

CITY OF VACAVILLE

# Vacaville General Plan Housing Element

Certified September 18, 2023

Adopted June 27, 2023

Resolution No. 2023-059





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# 1 INTRODUCTION

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The Housing Element establishes goals, policies, and programs to facilitate and encourage the provision of safe, adequate housing for its current and future residents of all income levels. This chapter addresses the relationship of the Housing Element to the General Plan, regional housing needs, State of California requirements for Housing Elements, data sources for the document, and the City of Vacaville's (City's) efforts to engage the public.

The purposes of the Housing Element are to:

1. Provide adequate housing sites;
2. Assist in the development of affordable housing;
3. Remove governmental and other constraints to housing development;
4. Promote equal housing opportunities; and
5. Encourage efficient use of land and energy resources in residential development.

## Community Context

The City of Vacaville is in Solano County in Northern California. Vacaville was incorporated in 1892. Located approximately 35 miles from Sacramento and 55 miles from San Francisco, it is within the Sacramento Valley but is also considered to be part of the San Francisco Bay Area. Interstate 80, which is a major transportation corridor, bisects the city. The city is approximately 30 square miles. According to the California Department of Finance, in 2021, Vacaville was the third-most populous city in Solano County with 101,286 residents. The historically agriculture-based community is rapidly growing and emerging as a hub for life-science companies. With access to job markets in the Bay Area and the Sacramento Valley and a growing local life-science sector, the City is well-positioned for continued growth. The City of Vacaville recognizes the importance of adequate and diverse housing stock for the continued growth and success of the city.

## Relationship to the General Plan

California law recognizes the vital role local governments play in the supply and affordability of housing. Each local government in California is required to adopt a comprehensive, long-term General Plan for the physical development of the city or county. The Housing Element has been a required element of cities' General Plans since 1969. Unlike the other mandatory General Plan elements, the Housing Element, required to be updated every eight years, is subject to detailed statutory requirements and mandatory review and certification by the California Department of Housing and Community Development (HCD).

Housing Element law mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community. The State Legislature has found that “the availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian family, including farmworkers, is a priority of the highest order” (Government Code Section 65580(a)).

For the General Plan to provide effective guidance on land use issues, the goals, policies, and programs of each element must be internally consistent. This Housing Element builds on the existing General Plan and is consistent with its policies. Housing Element **Program HE-17g** is included herein, which commits the City to minor amendments in its Land Use Element to refine inconsistent language. Consistency between the Housing Element and the General Plan will continue to be evaluated whenever an element of the General Plan is amended. During this process, the City must ensure any amendments maintain consistency throughout the General Plan. In the future, the City will continue to ensure that the Housing Element’s goals and policies are consistent with—and supported by—goals and policies in the other elements, amending the Housing Element or other elements as necessary to maintain consistency. The City is concurrently updating the Safety Element and the Environmental Justice Element of the General Plan, and they will be consistent with the Housing Element Update. In compliance with Senate Bill (SB) 244, the City is also completing a Disadvantaged Unincorporated Communities (DUC) analysis concurrently with the Housing Element Update. The other elements of the City’s General Plan were last updated in 2015.

## 2015-2023 Housing Element

This Housing Element updates the 2015-2023 Vacaville Housing Element, which was adopted on May 12, 2015. Policies from the 2015-2023 Housing Element were reviewed and evaluated during the preparation of the new housing programs. The City’s success in implementing the goals of the 2015-2023 Housing Element has been evaluated in **Chapter 7**.

## 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 identification and analysis of existing and projected housing needs for individuals of all levels of income; a statement of goals, policies, and quantified objectives; programs to address identified housing needs; and 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 quantification of the locality’s existing and projected housing needs for all income levels, including extremely low-income households.

2. An assessment of fair housing including an analysis of the conditions that historically limited the range of housing choices or limited a person’s access to housing and programs the City will implement to mitigate or remove such impediments and affirmatively further fair housing.
3. An analysis and documentation of household characteristics, including the level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition.
4. An inventory of land suitable and available for residential development, including vacant sites and sites having realistic and demonstrated potential for redevelopment during the planning period to meet the locality’s housing need for a designated income level, and an analysis of the relationship of zoning and public facilities and services to these sites, and an analysis of the relationship of the sites identified in the land inventory to the jurisdiction’s duty to affirmatively further fair housing.
5. An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels.
6. An analysis of any special housing needs, such as those of the elderly; persons with disabilities, including a developmental disability, as defined in Section 4512 of the Welfare and Institutions Code; large families; farmworkers; families with female heads of households; and families and persons in need of emergency shelter.
7. An analysis of opportunities for energy conservation to concerning residential development.
8. A statement of the community’s goals, quantified objectives, and policies relative to affirmatively furthering fair housing and to the maintenance, preservation, improvement, and development of housing.
9. A program that sets forth a schedule of actions during the planning period, each with a timeline for implementation, that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

## Regional Housing Needs

State Housing Element law (Government Code Section 65580 et seq.) requires regional councils of government (COGs) to identify for each city and county its “fair share” of the Regional Housing Needs Allocation (RHNA) provided by HCD. The Association of Bay Area Governments (ABAG) is the COG for the nine-county Bay Area, which includes Solano County. ABAG adopted the RHNA in December 2021 for the period of June 30, 2022, to December 15, 2030. ABAG considered several factors in preparing the RHNA, including projected households, job growth, regional income distribution, and location of public transit. Solano Subregion’s 6th Cycle RHNA covers the projection period beginning June 30, 2022, and ending December 31, 2030 and assigns housing need allocations to the Cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun, Vacaville, and Vallejo, and unincorporated Solano County.

The RHNA for Vacaville is shown in **Table 1-1**, whereby Vacaville must have the appropriate zoning in place to allow 2,595 new housing units to be built. As shown in **Table 1-1**, the 2,595 units are distributed to four income categories, above moderate-, moderate-, low- and very low-

income. HCD directs local agencies to calculate the projected housing need for extremely low-income households by applying one of the following two methodologies to the RHNA for very low-income households:

- Use available U.S. Census data to calculate the percentage/number of very low-income households that qualify as extremely low-income households. OR
- Presume that 50 percent of very low-income households qualify as extremely low-income households. (As shown in **Table 1-1**, this is the method used in this Housing Element.)

The term “lower income” is commonly used and refers to all households earning 80 percent or less of the area median income (AMI). It combines the categories of low, very low, and extremely low incomes. Income limits for all counties in California are calculated by HCD for Solano County (see **Table 1-2**). According to HCD, the AMI for a four-person household in Solano County was \$99,300 in 2021. This increased to \$108,700 in 2022. When the RHNA was developed, it was based on 2021 AMI, which was the most recently available data at that time. Wherever possible, this report uses 2022 AMI, which was the most recently available data at the time of drafting this report.

While not responsible for the actual construction of these units, Vacaville is responsible for creating a regulatory environment in which the private market could build these additional homes. This includes the creation, adoption, and implementation of citywide goals, policies, programs, and zoning standards, along with development and possible economic incentives to facilitate the construction of a wide range of housing types.

**TABLE 1-1 CITY OF VACAVILLE REGIONAL HOUSING NEEDS ALLOCATION, 2023-2031**

Income Categories	Units	Percentage
Extremely Low Income (<30% AMI*)	338**	13%
Very Low Income (30% - 49% AMI)	339**	13%
Low Income (50% - 79% AMI)	404	16%
Moderate Income (80% - 120% AMI)	409	16%
Above Moderate Income (Above 120% AMI)	1,105	43%
<b>Total</b>	<b>2,595</b>	<b>100%</b>

\*AMI = Area Median Income

\*\*It is assumed that 50 percent of very low-income units will be for extremely low-income households.

Source: Solano County Subregion 6th Cycle Methodology, 2021.

TABLE 1-2 SOLANO COUNTY 2022 INCOME LIMITS

Income Categories	Persons Per Household				
	1	2	3	4	5
Extremely Low Income (<30% AMI*)	\$11,400	\$13,050	\$14,650	\$16,300	\$17,600
Very Low Income (30% - 49% AMI)	\$22,850	\$26,100	\$29,350	\$32,600	\$35,250
Low Income (50% - 79% AMI)	\$38,050	\$43,450	\$48,900	\$54,300	\$58,650
Moderate Income (80%-120% AMI)	\$60,800	\$69,450	\$78,150	\$86,800	\$93,750
Above-Moderate Income (Above 120% AMI)	\$76,100	\$86,950	\$97,850	\$108,700	\$117,400

\*AMI = Area Median Income

Source: HCD State Income Limits 2022

## Solano County Housing Element Collaborative

The Solano County Housing Element Collaborative is made up of the Cities of Benicia, Dixon, Rio Vista, Suisun City, Vacaville, Vallejo, and the County of Solano. With funding from the Regional Early Action Planning Grant Program (REAP), administered by HCD, the Solano County Housing Element Collaborative conducted regional Housing Element outreach and prepared housing needs assessments and fair housing assessments at the regional scale. As listed at the end of this chapter, under the subsection Housing Element Organization, three appendices are included with this Housing Element that capture these regional efforts, including **Appendix 1, Regional Outreach Summary; Appendix 2, Regional Housing Needs Assessment; and Appendix 3, Regional and Vacaville Assessment of Fair Housing.**

## Comprehensive Housing Strategy

Ahead of preparing this Housing Element, the City prepared a Comprehensive Housing Strategy to identify and address current and future housing needs in the city and to inform the Housing Element Update process. It is included as **Appendix 5.** The housing strategy’s success relied on meaningful engagement with the community and stakeholders. From November 2021 to February 2022, the City worked closely with community members and stakeholders to learn about the community’s housing needs and to study issues surrounding the production of housing. Activities included community and developer workshop, a survey, and public meetings. These are described in greater detail in **Appendix 4, Vacaville Outreach Summary.** The Comprehensive Housing Strategy was adopted by the City Council on June 28, 2022.

