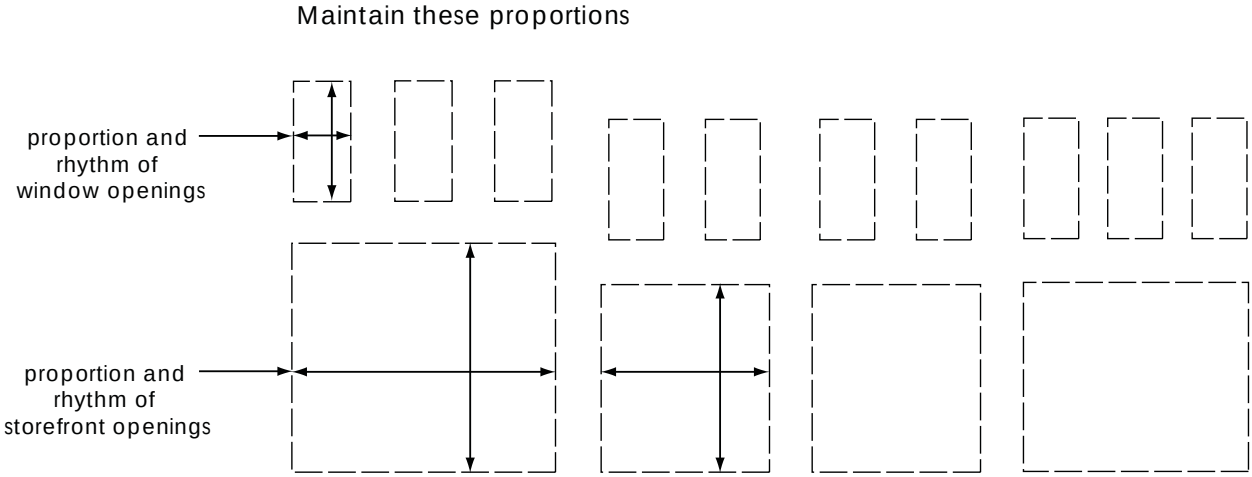


Figure 6-4: Illustration of Facade Rhythm

Roof Forms and Parapets

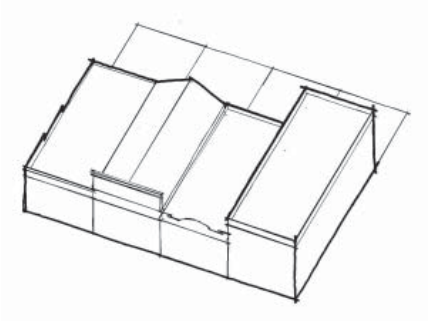
Historically, building roofs in downtown Vacaville used flat roofs, or pitched or arched roofs hidden behind a parapet. Parapets are often capped with a cornice and provide space for wall-mounted signs. Residential buildings are generally provided with steep-sloped roof forms and articulated with dormers, parapets, and varying shapes and heights.

Guidelines

The guidelines for roof forms and parapets are as follows:

- Variation of roof lines and a variety of roof forms, including flat roofs or sloped roof forms, is appropriate in Opportunity Hill area.
- Free form and geometric roof shapes shall not be permitted.
- In general, sloped roofs shall be steeply pitched with multiple shapes and variations. Use of dormers, special corner design elements, and varying roof heights to break down the massing of the roof form is appropriate.
- Roof equipment shall be screened from view on public streets and/or integrated into the roof design.
- Roof materials in view of the public streets shall be of high quality, solid materials such as tiles, metal, and terracotta.

Example of a flat roof form similar to buildings in the historic downtown



Windows, Bays, And Storefronts

The placement of windows and doors along a street frontage is one of the best methods of creating visual interest in a building. Storefront windows at the street level can be used to allow pedestrians to see into the structure and improve the visual surveillance of the area outside of the building.