The Comprehensive Housing Strategy examines existing socioeconomic and housing conditions, projected housing needs issues, gaps in housing supply, and the City’s current policies. The Comprehensive Housing Strategy contains recommendations and implementation strategies to ensure that the City can meet its housing needs over the long term. The Comprehensive Housing Strategy resulted in three overarching goals with multiple strategic actions that the City will implement to help achieve each goal. The goals are:

- **Goal 1:** Encourage a diversity of housing choices.

- **Goal 2:** Address regulatory and financial barriers to needed housing production.
- **Goal 3:** Create new initiatives and programs to address housing needs.

Strategies to achieve each goal from the Comprehensive Housing Strategy have been incorporated into the housing programs in **Chapter 2** of this Housing Element Update.

The Comprehensive Housing Strategy is available on the City’s website, through the Housing Department page and on the dedicated Housing Element page: <https://www.ci.vacaville.ca.us/home/showpublisheddocument/20574/637896903444770000>.

## Public Participation

The City is making diligent efforts to educate the public and gather information regarding housing needs, issues, and preferences in the community. Throughout the Housing Element Update process, input was considered and incorporated into the document and the process. Outreach activities included the participation efforts tied to the Comprehensive Housing Strategy (**Appendix 5**), the regional outreach activities of the Solano County Housing Element Collaborative, and additional public meetings with Vacaville’s Planning Commission and City Council. Based on the input the City received, the housing programs in **Chapter 2** were tailored to address the local housing market and community needs.

The City provided information regarding the Housing Element Update and advertised activities and opportunities for input on the City’s website, through flyer distribution, posters displayed in local businesses, and via direct email to people who previously signed up for the City’s housing strategy email notification list and stakeholders, including local property managers, developers, community groups, nonprofit service organizations, residents, and elected officials.

The Draft Housing Element was posted on the websites of the City and the Solano County Housing Element Collaborative during the 30-day public review period August 31, 2022 – September 30, 2022 and people were able to submit comments electronically through an email address on the websites. A summary of comments received is included in **Appendix 4, Vacaville Outreach Summary**.

Vacaville-specific activities and the input that was received are described in greater detail in **Appendix 4, Vacaville Outreach Summary**. Regionwide activities and the input that was received are described in greater detail in **Appendix 1, Regional Outreach Summary**, and in the Outreach subsection of **Appendix 3, Regional and Vacaville Assessment of Fair Housing**.

### **Vacaville-specific outreach activities included:**

- Dedicated Website: <https://www.ci.vacaville.ca.us/government/housing-element-2023-2031>
- Planning Commission and City Council Joint Study Session
  - March 29, 2022

- Planning Commission Meeting on the Public Review Draft
  - September 20, 2022
- City Council Meeting on the Public Review Draft
  - October 11, 2022
- Planning Commission Adoption Hearing
  - May 16, 2023
- City Council Meeting Adoption Hearing
  - June 27, 2023
- Community Workshops
  - November 30, 2021, and February 2, 2022
- Developer Workshop
  - November 18, 2021
- Online Survey
  - November 17, 2021, to February 6, 2022

**Regionwide outreach activities with the Solano County Housing Element Collaborative:**

- Housing Element Collaborative Website: <https://solhousingelements.com/>
- Stakeholder Consultations
  - December 2021 through April 2022
- Housing Element Introduction Workshops
  - January 26 and 27, 2022
- Housing Needs Assessment Workshops
  - March 30, 2022 (one mid-day and one evening)
- Fair Housing Workshops
  - June 1, 2022 (one mid-day and one evening)
- Community Survey
  - March 17, 2022, to June 16, 2022

## Summary of How Input is Incorporated

Throughout the Housing Element update process, the input that was gathered during the outreach activities described above was considered and incorporated into the document and the process. Highlights of public input and the programs that address it include:

- The lack of diversity of housing types such as “missing middle housing”, multi-generational housing, smaller homeownership units, workforce housing and multifamily (including mixed-use) in a community with a predominance of single-family detached

homes was noted throughout the public outreach activities. To address this need **Program HE-1** implements density bonus provisions for an increased share of affordable units; and **Program HE-3** encourages the development of housing in a range of sizes and types, particularly “missing middle” housing and housing affordable to lower- and moderate-income households,

- The shortage of affordable rental and homeownership housing opportunities is an issue identified at every outreach engagement and survey. To address this need **Program HE-5** includes several strategies to facilitate the construction of affordable housing; **Program HE-4** encourages the production of Accessory Dwelling Units (ADU) and Junior Accessory Dwelling Units (JADU); **Program HE-11** seeks to expedite affordable housing through streamlined permitting; **Program HE-16** commits the City to consider adopting an inclusionary housing ordinance that requires a certain percentage of housing to meet very low-, low-, and moderate-income levels to be included in every housing project.
- The need for increased homeownership opportunities is a housing issue repeatedly identified at outreach engagements and surveys. To address this need, **Program HE-24** commits the City to continue to provide First Time Homebuyer opportunities through various funding mechanisms, including down payment loans and homebuyers’ education activities and, **Program HE-33** commits the City to continue to implement its Section 8 Homeownership Program.
- The need to assist developers in navigating, identifying, and applying for federal and state funding opportunities, including assistance with the cost of site improvements, was cited as a housing constraint to building affordable housing. To address this need, through **Program HE-12** the City will consider establishing a new position for a centralized housing services coordinator to further the production of needed housing types.
- The desire to see affordable housing integrated into the neighborhood fabric cohesively was expressed. To address this issue, **Program HE-3** commits the City to consider amending the Land Use and Development Code to require new subdivisions to include two-, three-, and four-plexes or other targeted missing housing types that are designed to look cohesive with adjacent single-family homes; **Program HE-16** directs the City to consider adopting an inclusionary housing ordinance that requires a certain percentage of housing to meet very low-, low-, and moderate-income levels to be included in every housing project; and **Program HE-4** commits to amending its ADU/JADU ordinance as needed to remain compliant with recent and future changes to state law and promote ADU/JADU development through a range of strategies.
- An overall shortage of rental housing to meet demand, particularly for households with special housing needs, including very low-income households, single-parent households, people living with disabilities, large families, seniors, and people experiencing homelessness were repeatedly identified through outreach activities and in a comment letter from Richard White, a Vacaville Resident and a Member of the Advisory Council to the Napa/Solano Area Agency on Aging and the California Senior Legislature. To address this need, **Program HE-2** commits the City to: partner with the North Bay Regional Center and other relevant agencies to provide support and access to resources to meet needs of



residents with disabilities; encourage all new units to be universally designed; consider creating programs or establishing partnerships to address the high number of seniors living in single-family homes and their desire to age in place, including ensuring adequate licensed home care, opportunities for shared housing arrangements, and other related programs and explore the potential to restart the Senior Home Improvement Program or other program to aid seniors and persons with disabilities in living independently by providing needed minor home repair and landscaping assistance and home modification services that support safe in-home independence; identify sites that are appropriate for military households and continue to participate in the Travis Regional Armed Forces Committee (TR AFC); encourage the development of multifamily and affordable units in moderate and high resource areas (**Appendix 3, Figure 3-7**) to meet the needs of multiple groups with special housing needs and to promote housing choice and mobility and access to jobs and neighborhood-serving amenities.

- The need for local funding sources to subsidize the cost of constructing affordable units and other forms of assistance was a housing issue that was frequently identified. To address this need, **Program HE-5** stipulates that the City will help facilitate the construction of affordable housing through these strategies: partner with a nonprofit organization to offer a program based on the Community Land Trust model; evaluate the feasibility of enacting new measures that would raise local funding resources such as a housing trust fund, an affordable housing commercial linkage fee, an increase in the City’s sales tax or transient occupancy tax rate, a General Obligation bond, or other identified dedicated funding source; work with developers to identify suitable sites and funding sources for affordable rental housing projects to increase affordability to levels below 50 percent of the median; encourage and incentivize the development of affordable housing units, particularly in moderate and high resource areas (**Appendix 3, Figure 3-7**); continue applying on an ongoing basis for appropriate housing funds from available sources.
- The need for more permanent supportive housing programs with wrap-around services to support unhoused individuals, populations with mental illness, and the growing number of low-income families at risk of displacement was an issue service providers identified. To address this need, **Program HE-6** is identified in which the City will encourage the provision of supportive services with new and rehabilitated affordable units, in particular multifamily units, with services such as childcare, healthcare, case management, English as a second language, and job training, nearby or as a component of the development.
- The need for a coordinated countywide central agency to provide full-time services to address the needs of the homeless, was an identified need. To address this need, **Program HE-7** encourages the construction of a low-barrier navigation center and coordinating with other Solano County jurisdictions to increase the availability of emergency shelters, transitional housing, and homelessness services and to collaborate on the development of targeted assistance and outreach; **Program HE-29** commits the City to provide technical and/or support services to nonprofit agencies and other entities serving the homeless; **Program HE-30** directs the City to continue to support and expand the Vacaville Community Welfare Association's (CWA) emergency voucher and other emergency housing related programs; **Program HE-31** directs the City to continue to participate in

the Community Action Partnership of Solano Joint Powers Authority (CAP Solano, JPA) to oversee safety net services and grants to address poverty a homelessness; and **Program HE-32** commits the City to reach out to and collaborate with local faith-based organizations and partners to develop appropriate housing and support services to implement a “low-barrier housing” or similar program.

- The need for landlord education and enforcement regarding fair housing laws and rental discrimination practices, in combination with jurisdictions contracting with fair housing providers for a comprehensive system to identify affordable housing resources and tenant protection, particularly for seniors, the disabled, gender equality/familial status, and communities of color is a housing issue identified through outreach activities and in a comment letter from Fair Housing Advocates of Northern California (FHANC). To address this need, **Program HE-28** commits the City to work to ensure that individuals seeking housing in Vacaville are not discriminated against based on age, race, disability, gender, familial status, national origin, or other protected categories and will affirmatively further fair housing through: workshops on fair housing laws for residents and housing providers to inform housing providers on their rights and responsibilities under fair housing laws and provide education on discrimination; access to legal assistance to prevent displacement due to harassment or wrongful eviction. Based on FHANC’s letter, the City added an action to Program HE-28 to study options for contracting with an independent fair housing agency to receive fair housing complaints, and implementing a course of action, as appropriate. In addition, based on FHANC’s letter, the City provided greater specificity in Programs HE-28 and HE-33 related to landlord trainings.
- The need for more rental assistance programs for housing mobility is a housing issue identified. To address this need, **Program HE-33** positions the City to: continue to operate and expand the HUD Housing Choice Voucher Program and other rent subsidy programs; continue to apply for additional Housing Choice Vouchers as additional federal funding becomes available; provide referral services and information to the city’s residents on housing choice voucher programs, ensuring that all information is offered digitally and physically and in languages as needed in accordance with the Housing Authority Language Assistance Plan; coordinate with community-based organizations that serve special-needs populations to reach households that would qualify for housing choice voucher programs; increase voucher acceptance in high and moderate resource areas; consider the feasibility of a landlord incentive program for landlords that rent to voucher holding tenants; provide annual training to landlords regarding fair-housing requirements; educate property owners in high and moderate resource areas about the benefits of voucher-holding tenants, encouraging them to market available units to voucher holders.
- Neighborhood housing conditions, particularly rental units, were a housing issue identified. To address this issue **Program HE-25** addresses the habitability of homes in neighborhoods identified as having the greatest rehabilitation needs with code enforcement as feasible, homeowner education, and financial resources; and **Program HE-23**, which positions to the City to 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.

- The need to protect vulnerable populations and tenants of multifamily rental properties from displacement due to market pressures or the habitability of their homes is an issue that was identified. To address this need, **Program HE-25** addresses rehabilitation needs; **Program HE-26** directs the City to continue to enforce and update the Condominium Conversion Ordinance by accepting applications for conversions only when the citywide apartment vacancy rate is above three percent; **Program HE-27** commits the City to taking steps to prevent the conversion of affordable rental units to market-rate or providing assistance to residents if the affordability of the units is removed; **Program HE-34** directs the City to develop a program to connect lower-income households with housing opportunities and continue to implement the relocation plan for households displaced as a result of local public, and action; and **Program HE-35** directs the City to continue to provide housing counseling assistance to residents to help preserve homeownership and rental success.
- Community opposition was cited as a substantial barrier to lower-income and special needs populations' housing production and site identification. To address this opposition, **Program HE-13** commits the City to providing information to the public that could help bolster community support related to the range of missing housing types in the City. This information sharing could include City Council working sessions; social media content; information available on the City website; and outreach to local journalists, media outlets, and community organizations; and **Program HE-4** has been included to promote ADUs/JADUs to property owners as a viable option for providing additional housing opportunities that could include affordable housing for lower-income seniors, single persons, or small households within existing neighborhoods.
- The need to alleviate barriers to the provision of housing such as lack of funding or restrictive development standards was identified. To address this need, **Program HE-10** has been included to promote infill development by: convening a working group of residential developers to discuss and resolve impediments to construction; leveraging available State and federal funding sources to conduct infrastructure analyses and targeted studies; and adoption of flexible standards or incentives that promote infill development; **Program HE-15** directs the City to continue to monitor and initiate amendments to the Land Use and Development Code regulations as needed to ensure consistency of local ordinances with State Law to alleviate constraints to the production of housing, including the production of housing for special needs populations; **Program HE-18** is included to amend the General Plan and Zoning Code to rezone properties to promote increased densities in appropriate zones and enable cost-effective development; and **Program HE-19** directs the City to consider allowing developers to provide creative solutions, that could result in reductions in parking requirements, as appropriate.
- The lack of land available for developing affordable housing at densities appropriate for multifamily and affordable housing to meet the RHNA was a housing issue identified. To address this need, **Program HE-17** commits the City to consider increasing minimum and maximum allowable densities in the residential zones, particularly in the downtown, in mixed-use nodes of the city, and for alternatives to single-family units for residential infill, by amending the General Plan and the Zoning Code; adjust zoning requirements for height

limits, buffers and ADUS; and streamlining processes; **Program HE-18** commits the City to increase the maximum density to 30 units per acre in the RH Zoning District in accordance with the default density by HCD and rezone 16 sites in other zones to RH; ; and **Program HE-20**, which directs the City to work with the Nut Tree Airport Land Use Commission to consider whether the permitted uses and boundaries of the Nut Tree Airport compatibility zones can be re-evaluated to accommodate additional housing.

- The need to remove impediments to the provision of affordable, missing middle and workforce housing types imposed by processing requirements, fees, and infrastructure constraints is an issue identified by developers. To address this need, **Program HE-11** commits the City to allow a shortened process to help expedite affordable housing projects; work with applicants to combine stages of the review process to help facilitate an expedited review; prioritize fast-track processing of special needs housing and residential care facilities submittals; continue to implement the adopted Objective Development Standards; **Program HE-14** commits the City to consider updating the development impact fee structure for residential projects; and **Program HE-22** stipulates that the City of Vacaville, in its capacity as the water and sewer service provider, will grant priority for service allocations to proposed developments that include housing units affordable to lower-income households.
- California Environmental Quality Act (CEQA) requirements as an impediment to developing needed housing in the city was cited as a housing issue. To address the need to remove this barrier, **Program HE-39** is included for the City to consider creating an inventory of available sites and conducting a CEQA review of preliminary designs to pre-clear sites for development of housing that addresses the current housing gaps.

## Information Sources

Various sources of information contribute to the Housing Element. ABAG provides a data package that has been pre-approved by HCD and serves as the primary data source for population and household characteristics. Dates for data included in the ABAG data package may vary depending on the selection of data that was made to provide the best data on the topic. The pre-approved data package uses several data sources, including the 2015-2019 American Community Survey (ACS) and data from the California Department of Finance (DOF). Other sources of information include the California Employment Development Department (EDD), the U.S. Department of Housing and Urban Development (HUD), the U.S. Department of Agriculture (USDA), Comprehensive Housing Affordability Strategy (CHAS), and local and regional economic data (e.g., home sales prices, rents, wages). It is important to note that the ACS data is a multi-year estimate based on sample data and has a large margin of error, especially for smaller cities. It should be noted that when comparing specific information, the timeframe for the ACS (2015-2019) data and the timeframe for the CHAS data (2015-2017) slightly differ and therefore totals will vary slightly. Information on available services for housing comes from numerous public agencies. Information on constraints on housing production and past and current housing efforts in Vacaville comes from City staff, other public agencies, and a number of private sources, which are cited alongside the information.

## Housing Element Organization

The chapters that follow this introduction are:

**Chapter 2. Goals, Policies, and Programs** – A housing plan with goals, policies, and programs to address Vacaville’s housing needs for the 2023–2031 planning period.

**Chapter 3. Local Housing Needs** – A profile of locally significant identified housing needs to supplement the regionwide Housing Needs Assessment in **Appendix 2**.

**Chapter 4. Housing Sites Inventory** – An evaluation of the land resources available to meet Vacaville’s housing needs and description of the City’s strategy for meeting its RHNA.

**Chapter 5. Resources** – A description of the administrative and financial resources available to meet Vacaville’s housing needs.

**Chapter 6. Constraints** – A review of potential governmental, market, and environmental constraints that may inhibit housing development.

**Chapter 7. Evaluation of the Previous Housing Element** – A summary of measures taken to implement policies and programs from the 2015-2023 Housing Element and the impact of these actions.

**Appendix 1. Regional Outreach Summary** – Details about the Solano County Housing Element Collaborative’s regionwide outreach activities and the input that was received as a result.

**Appendix 2. Regional Housing Needs Assessment** – A countywide profile with analyses of population and household characteristics, employment and income trends, housing stock characteristics, and special housing needs for all Solano County cities and the unincorporated County.