Guidelines

The guidelines for windows, bays, and storefronts are as follows:

- Windows, entries, and doors shall occupy the wall surface in the ground-floor retail spaces along all major pedestrian streets—Main Street, McClellan Street, and School Street. Retail display windows and entries shall occupy at least 60% of the ground-floor building façade.
- Buildings shall follow the historic use of windows, in which windows were rectangular and vertically placed on the building façade.
- Headers, trims, and sills of windows of new buildings shall be well articulated in design, dimensions, and patterns of historic downtown architecture. Building façades of the Historic District follow a consistent pattern of building lines at each floor level, along the eaves of roofs, at the building base on the ground level, and following common window sill heights
- Storefront windows shall be made of clear glass to allow pedestrians to see into the structure and allow interior users to see out onto the street. Mirrored or dark-tinted glass is not allowed. Interior-lighted storefronts in the evening hours provide additional lighting to the sidewalks, increasing safety and security at night.
- Windows with articulated mullions and true divided lights are encouraged. Long, continuous ribbon windows are not permitted.

Building with a variety of roof forms, shapes, and heights

Maintain the transparency of windows and entries along the street front facade to provide eyes on the street

Chapter 6 / Design Guidelines

Commercial Doorways and Entrances

Corner entries are clearly defined with an unique massing form and articulated with signage, awnings, and lighting

The entry features of commercial buildings should be clearly visible to pedestrians, with a defined relationship to the street and sidewalk. Recessed entries help break up the massing of a building and can make the entry threshold more immediately apparent to pedestrians. Decorative features such as awnings, canopies, lighting, and signage can also be used to clearly define and articulate an entryway.

Guidelines

The guidelines for commercial doorways and entrances are as follows:

- Windows and entries of ground-floor storefronts shall be compatible with the pattern of historic retail buildings in downtown Vacaville. Historic storefront windows include larger retail window displays and entries with overhanging awnings, a tile base, and a transom with a sign frieze above. Retail storefronts extend the length of the building façade and are approximately 40–50 feet in width. Wider buildings (100 feet wide or more) shall break up the façade length into smaller segments with building columns or pilasters, consistent with the pattern of the commercial block.
- Primary entries shall be located on the primary façade of the building facing a public street and provide clear and visible pedestrian access.
- The size of the entry shall be proportional to the building.
- The main entrance of a building along a street-edge façade shall open directly onto a publicly accessible walkway that connects directly into adjacent street sidewalks. An entry foyer or landing may be inset into the building façade to prevent doors from opening onto and blocking the public way.
    - New buildings in the downtown area shall include details such as sidelights, transoms, columns, and pediment trim that are often inset and embellished on traditional entries.
- Secondary entries may be located at the side or rear of the building to provide access from parking areas.
- Entries shall be clearly defined with signage and architectural details.

Residential Doorways and Entrances

Residential doorways and entries in downtown Vacaville should be clearly visible to pedestrians, with a defined relationship to the street and sidewalk. Recessed entries, entry stoops, and entry porches help break up the massing of a building façade and help make the entry threshold immediately apparent to pedestrians. Raised stoops and porches help provide a small separation and sense of privacy between the private residence and the public realm along the sidewalk. Decorative features such as awnings, canopies, lighting, and signage can also be used to clearly define and articulate the entryway.

Residential entry articulated using the architectural details of the building

Guidelines

The guidelines for residential doorways and entrances are as follows:

- Primary residential entries shall be located on major sidewalks to provide clear and visible pedestrian access.
- The size of the entry shall be proportional to the building.
- New buildings in the downtown area shall include details such as sidelights, transoms, columns, and pediment trim that are often inset and embellished on traditional entries.
- Secondary entries may be located at the side or rear of the building to provide access from parking areas.
- Residential mixed-use projects, townhomes, and apartments shall provide multiple entries, stoops, and/or porches along the streets whenever possible. Multiple entries to ground-floor flats and townhomes improve the sense of safety and security along the street and help to activate the public realm.

Porches and entry stoops activate the street edge

Canopies, Awnings, and Arcades

Awnings used to protect building storefront windows and entries create variety and interest at the street level

Canopies, awnings, arcades, and other overhangs are traditional elements of commercial design that articulate the building façade and create variety and interest at the street level. They also provide space for signage, shade windows during the summer to reduce energy use, and provide weather protection for pedestrians.