**Appendix 3. Regional and Vacaville Assessment of Fair Housing** – An analysis of segregation, integration, disparities in access to opportunity, and disproportionate housing needs, including displacement risk at the regional and local levels.

**Appendix 4. Vacaville Outreach Summary** – Details about the Vacaville-specific outreach activities and the input that was received as a result.

**Appendix 5. Comprehensive Housing Strategy** – A report that examines existing socioeconomic and housing conditions, projected housing needs issues, gaps in housing supply, and the City’s current policies and contains recommendations and implementation strategies.

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## 2 GOALS, POLICIES, AND PROGRAMS

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### Introduction

The California Government Code requires the Housing Element to contain “a statement of goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing” (Section 65583(b)(1)). This chapter fulfills that requirement. It builds on information in other chapters to provide direction on key housing issues in Vacaville. This chapter describes the strategies that the City will implement during the sixth round of the Housing Element Update, from January 31, 2023, to January 31, 2031, 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 households and individuals. The City’s affordable housing plan is to provide a wide range of housing services to benefit households with incomes at or below 120 percent of the Solano County median (moderate-income) 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.

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, and new programs have been identified to comply with new State statutes, address new housing challenges based on the current housing market, and address the housing needs that were identified during the drafting of this Housing Element. Public outreach activities included the regional outreach activities of the Solano County Housing Element Collaborative (see **Appendix 1, Regional Outreach Summary**) and activities that were specific to the development of Vacaville’s Comprehensive Housing Strategy and this Housing Element (**Appendix 4, Vacaville Outreach Summary**). The programs included herein are based on the input that the City received.

In compliance with AB 686, the City has included several implementing programs to affirmatively further fair housing in **Program HE-28**, Fair Housing, and in various other programs. As summarized in Table 2-1, these implementing programs support the four categories of AFFH actions as specified by HCD.

TABLE 2-1 PROGRAMS AND AFFH CATEGORIES

Programs	Enhancing mobility strategies and promoting inclusion for protected classes	Encouraging development of new affordable housing in high-resource areas	Implementing place-based strategies to encourage community revitalization, including preservation of existing affordable housing	Protecting existing residents from displacement
Program HE-1. Density Bonuses		X		
Program HE-2. Special Housing Needs and Underserved Populations	X	X		
Program HE-3. Variety of Housing Types	X	X		
Program HE-4. Accessory Dwelling Units/Junior Accessory Dwelling Units (ADU/JADU)		X		
Program HE-5. Affordable Housing Construction	X			
Program HE-6. Supportive Housing	X			X
Program HE-7. Emergency Shelters				X
Program HE-8. Adequate Sites		X		
Program HE-9. Sites Included in Previous Cycles		X		
Program HE-10. Infill Development		X		
Program HE-11. Streamlining Housing	X			
Program HE-12. Centralized Housing Services Coordinator	X	X		
Program HE-13. Community Support	X	X		X
Program HE-14. Development Fees		X		
Program HE-15. Planning Regulation Amendments	X			
Program HE-16. Inclusionary Housing Ordinance	X	X		
Program HE-17. Citywide Densities and Zoning		X		
Program HE-18. Site Inventory Rezone Program		X		
Program HE-19. Alternative Parking Standards		X		
Program HE-20. Nut Tree Airport				X



Programs	Enhancing mobility strategies and promoting inclusion for protected classes	Encouraging development of new affordable housing in high-resource areas	Implementing place-based strategies to encourage community revitalization, including preservation of existing affordable housing	Protecting existing residents from displacement
Program HE-21. Energy Conservation			X	
Program HE-22. Water and Sewer Prioritization for Affordable Housing		X		
Program HE-23. Below-Market-Rate Loan Programs	X		X	
Program HE-24. First Time Homebuyer	X			
Program HE-25. Housing Rehabilitation			X	
Program HE-26. Condominium Conversion Ordinance			X	
Program HE-27. At-Risk Units			X	X
Program HE-28. Fair Housing	X			X
Program HE-29. Support for Agencies Serving the Homeless				X
Program HE-30. Emergency Housing				X
Program HE-31. Homelessness Continuum of Care				X
Program HE-32. Low Barrier Housing				X
Program HE-33. Housing Choice Voucher Program	X			X
Program HE-34. Demolitions, Replacement Housing and Displacement				X
Program HE-35. Housing Counseling Assistance				X
Program HE-36. Educational Opportunities	X			
Program HE-37. Housing Needs Data	X			
Program HE-38. Nongovernmental Constraints		X		
Program HE-39. California Environmental Quality Act (CEQA)		X		
Program HE-40. Place-Based Community Conservation and Revitalization Strategies			X	

The Housing Element’s goals define the major topic areas covered. These topics are:

1. New Construction
2. Rehabilitation and Conservation
3. Housing Support Services
4. Constraints
5. Fair Housing

In accordance with state law, measurable objectives have been developed for specific implementing programs. These objectives represent targets for the number of housing units to be preserved, improved, or developed during the 2023-2031 planning period. Each of the Housing Element’s five goals is supported by policies and implementing programs. The policies are intended to guide day-to-day decisions on housing, and the implementing programs identify the specific steps the City will take after the element is adopted to achieve its housing objectives. The implementing programs lay the groundwork for future housing development through the establishment and administration of land use and development controls, concessions and incentives, and the use of available federal and state financing and subsidy programs.

## Goals and Policies

### Goal HE.1: New Construction

To meet existing and projected housing needs, facilitate the construction of a wide variety of housing types, for various income levels, in a manner that promotes environmental responsibility and long-term sustainability.

#### HE.1 Guiding Policies

- |             |  |
|-------------|--|
| HE.1 - GP 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 within the community.  |
| HE.1 - GP 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.                                 |
| HE.1 - GP 3 | Remove constraints to the production and availability of housing to the extent consistent with other General Plan policies.  |
| HE.1 - GP 4 | Ensure policies encourage 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. |

- HE.1 - GP 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 within the larger community.
- HE.1 - GP 6 Encourage universal design in new housing developments to support accessibility for residents with disabilities and the “visitability” of such residents’ friends and neighbors.
- HE.1 - GP 7 Establish development and construction standards that encourage energy conservation in residential areas.
- HE.1 - GP 8 Actively participate in all programs—state and federal, private and public—suitable for maintaining and increasing the supply of affordable housing.
- HE.1 - GP 9 Ensure the viability of Travis Air Force Base through the provision of an adequate supply of affordable housing for military households.

**Goal HE.2: Rehabilitation and Conservation**

Conserve and improve the condition of the existing housing stock to enhance the livability of neighborhood(s) for all residents.

HE.2 Guiding Policies

- HE.2 - GP 1 Facilitate the rehabilitation of the existing housing stock to correct housing deficiencies, increase the useful life of housing, and increase accessibility for all residents.
- HE.2 - GP 2 Support energy-conserving programs in the rehabilitation of affordable housing to reduce household energy costs, improve air quality, and mitigate potential impacts of climate change in the region.
- HE.2 - GP 3 Preserve and protect historical and architectural resources.
- HE.2 - GP 4 Maintain the total number of affordable units with agreements with the City, present and future, at price levels affordable to the intended income groups. Preserve “at-risk” affordable rental units in Vacaville through monitoring, required tenant noticing, coordinating with property owners and entities qualified to preserve at-risk units, and exploring available funding sources to preserve affordability
- HE.2 – GP 5 Support current homeowners in retaining their homeownership status.

### **Goal HE.3: Housing Support Services**

Ensure housing is accessible and affordable to very low-, low-, and moderate-income residents, with a priority for those with special needs.

#### HE.3 Guiding Policies

- HE.3 - GP 1 Support and promote the programs that ensure housing and services are accessible to residents with special needs, including seniors, disabled households, large families, homeless persons, and transitional foster youth through measures such as transitional supportive housing, ensuring reasonable accommodation, and the provision of emergency shelters.
- HE.3 - GP 2 Assist in providing direct assistance to households in need of housing.
- HE.3 - GP 3 Provide affordable housing homeownership opportunities
- HE.3 - GP 4 Collaborate with Solano County and other jurisdictions in the region, nonprofit organizations, developers, and other relevant entities to address the housing-related needs of very low-, low-, and moderate-income residents, with a priority for those with special needs.
- HE.3 - GP 5 Support collaborative efforts to connect low-income residents with financial empowerment resources, homeownership programs, small business assistance, living wage jobs, affordable childcare, and workforce training resources and services.

### **Goal HE.4: Address Constraints**

Identify and address governmental and nongovernmental constraints to the production, improvement and preservation of housing in Vacaville.

#### HE.4 Guiding Policies

- HE.4 – GP 1 Monitor the City’s planning regulations, policies, and practices to ensure that the City does not inappropriately constrain housing development and affordability. Monitor state and federal housing-related legislation and update City plans, ordinances, and processes as appropriate to remove or reduce governmental constraints.
- HE.4 - GP 2 Monitor nongovernmental constraints such as interest rates, construction costs, availability of materials and labor through consultation with developers, lenders, and other entities directly involved in the provision of housing.

- HE.4 – GP 3      Ensure that public services, particularly for wastewater treatment and water supply, are adequate to accommodate potential housing increases.
- HE.4 – GP 4      Actively evaluate, on a regular basis, the success of housing programs in meeting Vacaville’s housing needs. Modify approaches, as needed, so that anticipated results are realized.

**Goal HE.5: Fair Housing**

Affirmatively further fair housing to foster inclusive neighborhoods and remove barriers to housing for vulnerable communities. Promote equal housing opportunities for existing and future Vacaville residents, regardless of race, color, religion, sex, gender, sexual orientation, marital status, national origin, ancestry, familial status, source of income, or disability and any other characteristic protected by the California Fair Employment and Housing Act (Part 2.8, commencing with Section 12900, of Division 3 of Title 2), Government Code Section 65008, and any other state and federal fair housing and planning law.

HE.5 Guiding Policies

- HE.5 – GP 1      Take meaningful action toward the goal of eliminating housing discrimination and provide current and future residents fair access to housing opportunities.
- HE.5 – GP 2      Facilitate transparent decision-making processes through public engagement and participation, supported by the development of clear and inclusive outreach materials, and the expanded and innovative use of a variety of public engagement tools. Provide housing-related information to the public and involve the public in determining policies and programs.
- HE.5 - GP 3      Prevent and mitigate displacement.
- HE.5 – GP 4      Promote mixed-income neighborhoods with an equitable distribution of housing types for people of all incomes throughout the city by encouraging new affordable housing in high and moderate resource areas.
- HE.5 – GP 5      Maintain and enhance the quality of life within neighborhoods, including those identified as low resource and/or disadvantaged, by providing adequate maintenance to streets, sidewalks, parks, and other community facilities.

**Implementing Programs**

**Program HE-1.      Density Bonuses.** The City will 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. The Community Development and Housing and Community Services

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

Per Program HE-15, Planning Regulations Amendments, the City will continue to comply with California Government Code Section 65915, as revised, and amend Planning Regulations to be consistent with State density bonus law, as necessary.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 1, and HE.4 – GP 1.

**Responsible Department/Review Authority:** Community Development; Housing and Community Services.

**Time Frame:** Make zoning amendments by December 2024 if determined to be needed for consistency with state law and then assess and amend as needed every two years if updates to state law occur. (Planning Regulations Amendments described in **Programs HE-1, HE-3, HE-9, and HE-15** will be implemented concurrently.)

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** 300 lower-income units to facilitate housing mobility and reduce displacement risk resulting from overpayment for housing by creating new affordable housing opportunities.

**Program HE-2. Special Housing Needs and Underserved Populations.** The City will address the special housing needs of individuals with disabilities and developmental disabilities; extremely low-, very low-, and low-income households; large families; seniors; homeless individuals; farmworkers and their families; female-headed households with children; military families; and others with special needs by taking the following actions:

- a. To meet the needs of residents in Vacaville living with disabilities, including developmental disabilities, the City will partner with the North Bay Regional Center and other relevant agencies to provide support and access to resources. Work with the North Bay Regional Center to implement an outreach program that informs households in the city about housing and services available for persons with developmental disabilities. The program will include the development of an informational brochure, including information on services on the City’s website, and providing housing-related training for individuals/families through workshops. Meet with North Bay Regional Center and other relevant agencies by autumn 2023 and annually thereafter. Launch outreach program by autumn 2024.

- b. To meet the needs of seniors and persons with disabilities, the City will encourage all new units to be universally designed so they are accessible for both occupants and visitors and/or be easily adaptable to accessibility modifications. The City will provide information on universal and adaptable design on its website and at the building department counter by autumn 2023 and continually thereafter, updating it as new information is available.
- c. To meet the needs of seniors:
  - i. The City will partner with a nonprofit organization to create programs to address the high number of seniors living in single-family homes and their desire to age in place, including a program to facilitate shared housing arrangements and other related programs. Launch shared housing arrangements program by autumn 2024.
  - ii. The City will look for \$10,000 and establish partnerships with nonprofits or other appropriate organizations to restart the Senior Home Improvement Program and will look for ongoing funding to continue the program after the first year.
  - iii. Additionally, the City will identify funding need and seek funding for other programs to aid seniors and persons with disabilities in living independently by providing needed minor home repair and landscaping assistance and home modification services that support safe, in-home independence.
- d. To meet the needs of local military personnel and their households, the City will identify sites that are appropriate for military households based at Travis Air Force base and work with Air Force housing officials and nonprofit housing groups to build off-base housing units that are affordable to active military households at Travis Air Force Base. The City Manager's Office will also continue to participate in the Travis Regional Armed Forces Committee (TRAFC) to discuss the needs of military personnel and their households. The City will monitor the base's privatization program and provide assistance as needed for off-site housing programs. The City will prioritize sites in the southern part of the city, closest to the base. The City will release a Request for Proposals (RFP) by December 2023 that requires that units are prioritized for military members or veterans when the City-owned site 78 (Vanden Town Home) is developed. The City expects project entitlements to be completed by June 2025 and for building permits to be issued by May 2026.
- e. To meet the needs of multiple groups with special housing needs and to promote housing choice and mobility and access to jobs and neighborhood-serving amenities, the City will work with developers to support the development of multifamily and affordable units in moderate and high resource areas (**Appendix 3, Figure 3-7**). Meet annually with developers to discuss the need for these types of housing.

- f. To meet the needs of extremely low-income households, which includes farm workers, work with developers and other agencies to include units that are available to these households and proactively grant:
  - i. Priority processing
  - ii. Fee waivers or deferrals
  - iii. Modified development standards
- g. To meet the needs of seasonal and permanent farmworkers:
  - i. Coordinate with service providers, nonprofit organizations, employers, developers, and other Solano County jurisdictions to explore funding and incentives and to identify specific farmworker housing development opportunities. Seek partnerships and work to identify funding for solutions such as financing through the USDA.
  - ii. Provide regulatory incentives for construction of farmworker housing, include a requirement to prioritize a portion of new units for farmworkers, and encourage local affordable housing providers to set aside units for farmworkers.

Monitor the migrant student population in Vacaville and take additional actions to serve the farmworker population if an increase in population occurs.

**Implements Goals and Policies:** Goals HE.1 and HE.3; Policies HE.1 - GP 4, HE.1 - GP 9, HE.3 – GP 1, HE.3 – GP 2, and HE.3 – GP 4.

**Responsible Department/Review Authority:** Community Development; Housing and Community Services; other departments as appropriate.

**Time Frame:** Conduct an initial assessment of how the City is addressing the actions above by January 2024. By January 2025, establish plan for implementation of each action in program in an ongoing manner. The City will identify affordable development opportunities, grant incentives, assist with funding, and process entitlements on an annual basis. The City will evaluate and adjust efforts as necessary every other year.

- Meet with North Bay Regional Center and other relevant agencies by autumn 2023 and annually thereafter. Launch outreach program by autumn 2024.
- The City will provide information on universal and adaptable design on its website and at the building department counter by autumn 2023 and continually thereafter, updating it as new information is available.



- Launch shared housing arrangements program by autumn 2024. Seek \$10,000 to restart the Senior Home Improvement Program and look for ongoing funding to continue the program after the first year by June 2026. The City will identify funding need and seek funding for other programs to aid seniors and persons with disabilities by June 2026.
- Issue RFP for development of City-owned site 78 (Vanden Town Home) by December 2023. Complete project entitlements by June 2025 and issue building permits by May 2026.
- Identify partnerships, meet with at least three organizations (service providers, nonprofit organizations, employers, developers, and others as appropriate) and other Solano County jurisdictions to discuss opportunities for construction of housing for extremely low-income households, and specifically housing for seasonal and permanent farmworkers by December 2024 and annually thereafter. Work to identify funding on an ongoing basis.

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** 50 units for special needs groups, plus 120 units prioritized for military members or veterans at site 78 (Vanden Town Home) to reduce overpayment and displacement risk and increase housing mobility options in moderate and higher resource areas (**Appendix 3, Figure 3-7**).

**Program HE-3. Variety of Housing Types.** The City will require the development of housing in a range of sizes and types to meet a variety of needs throughout Vacaville, particularly “missing middle” housing and housing affordable to lower- and moderate-income households, through the following actions.

- a. The City will pursue providing incentives to support the development of missing housing types in the City including "missing middle," affordable, supportive, transitional, homeless shelters, and executive housing. Examples of incentives include proactively identifying sites in the City; securing direct funding through federal, State, and regional grants; donating or allowing deferred payment to purchase City owned land to private developers to address feasibility challenges; expediting permit review; implementing fee reductions and waivers or offering fee deferrals; and other incentives identified by the City for projects containing targeted missing housing types. The City will clearly publicize existing incentives available for development, including the incentives in the Downtown Specific Plan (DTSP) and the City’s Density Bonus ordinance.

- b. The City will amend the Land Use and Development Code, in accordance with the City's Housing Strategy, to require new subdivisions to include two-, three-, and four-plexes or other targeted missing housing types that are designed to look cohesive with adjacent single-family homes.
- c. The City will work with private and nonprofit developers to offer unique tenure and financing arrangements, including shared housing, cooperative housing, build-to-rent (single-family rentals), and rent-to-own, in accordance with the City's Housing Strategy.
- d. The City will work with private and nonprofit developers to expand the supply of three-bedroom apartments to provide affordable multifamily housing for large households and young adult households. The City will provide incentives to builders to provide housing with multiple bedrooms affordable to lower- and moderate-income households, aiming for construction of at least 20 units that meet these sizes, to meet the needs of female-headed households of all income levels (possible incentives will include reduced setbacks, reduced parking requirements, and technical assistance with applications for funding).
- e. To ensure that the multifamily component of specific plans are constructed, in partnership with the development community, the City will require that multifamily units be constructed on pace with or ahead of single-family units as part of development agreements.