Guidelines

The guidelines for canopies, awning, and arcades are as follows:

- Use of canopies, awnings, arcades, and overhangs is encouraged over window displays and entries along the public sidewalk on the ground floor of commercial buildings.
- Canopies, awnings, and arcades shall be designed with respect for the size, shape, and placement of the building, unless a unique architectural style encourages something different.
- Canopies and awnings shall fit within individual bays or structural divisions of the building façade rather than extending beyond a single bay, unless the building structure dictates an alternative placement.
- A variety of solid- and stripe-colored awnings may be considered.
- Canvas, fire-resistant acrylic, and metal are preferred materials for awnings. Vinyl, plastic, plasticized fabric, fiberglass, and glass awning are not permitted.
- Awnings, decorative roofs, and miscellaneous entry features may project into the front public right-of-way, provided that they are not less than 8 feet above the sidewalk.
- Canopies and awnings shall only be internally illuminated where appropriate to the architectural style of the building.
- Canopies and awnings shall be designed to provide window shading to reduce energy use.
- Overhangs, awnings, bay windows, and upper floor shall not project more than three feet over the sidewalk and shall provide a minimum height clearance of 8 feet from the top of the sidewalk.

OPPORTUNITY HILL MASTER PLAN AND DESIGN GUIDELINES
ADDENDUM #1

April 9, 2008

Introduction

This addendum provides the revisions to the *Opportunity Hill Master Plan and Design Guidelines* in response to comments received from the Planning Commission on March 18, 2008 and City Council and Redevelopment Agency on April 8, 2008. The following changes will be incorporated into the Plan:

1. Include a small specialty grocery use into the plan;
2. Examine the feasibility of a parking structure in conjunction with a parking master plan for the downtown area;
3. Add a map and incorporate the comments received from the Solano Transportation Authority discussing the connectivity of the project area to transit including the City Coach transfer station and Davis Street park-and-ride lot; and
4. Encourage the use of the Design Guidelines contained in the plan for existing and future projects and developments in the existing downtown areas.

The *Opportunity Hill Master Plan and Design Guidelines* was unanimously approved by the City Council and Redevelopment Agency on April 8, 2008, with the inclusion of the following revisions recommended by the Planning Commission and City Council/Redevelopment Agency:

Revisions

Based on the comments received during the Planning Commission and City Council and Redevelopment Agency, the following are revisions to the *Opportunity Hill Master Plan and Design Guidelines*. Additions to the original text in the document are underlined and deletions are indicated with a strike-through font.

Page number	Section Number	Addition or Revision
Grocery Use		
4-7	**4.3 Primary Land Uses**	4. ~~Specialty~~ Retail uses in the downtown area <u>including specialty retail and small specialty grocery uses</u> are distinct from "big box" retail chain stores in large commercial centers along the freeways or neighborhood grocery shopping in suburban centers. Specialty retail activities <u>including a grocery use are encouraged in the downtown to</u> support downtown Vacaville's role as a shopping destination ~~experience~~. The downtown area should continue to strengthen its position in the region as a destination for specialty shopping.
Parking Structure		
4-27	**4.5 Supporting Strategies**	**D2. Improve Parking** Downtown Vacaville is on the threshold of development intensity and parking demand that should be resolved with development of

		districtwide parking structures. However, the costs of parking structures ~~is still~~ may still be financially infeasible. The feasibility of providing a public parking structure in conjunction with a parking master plan for the downtown should be examined. The strategic framework concept diagram (Figure 4.2) provides recommendations for parking structure locations ~~when financing becomes more realistic in the future~~. The following goals for parking improvement may be considered by the City for the Opportunity Hill area and are consistent with ongoing downtown revitalization efforts: • Complete a parking study and parking master plan for the development of a potential public parking structure(s) serving the downtown area that may include parking spaces designated for business employees and residents.
Transit Connections		
4-29	**D5. Improve Linkages and Connections**	**Transit Systems:** The Opportunity Hill area is adjacent to existing transportation sites and City Coach bus transit routes that currently run adjacent to the Historic Downtown Main Street and Opportunity Hill area. The existing City Coach transit routes that serve the downtown area and currently run on Depot Street, Mason Street, Dobbins Avenue, Merchant Street, Monte Vista Avenue, and Cernon Street can also serve the Opportunity Hill area. The location of additional transit stops should be studied for the Opportunity Hill area. Figure 4.9, "Transportation Sites," shows the proximity of the project area to existing transportation sites including the bus transfer station at Monte Vista Avenue and Cernon Street and park and ride lots on Davis Street; and the adjacent City Coach transit routes 5, 6, and 8.
Design Guidelines		
6-1	**6 Design Guidelines**	These design guidelines have been created to compliment the existing downtown and to extend the hometown feel that it generates eastward through the Opportunity Hill area. In recognizing the importance of the complimentary quality and character desired, the City should encourage the use of these guidelines for existing and future projects and developments to follow in the existing downtown areas. In addition, the City may determine that extending these guidelines to apply throughout Downtown Vacaville may be beneficial.