*See also Program HE-4. Accessory Dwelling Units/Junior Accessory Dwelling Units (ADU/JADU)*

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 1, HE.1 - GP 3, and HE.4 – GP 1;

**Responsible Department/Review Authority:** Community Development; Housing and Community Services; other departments as appropriate.

**Time Frame:** The City will amend the Land Use and Development Code by December 2024; work with private and nonprofit developers at least annually. (Planning Regulations Amendments described in **Programs HE-1, HE-3, HE-9, and HE-15** will be implemented concurrently.)

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** 1,081 lower-income units, 409 moderate-income units, 1,105 above moderate-income units, for a total of 2,595 units to improve housing mobility opportunities, with a focus on integrating a variety of housing types in predominantly single-family and higher-income areas (**Appendix 3, Figures 3-8 and 3-17**).

**Program HE-4. Accessory Dwelling Units/Junior Accessory Dwelling Units (ADU/JADU).** The City will continue to amend its ADU/JADU ordinance as needed to remain compliant with recent and future changes to state law. The City will also promote ADUs/JADUs to property owners as a viable option for providing additional housing opportunities that could include affordable housing for lower-income seniors, single persons, or small households within existing neighborhoods, especially within moderate and high resource areas (**Appendix 3, Figure 3-7**).

The City will also implement the following efforts to promote ADU/JADUs development:

- a. In accordance with State law, the City will allow ADUs in all zones where single-family and multifamily are permitted.
- b. Collaborate with the Napa Sonoma ADU Center to create a similar resource program and services to property owners in Vacaville who may be interested in adding an ADU to their property.
- c. Work with local lending organizations to create an ADU/JADU construction loan program—similar to Napa Sonoma ADU Center’s loan program through Redwood Credit Union—that will help fund construction of these units.
- d. Encourage the construction of ADUs, particularly in moderate and high resource areas (**Appendix 3, Figure 3-7**).
- e. Research and coordinate with nonprofit organizations, builders, and banks regarding funding/assisting with construction costs and connect ADU/JADU owners and renters with that information. This will include encouraging financial institutions to appoint an “ADU/JADU Ambassador” who will be the local representative within the financial institution. The City would provide training and educational materials in multiple languages to the ambassadors. The City will maintain a list of ADU/JADU Ambassadors and distribute the list to interested homeowners seeking information about finding loans for ADU/JADU development.
- f. Market ADU/JADU development opportunities to residents, who may not be aware of the development potential on their property.
- g. Market financial assistance programs available through CalHFA and CalHOME and other programs that could provide the funding needed for households to proceed with construction.
- h. Reach out to local homeowners that have added an ADU/JADU to involve them in supporting other homeowners who are considering adding these type of units to their property. Hold a community “ADU/JADU Open House” to share ideas and inspire homeowners to build these type of units.
- i. Streamline permitting and reduce permitting fees for this particular housing type.

- j. Offer design templates or local- or State-approved templates to save money otherwise spent creating designs from scratch.
- k. Create a user-friendly page on the City’s website to convey the incentives and resources available to support the construction of ADUs/JADUs.
- l. Create short flyers and brochures (digital and print). Distribute through social media promotions, direct mailings to property owners, water bill inserts, and the dedicated City webpage.
- m. Establish an ADU/JADU point person at the City to serve as a central point of information and a resource for enhancing awareness.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 1, HE.1 - GP 3, HE.1 - GP 8 and HE.4 – GP 1.

**Responsible Department/Review Authority:** Community Development; Housing and Community Services.

**Timeframe:** Implement each program action by December 2025.

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** 37 lower-income units, 18 moderate-income units, 6 above moderate-income units, for a total of 61 units to facilitate housing mobility in moderate or high resource areas with predominantly single-family neighborhoods (**Appendix 3, Figure 3-7**). Geographically targets single-family, high-income neighborhoods and racially concentrated areas of affluence (**Appendix 3, Figures 3-8 and 3-17**), most notably those tracts identified in the sites inventory analysis that are largely built out.

**Program HE-5. Affordable Housing Construction.** The City will facilitate the construction of affordable housing through implementing four of the following six strategies:

- a. The City will meet with partners, such as nonprofit organizations, to offer a program based on the Community Land Trust model, where a community-controlled organization retains ownership of the land and sells or rents the housing on that land to lower-income household development projects aimed at providing homeownership opportunities for lower income families and individuals.
- b. The City will enact new measures that would raise local funding for the construction of affordable and other needed housing types, in accordance with the City’s Housing Strategy. Funding sources could include a housing trust fund, an affordable housing commercial linkage fee, an increase in the City’s sales tax or transient occupancy

- tax rate, a General Obligation bond, or other identified dedicated funding source/s. The City commits to implementing one or more of these funding sources.
- c. The City will work with developers to identify suitable sites and funding sources for affordable rental housing projects, particularly for very low and extremely low income households, as well as for low and moderate income households.
  - d. The City will incentivize development of affordable housing units, particularly in moderate and high resource areas (**Appendix 3, Figure 3-7**). Incentives may include the streamlining described in **Program HE-11**, Streamlining Housing, or alternatives to parking requirements described in **Program HE-19**, Alternate Parking Standards, or greater flexibility of outdoor recreation space standards for flexibility for multifamily, mixed-use, and affordable housing projects described in **Program HE-17**.
  - e. The City will partner with developers on applications for funding for housing construction. The City will pursue becoming a HOME entitlement community. 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 available sources.
  - f. The City will work with local nonprofit 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.

*See also Program HE-12. Centralized Housing Services Coordinator.*

**Implements Goals and Policies:** Goal HE.1 and HE.3; Policies HE.1 - GP 1, HE.1 - GP 2, HE.1 - GP 3, HE.1 - GP 4, HE.1 - GP 8, and HE.3 - GP 3.

**Responsible Department/Review Authority:** Housing and Community Services and Community Development Department

**Time Frame:** Conduct an initial assessment of how the City is addressing the actions above by March 2024 and ensure initiation to implement each program action by March 2026.

**Funding Source:** New General or other City Fund appropriation (if additional staffing or consulting resources are warranted), tax credits, and tax exempt bonds.

**Quantified Objective:** 1,081 lower-income units to improve access to moderate and higher resource areas (**Appendix 3, Figure 3-7**) for lower-income households and reduce displacement risk resulting from overpayment through increased housing mobility opportunities.

**Program HE-6. Supportive Housing.** The City will work with developers to incorporate the provision of supportive services with new and rehabilitated affordable units, in particular multifamily units, including services such as childcare, healthcare, case management, English as a second language, and job training, nearby or as a component of the development. The City will help facilitate or provide referral resources for the provision of childcare and job training, in conjunction with multifamily housing developments, to better serve the residents and improve a parents' ability to find and access employment and reduce vehicle trips. The City will review and if needed amend the Zoning Code to allow supportive housing in compliance with Assembly Bill (AB) 2162. This law requires that supportive housing be allowed without discretionary review in areas zoned for residential use and in zones where multifamily and mixed uses are permitted, including nonresidential zones permitting multifamily uses.

**Implements Goals and Policies:** Goal HE.3; Policies HE.3 – GP 1 and HE.3 – GP 2.

**Responsible Department/Review Authority:** Housing and Community Services.

**Time Frame:** Meet with at least three developers that include supportive services to discuss development and rehabilitation opportunities by June 2024 and annually thereafter. Provide ongoing facilitation and referral services, as requested. Amend zoning by December 2024.

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** Assist 15 households in multifamily units with facilitating or providing referral resources for childcare and/or job training to reduce displacement risk resulting from overpayment.

**Program HE-7. Emergency Shelters.** The City will continue to activate and operate emergency cooling and warming centers at the City's community centers during times of extreme weather that 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. The City will work with service providers, nonprofit organizations, and developers to support the construction of a low-barrier navigation center. The City will coordinate with other Solano County jurisdictions to increase the availability of emergency shelters, transitional housing, and homelessness services and to collaborate on the development of targeted assistance and outreach countywide.

*See also Program HE-15. Planning Regulations Amendments.*

**Implements Goals and Policies:** Goal HE.3; Policies HE.3 – GP 1 and HE.3 – GP 2.

**Responsible Department/Review Authority:** Parks and Recreation; Housing and Community Services; other departments as appropriate.

**Time Frame:** Meet with at least three organizations (service providers, nonprofit organizations, and developers) and other Solano County jurisdictions to discuss opportunities for construction of a low-barrier navigation center by January 2024 and annually thereafter. Provide ongoing emergency cooling and warming centers and emergency shelters during extreme weather and catastrophic events.

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** n/a.

**Program HE-8. Adequate Sites.** The City will maintain an inventory of sites available and appropriate for residential development for households of all income levels. This program will implement a land monitoring program to ensure that the city has enough land to meet its RHNA throughout the planning period and comply with no net loss requirements (Government Code Section 65863). To ensure the City maintains adequate sites to meet the RHNA, the City will implement the following:

- a. Update the site inventory list on an annual basis and post it on the City's website.
- b. Evaluate residential development proposals for consistency with goals and policies of the 2023-2031 Housing Element and the Sites Inventory List calculations. If there is a reduction in project density from what is shown in the site inventory list, the City will make written findings that the remaining sites identified are adequate to accommodate the RHNA by income level. If a proposed reduction of residential density will result in the Sites Inventory List failing to accommodate the RHNA by income level, the City will identify and make available additional adequate sites to accommodate its share of housing need by income level within 180 days of approving the reduced-density project.
- c. Given the favorable market trends, the City anticipates the buildout of the identified pipeline projects in the next five years. However, if these pipeline projects do not proceed as scheduled, the City will identify additional sites or other actions as appropriate to meet the RHNA.

**Implements Goals and Policies:** Goal HE.1 and HE.4; Policy HE.1 – GP 2 and HE.4 – GP 4

**Responsible Department/Review Authority:** Community Development; Housing and Community Services; other departments as appropriate.

**Time Frame:** Update the site inventory list on an annual basis; evaluate development proposals as they arise. Annually monitor the development of the identified pipeline projects and, if needed, identify additional capacity within six months.

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** n/a.

**Program HE-9. Sites Included in Previous Cycles.** Pursuant to Government Code Section 65583.2(c), any nonvacant sites identified in the fifth cycle or vacant sites identified in two or more consecutive planning periods shall be provided by-right development when at least 20 percent of the units in the proposed development are affordable to lower-income households.

See subsection **Sites Identified in Previous Housing Elements in Chapter 4, Housing Sites Inventory**, for applicable sites.

**Implements Goals and Policies:** Goal HE.1 and Policy HE.1 – GP 2.

**Responsible Department/Review Authority:** Community Development; Housing and Community Services; other departments as appropriate.

**Time Frame:** Planning Regulations will be updated by December 2024; however, effective upon adoption of this Housing Element, if an application for a residential project that includes 20 percent affordable units is received by the City for one of the applicable sites, the use shall be considered by-right during the application process. (Planning Regulations Amendments described in **Programs HE-1, HE-3, HE-9, and HE-15** will be implemented concurrently.)

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** 301 new housing units (290 units for lower-income households and 11 units for moderate-income households) to reduce displacement risk resulting from overpayment on housing by creating new affordable housing opportunities.



**Program HE-10. Infill Development.** The City will continue to support infill development in the city, particularly where infill opportunities exist within the City’s moderate resource areas to improve housing mobility options in areas of opportunity (**Appendix 3, Figure 3-7**). The City will do this through the preparation of specific plans, as appropriate, for housing projects, in accordance with the City’s Housing Strategy. To promote infill development, the City will:

- a. Convene a working group of residential developers to discuss and resolve impediments to construction.
- b. Leverage available State and federal funding sources to conduct infrastructure analyses and targeted studies to understand existing capacity and conditions in infill areas to identify and prioritize needed improvements to support infill development. Funding amounts will vary by project. For example, as of February 2023, the City is seeking grant funding for the Allison Policy Plan PDA Specific Plan in the amount of \$800,000.
- c. Adopt flexible standards or incentives that promote infill development (e.g., reduced parking requirements, reduced development and permitting fees, streamlined permitting).
- d. Continue to implement the DTSP, which was adopted in February 2022. As of February 2023, the City is currently constructing new infrastructure to support the future densification of downtown. Continue to promote the use of the DTSP’s residential prototypes that include flexible and relaxed development standards. These standards were created based on meetings with developers, property owners, and business owners.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 5 and HE.4 – GP 1.

**Responsible Department/Review Authority:** Community Development.

**Time Frame:** Convene a working group of residential developers by January 2025 and annually thereafter; revise the Land Use and Development Code as needed; evaluate state and federal funding opportunities in an ongoing manner and apply for at least four related grants during the planning period.

**Funding Source:** General Fund.

**Quantified Objective:** Process a development application for at least two new infill housing projects in moderate resource areas to improve housing mobility options in areas of opportunity (**Appendix 3, Figure 3-7**).

**Program HE-11. Streamlining Housing.** The City is committed to allowing a shortened process to help expedite housing projects and will work with applicants to combine stages of the review process to help facilitate an expedited review. The City will process submittals for housing projects as quickly as possible and prioritize the processing of special needs housing and residential care facilities submittals. Streamlining housing projects may take the form of prioritizing these projects and/or granting concurrent Planning and Building Permit review, as appropriate. The City will also continue to implement the adopted Objective Development Standards. In addition, the City will do the following:

- a. Continue to review the design of proposed multifamily development, and streamline the process to approve housing projects that include an affordable component.
- b. 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.
- c. The City will continue to review all development projects in accordance with State laws and use the SB 330 preliminary application form prepared by the Department of Housing and Community and Development. In addition to the already adopted Objective Development Standards, by January 2024, the City will establish a written policy or procedure, as well as other guidance as appropriate, to streamline the approval process and standards for eligible projects, in accordance with Senate Bill 35 (Government Code Section 65913.4).
- d. In accordance with the City’s Housing Strategy, the City will continue to increase the production of all housing types through expediting the planning approval process, reducing housing project costs, and reducing development risk. The City will continue to reduce the time and expense of the planning approval process by offering ministerial- and/or staff-level review of infill or other targeted housing types and optimizing the electronic plan review and online permitting processes. The City will strive to streamline and simplify the building permit process using best practices from other cities to improve aspects of the process, including coordination with departments, consistency, and timeliness, to make the development experience as efficient and certain as possible.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 1, HE.1 - GP 3 and HE.4 – GP 1.

**Responsible Department/Review Authority:** Community Development.

**Time Frame:** Conduct an initial assessment of how the City is addressing the actions by January 2024 and ensure implementation of each program action is initiated by June 2024.

**Funding Source:** General Fund; Senate Bill 2.

**Quantified Objective:** Expedite at least one housing project a year to facilitate housing mobility opportunities.

**Program HE-12. Centralized Housing Services Coordinator.** In accordance with the City’s Housing Strategy, the City will create a classification and evaluate the financial requirements of establishing a new position for a centralized housing services coordinator to further the production of affordable, infill, senior, ADU/JADU, missing middle, executive, and other needed housing types. If the study finds that establishing the new position is financially viable, the City will establish and fill the position or ensure that existing staff serve in a coordinator role.

Duties of the housing services coordinator would include evaluating infrastructure, financial feasibility, and other challenges facing development of needed housing; advancing solutions to overcome these challenges; maintaining an inventory of available sites for each needed housing type; recruiting developers; packaging funding for affordable housing projects; and providing technical assistance to homeowners and landowners who seek to build needed housing types. This position would also lobby for state and federal changes that would promote production.

**Implements Goals and Policies:** Goals HE.1, and HE.3; Policies HE.1 - GP 1, HE.1 - GP 4, HE.1 - GP 8, HE.3- GP 1, HE.3 – GP 2 and HE.3 – GP 3.

**Responsible Department/Review Authority:** Housing and Community Services.

**Time Frame:** Create a classification for a centralized housing services coordinator by autumn 2023. Evaluate the financial requirements of establishing a new position for a centralized housing services coordinator by 2024. If the study finds that establishing the new position is financially viable, the City will establish and fill the position by January 2025. If the City does not fill this position, it will ensure that existing staff serve in a coordinator role starting by January 2025 and continuing throughout the planning period.

**Funding Source:** New General or other City Fund appropriation.

**Quantified Objective:** A total of 2,595 units (1,081 lower-income units, 409 moderate-income units, 1,105 above moderate-income units) to improve housing mobility opportunities, with a focus on integrating a variety of housing types in predominantly single-family and higher-income areas (**Appendix 3, Figures 3-8 and 3-17**).

**Program HE-13. Community Support.** The City will provide information to the public that could help bolster community support related to the range of missing housing types and other housing-related topics in the city, in accordance with the City’s Housing Strategy. These information sessions could provide a forum for discussion regarding residential development costs and the cost of operating affordable housing, as well as addressing housing projects in light of housing needs. This campaign could include City Council working sessions; social media content; information available on the City website; and outreach to local journalists, media outlets, and community organizations. Information sessions could provide a forum for discussion regarding residential development costs and the cost of operating affordable housing, as well as addressing housing projects in light of housing needs. The City will provide materials in multiple languages.

**Implements Goals and Policies:** Goal HE.1; Policy HE.1 - GP 3.

**Responsible Department/Review Authority:** Housing and Community Services; Community Development; City Manager; Public Relations.

**Timeframe:** Hold working sessions with City Council annually. Provide information to the public approximately semi-annually and conduct outreach activities each year.

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** Develop and implement marketing strategies to bolster community support by the end of 2023. Provide information in an ongoing manner, updating materials at least twice a year if needed.

**Program HE-14. Development Fees.** On June 28, 2022, the City approved the Development Impact Fee Nexus Study and an updated impact fee schedule that takes into consideration new development forecasted in the city, necessary public facility improvements to serve new development, and the cost of the improvements. In the previous impact fee schedule, houses of any size paid the same impact fee. With the updated fee schedule, impact fees are differentiated by single-family home size and by housing type. Under this approach, smaller, single-family homes will pay lower fees than larger homes in most fee categories. The City is in the process of developing a fee deferral program for all housing projects with special provisions for deed-restricted affordable housing. A fee-reduction program targeting affordable housing and other targeted missing housing types is also under development.