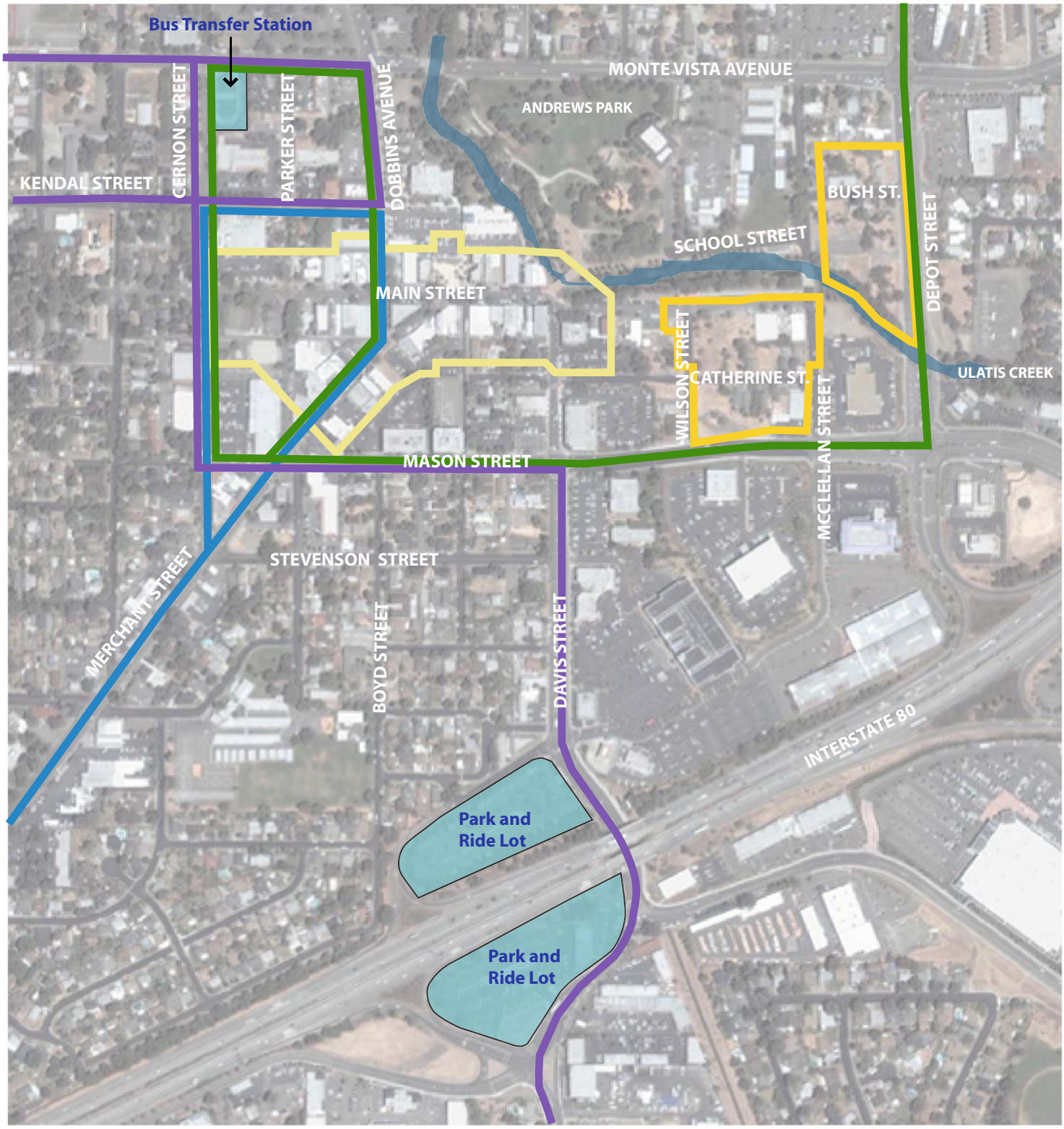


Figure 4.9: Transportation Sites

LEGEND

- Transportation Sites
- Master Plan Project Sites
- Main Street Historic District Boundary

City Coach Routes

- Route 5
- Route 6
- Route 8

NORTH

0' 250' 500'

VACAVILLE

EDAW | AECOM

APPENDIX C

APARTMENT PROJECT FINANCIAL FEASIBILITY ANALYSIS

bae urban economics

Draft Memorandum

To: Tyra Hays, City of Vacaville
Fred Buderi, City of Vacaville

From: Matt Kowta, Principal

Date: April 15, 2014

Re: Apartment Project Financial Feasibility Analysis

Current City of Vacaville policy requires that new apartment projects annex into an existing Community Facilities District (CFD) and then pay an annual special tax for each apartment unit, which provides the City with revenue to supplement annual General Fund revenues that are used to finance Police and Fire/Emergency Medical Services. The maximum allowed special tax varies by location. The maximum allowable special tax in CFD number 11 was set at $1,313.26 per multifamily unit in 2006/2007. The maximum allowable special tax in CFD number 12 was set at $748 per multifamily unit in 2007/2008. In any year, the maximum allowable special tax can increase over the base year values in accordance with the change in the Consumer Price Index. Currently, the City levies a special tax of $500 per multifamily unit. This special tax can be viewed as a $500 per unit increase to a given apartment complex's annual operating costs.

The City of Vacaville has received feedback from multifamily housing developers that the requirement for multifamily projects to annex into a Community Facilities District and pay the ongoing annual special tax is too onerous and is blocking developers' ability to develop multifamily rental projects that are financially viable. In response to these concerns, the City of Vacaville retained BAE to prepare a development pro-forma, to model the effects of the CFD requirement on project feasibility.

This memo presents the pro-forma that BAE prepared to analyze the impacts of the CFD requirement on apartment project feasibility, and then discusses the results, including the impact of the CFD requirement on overall project feasibility.

Methodology

As mentioned above, the tool used to evaluate the impact of the CFD requirement on project feasibility is a pro-forma financial model. This is a type of financial worksheet that developers use to estimate costs to develop a real estate project and then compare the costs to the

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revenues that the completed project would generate. Developers typically use a pro-forma analysis to make an initial determination as to whether a project would be capable of generating a sufficient profit in order to make the project worth undertaking. If the initial pro-forma analysis produces favorable results, the developer will typically prepare a much more complicated cash flow model that accounts for the timing of expenditure outflows and revenue inflows in a much more fine-grained fashion. Although less detailed, the pro-forma analysis is adequate to illustrate the impact of the CFD requirement on overall project feasibility.

In terms of physical characteristics, this analysis is loosely based on the Quinn Crossing apartment project, currently under construction at 5085 Quinn Road. This was done because the City had recently computed City permit and impact fees for the project; thus providing key data that would be needed to model the costs of developing a similar apartment project in Vacaville.

Assumptions

Numerous assumptions about development costs, the revenue-generating potential of the completed project, and the operating costs for the completed project are necessary in order to construct the pro-forma model. One of the most significant development cost assumptions is the "hard" construction cost. This is the cost that a developer would have to pay a contractor to build the apartment building. To establish this assumption, BAE consulted with a multifamily housing developer active within the Bay Area, including a project that is under development elsewhere in the North Bay area. BAE also consulted the RS Means construction cost estimating service, which provided online access to construction cost estimates for 3-story apartment buildings in the Solano County area. Based on those references, plus BAE's prior experience, the pro-forma assumes a construction cost averaging $130 per habitable square foot of apartment space. BAE used a cost assumption of $1,500 per uncovered parking space and $2,500 per covered (carport) parking space. Total parking requirements were computed based on the City of Vacaville Zoning Ordinance parking standards for multifamily apartment projects. An additional allowance equal to $5.00 per square foot of site area is added for on and off-site site improvements. This can include expenditures for items such as grading, utility installation, frontage improvements, site landscape/hardscape improvements, and drainage/stormwater improvements as well as required off-site improvements.

As mentioned previously City permit and impact fees are a significant cost component and BAE utilized the permit and fee information from the Quinn Crossings apartment project to establish this assumption. This requires that the pro-forma assume the same number and size of residential units as the Quinn Crossing project. BAE obtained Vacaville Unified School District and Solano County impact fee schedules and used those schedules to estimate the additional fees that would be paid to agencies outside the City of Vacaville. Additional cost components include the "soft costs" that represent items such as architecture and engineering, and developer overhead. Construction financing costs represent a significant cost item. BAE based the construction financing cost assumptions on loan terms that are

typical for real estate development projects of this type, with the interest rate tied to current U.S. Treasury bond yields plus a "spread" which along with the up-front fees charged to the developer, accounts for the additional risk associated with lending on a construction project versus investing in treasury bonds. The assumed loan interest rate and loan fees are representative of what a developer could expect to pay to obtain a construction loan from a commercial bank. Finally, the pro-forma incorporates the assumption that a developer will not be willing to undertake the project unless there is the potential to earn a profit sufficient to justify the risk. A typical threshold for this type of pro-forma analysis is gross profit equal to 10% of total project development costs.

In order to estimate the value of the completed project, BAE utilized the capitalized value approach. Using this approach, a capitalization rate is applied to the project's estimated annual net operating income. The apartment rental rate assumptions drive the operating income calculations. Apartment rental rates vary by size, configuration, and quality of unit. In order to establish assumptions for rents, BAE surveyed currently renting apartment complexes in Vacaville, targeting newer projects or relatively recently remodeled projects that offer units in the same size ranges as those assumed for the pro-forma exercise. BAE estimated apartment rents per square foot of livable area would range between about $1.40 per square foot up to about $1.90 per square foot, with the lowest rents per square foot applying to the largest units, and the highest rents per square foot applying to the smallest units. In a pro-forma analysis, it is necessary to allow for periodic turnover of apartment units, and rental income must be reduced accordingly. The pro-forma assumes a stabilized average vacancy rate of five percent. Operating income is further reduced by project operating costs, which includes normal ad-valorem property taxes, administration, insurance, utilities for common areas, maintenance, capital reserves, etc. BAE estimated the annual operating costs for the apartments at about 30 percent of gross scheduled rents, or about $5,500 per unit, per year. The 30 percent ratio is a typical assumption within the multifamily housing industry, and the resulting $5,500 per unit annual cost is also reasonable. The pro-forma assumes that the City would continue to levy the police and fire CFD special tax at the current level of $500 per unit, per year, rather than the applicable maximum allowable special tax. This is included in addition to the $5,500 annual per unit operating cost.

The pro-forma is structured to solve for the "residual land value". Residual land value is the price that the developer could afford to pay for the land, after accounting for all other costs and revenues, including the need to achieve the minimum profit threshold.

Findings

The pro-forma printout listing all of the base assumptions and calculations is attached as Exhibit 1. As shown the residual land value is minus $15 per site (land area) square foot. This means that the project could not be feasibly built, unless the developer was able to acquire the land for free and also received a subsidy equal to about $6.7 million. Based on these findings, the project is not feasible under current economic conditions.

The next question is what impact the CFD levy has on overall project feasibility. Without the $500 per unit annual CFD levy, the residual land value would be minus $11. Put another way, the required subsidy would be reduced by about $1.7 million, to about $5 million; however, the developer would still need to acquire the site without cost. Alternatively, if the CFD levy remains in place, the project rents would need to increase by about 4.2 percent in order to offset the effect of the levy. On a larger one-bedroom unit currently assumed to rent for about $1,500 per month, the monthly rent would need to increase by about $63 dollars to offset the effect of the CFD levy. Or, if City permit and impact fees were reduced by about one-third, this would also offset the effect of the CFD levy.

While a 4.2 percent increase in market rents would be necessary to offset the impact of the CFD levy, a total rent increase of about 22 percent would be necessary to provide for project feasibility while allowing for a nominal $5 per square foot residual land value. This information can help to put the impact of the CFD levy in perspective. In other words, based on the project characteristics and economic assumptions used in the pro-forma, the CFD levy accounts for 20% of the shortfall in project feasibility. The remaining 80% of the feasibility gap is related to other project costs or revenue shortfalls.

Exhibit 1: Pro Forma for Rental Apartment Project, Vacaville

Major Assumptions

Project Characteristics		Acres	Sq. Ft.
Site - gross acres / square feet (20 d.u./acre)		10.25	446,490
Building and parking/circulation footprint			200,507
Landscaped/hardscaped area			245,983
Unit Types / Rentable Square Feet	**Monthly Rent**	**Units**	**Rentable Sq. Ft.**
Total		**205**	**189,586**
1BR / 742 sq. ft.	$1,410	24	17,808
1BR / 734 sq. ft	$1,395	36	26,424
1BR / 772 sq. ft.	$1,428	15	11,580
1 BR / 855 sq. ft.	$1,496	18	15,390
1BR / 977 sq. ft.	$1,661	18	17,586
2BR / 1103 sq. ft.	$1,710	30	33,090
2BR / 1216 sq. ft.	$1,823	55	66,330
3BR / 1369 sq. ft.	$1,917	9	1,378
Clubhouse (conditioned space)			4,652
Carports			19,440
Parking (a):			
Uncovered Parking Spaces			191
Covered Parking Spaces			205
Total parking spaces			396
Size of average parking space, with circulation, sf			335
Parking sf - residential			132,660
Total number of stories			3
Building Footprints (Sq. Ft.)			67,847

Development Costs	
Construction hard costs, per sf.	$130
On and off-site costs, per site sf	$5
City Permit and Impact Fees, total (b)	$4,498,380
Solano County Facilities Impact Fee (per unit)	$6,726
VUSD School Impact Fee	
Per apartment sq. ft.	$2.05
Per non-residential sq. ft. (carport)	$0.33
Soft costs, % of hard costs	20%
Parking construction cost, per space:	
Surface parking spaces, uncovered (each)	$1,500
Surface parking spaces, covered (each)	$2,500
Developer profit, % of total project value	10%

Revenues and Operating Expenses	
Annual op. cost - per dwelling unit	$5,511
Vacancy rate - residential	5%
Annual CFD Charge Per Unit	$500

Financing	
Construction loan to cost ratio	60%
Loan fees	2%
Interest rate	6.0%
Period of initial loan (months)	24
Drawdown factor	60%
Total hard + soft construction costs	$39,486,968
Total loan amount	$23,692,181
Capitalization Rate - Residential	6.00%

Notes

(a) Parking ratios - resid'l & comm'l (basic / transit area)

Studio or 1-bedroom	1.5	
2-bedrooms and 3-bedrooms	2	
Guest Spaces	1	space per 5 units
Covered Spaces	1	space per unit

(b) Based on fees charged North Point/Quinn Crossing Apts.

Pro Forma Analysis

Development Costs (Excludes Land)	
Residential construction costs	$24,646,180
On and off-site costs	$2,232,450
Parking costs	$799,000
Soft costs	$5,535,526
Impact fees and Permits	
City Impact Fees and Permits	$4,498,380
County Impact Fees	$1,378,830
School District Impact Fees	$396,602
Total construction costs	**$39,486,968**
Total cost, per rentable sf	$208
Interest on construction loan	$1,705,837
Points on construction loan	$473,844
Total financing costs	$2,179,681
Total development costs	**$41,666,648**
Average Dev. Cost/Unit	$203,252

Projected Income	
Residential	
Gross scheduled rents	$3,765,834
Less vacancy	($188,292)
Adjusted annual rents	$3,577,542
Less operating expenses	($1,129,750)
Less Annual CFD Charge	($102,500)
Total net operating income	$2,345,292

Development Feasibility	
Capitalized value	$39,088,202
Less development costs	($41,666,648)
Less developer profit	($4,166,665)
Residual land value	**($6,745,111)**
Residual land value, per site sf	($15)

Note: Residual land value represents the amount available for purchase of vacant sites, improved sites without improvements to be demolished, and/or extraordinary site development costs such as those associated with environmental remediation, stabilization, extraordinary off-site improvements, or other factors.