In addition to the recently approved revisions to the development impact fee schedule, as of February 2023, the City is in the process of studying service fees associated with the cost of processing planning, building, engineering, and fire permits and establishing cost-

recovery rates for these services. This includes evaluating the fees charged for processing Density Bonus Housing Agreements (senior-restricted and not senior-restricted) to ensure these fees do not exceed the cost of the staff time needed to process these applications. Pending the outcome of this evaluation, the City will reduce these fees to help facilitate residential projects with density bonuses.

Building on the City's OpenCounter platform, which allows the public to easily access critical information about the development process, the City will ensure all development-related fee requirements are posted on the City's website. For example, based on input from the development community, Benefit District Fees are not clearly shown on the City's typical fee schedule.

**Implements Goals and Policies:** Goal HE.1; Policy HE.1 - GP 3.

**Responsible Department/Review Authority:** Public Works; Community Development.

**Timeframe:** Adjust the fees as recommended in the Development Impact Fee Update report, and adjust service fee rates, by December 2025. Continue to ensure that they only cover cost recovery and do not provide any profit to the City, ongoing throughout the planning period.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-15. Planning Regulation Amendments.** The City will 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.

The City will implement the following specific Planning regulation amendments to alleviate constraints to the production of housing, including the production of housing for special needs populations.

- a. *Employee Housing.* The City will amend the Land Use and Development Code to allow employee housing in accordance with Health and Safety Code Sections 17021.5, 17021.6, and 17021.8.
- b. *Single Room Occupancy (SRO).* The City will ensure compliance with Government Code Section 65583 by allowing SROs and/or congregate residences (rental housing with communal dining and/or bathroom facilities) (other than those for seniors) to facilitate extremely low-income housing in at least one zoning district in the city.

- c. *Mobile Homes*. The City currently classifies manufactured housing the same as single family detached dwelling units. The City will ensure compliance with Government Code Section 65852.3 by also defining mobile homes as residential uses and allowing them in all zones where single-family homes are allowed with the same approval process that is used with single-family homes.
- d. *Low-Barrier Navigation Centers*. The City will ensure compliance with Government Code Section 65662 by allowing low-barrier navigation centers by right in zones where mixed uses are allowed or in nonresidential zones that permit multifamily housing.
- e. *Emergency Shelters*. In accordance with Government Code section 65583(a)(4), the City commits to amending its zoning code to permit emergency shelters without discretionary action and ensure all development standards are appropriate and in compliance with statutory requirements (including, but not limited to, parking requirements, heights, and lot sizes). The City will:
  - Remove the Conditional Use Permit requirement and permit emergency shelters without discretionary action in the CG zone, so that a sufficient amount of vacant or underutilized land is available.
  - Allow sufficient parking to accommodate all staff working in the emergency shelter, provided that the standards do not require more parking for emergency shelters than other residential or commercial uses within the same zone.
- f. *Residential Care Facilities*. The City will allow residential care facilities for seven or more persons in all residential zones, only subject to the restrictions that apply to other residential uses of the same type in the same zone.
- g. *Density Bonus*. The City will continue to comply with California Government Code Section 65915, as revised, and amend Planning Regulations to be consistent with State density bonus law.
- h. *Planned Growth Ordinance*. On March 10, 2020, the City Council adopted a resolution that suspends the implementation of its planned growth ordinance until December 31, 2024. To help facilitate housing production, the City will adopt a new resolution to extend the suspension of the ordinance until January 1, 2034 since the General Plan and Municipal Code set policies and standards to ensure development is adequately serviced by public utilities and infrastructure.
- i. *Reasonable Accommodations*. The City will amend Chapter 14.09.330 to remove the two findings that were found to be a constraint: (1) there are no alternatives to the requested waiver or exception that could provide the same benefits to the applicant without the requested accommodation or with a less deviation from standards and (2) other reasonable accommodations that may provide an equivalent level of benefit. The City will also periodically review and update the findings in

the Municipal Code for a reasonable accommodation request, as needed, to continue to comply with State law.

- j. *Family.* To ensure the City does not have any practices that could discriminate against persons with disabilities and impede the availability of such housing for these individuals, or discriminate based on familial status, the City will define family in accordance with Federal and State fair housing standards, such as, “A Family is one or more individuals who live together. Members of the family do not need to be related by blood, marriage or in any other legal capacity.”
- k. *Objective Standards for Minor Use Permits, Conditional Use Permits, and Adjustments Applications.* The City will amend Chapters 14.09.300.050 and 14.09.310.050 of the Municipal Code to remove findings that are considered a constraint due to their subjectivity, or rewrite them using objective standards.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 1, HE.1 - GP 3 and HE.4 – GP 1.

**Responsible Department/Review Authority:** Community Development Department.

**Time Frame:** Complete the amendments to the Land Use and Development Code described above by December 2024. (Planning Regulations Amendments described in **Programs HE-1, HE-3, HE-9, and HE-15** will be implemented concurrently.)

**Funding Source:** General Fund; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

**Quantified Objective:** n/a.

**Program HE-16. Inclusionary Housing Ordinance.** In accordance with the City’s Housing Strategy, the City will study the feasibility of adopting an inclusionary housing ordinance that requires a certain percentage of housing to meet very low-, low-, and moderate-income levels to be included in every housing project, or be permitted to pay an in-lieu payment option. During the study, the City will consult with local developers about the possible adoption of the inclusionary housing ordinance.

**Implements Goals and Policies:** Goal HE.1 and HE.3; Policies HE.1 - GP 1, HE.1 - GP 4, HE.1 - GP 8, and HE.3 - GP 1.

**Responsible Department/Review Authority:** Community Development; Housing and Community Services.

**Timeframe:** Determine if the City will adopt an Inclusionary Housing Ordinance by December 2023.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-17. Citywide Densities and Zoning.** In accordance with the City's Housing Strategy,\* the City will amend the Land Use and Development Code:

- a. Increase maximum densities in the higher density residential zones (i.e., Residential Medium High, Residential High, and Mixed-Use zones), particularly in the downtown or mixed-use nodes of the city. The City will consider maximum densities of 60 to 100 units per acre in downtown and mixed-use areas and up to 40 units per acre in high-density areas that are not intended to be high-activity areas.
- b. Increase minimum and maximum densities in lower density zones, such as the Residential Rural, Residential Estates, Residential Low, and Residential Low Medium density zones, to allow for townhomes, duplexes, or other creative housing solutions that can be sold at a lower cost than detached, single-family homes to the populations in need of housing.
- c. Amend development standards to facilitate achieving maximum densities and a diversity of housing types, including, but not limited to, adjusting zoning requirements to increase height limits to allow taller buildings and reduced setbacks in moderate- and high-density zones. In commercial and mixed-use zones, amend standards as needed to ensure that maximum residential densities are achievable and that at least 30 units per acre are achievable where there are no set maximum densities.
- d. Prioritize infill residential development by allowing an increase in densities and a streamlined development review process.
- e. Change the City's existing regulations, which already do a good job of encouraging ADUs/JADUs, to lessen setback and parking requirements for ADUs/JADUs in some areas.
- f. Revise the outdoor recreation space standards to lessen the requirements or allow flexibility for multifamily, mixed-use, and affordable housing projects throughout the city.
- g. Address General Plan Policies:
  - i. LU-P11.4 will be revised by 2024 to lower the buffer requirement between residential and industrial uses from 200 feet to 50 feet. The zoning code could then be amended to include provisions that require an industrial buffer yard between residential and industrial uses. Typical minimum widths of industrial buffer yards are 25 feet within a 50-foot minimum setback area. As part of this effort, to promote fair housing, the City will carefully evaluate



the transitional buffers or screening between residential and heavy industrial uses to help ensure sensitive receptors are not negatively affected by heavy industrial uses.

- ii. LU-P12.3 describes the target of maintaining a citywide housing mix of approximately 75 percent single-family and 25 percent multifamily attached housing. Although LU-P12.3 has not acted as a constraint thus far, it is important that the policies and programs of all of the General Plan elements are internally consistent. Therefore, the City will revise LU-P12.3 so it is consistent with this Housing Element.\*
- iii. LU-P3.1 requires an environmental impact report (EIR) to be prepared when approved residential development exceeds the amount of development projected by the General Plan Update EIR. As described in Chapter 6, Constraints, the projected buildout evaluated by the EIR is anticipated to align with the average annual housing unit production rate. However, the City will continue to monitor the remaining capacity and growth projections, conduct an assessment mid-cycle, address any unexpected results, and, if required, make lands within the urban reserve available for residential uses.\*
- iv. LU-P17.10 addresses development within the East of Leisure Town Road area. The City will continue to monitor the implementation of its housing programs, with a particular focus on the availability of land relative to its RHNA and the residential growth projections of the 2035 horizon year of this General Plan and address any unexpected results, accordingly.\*

\*Program actions g.ii, g.iii, and g.iv are not included in the Housing Strategy. Added here based on potential constraints identified in Chapter 6, under General Plan Policies.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 1, HE.1 - GP 3, and HE.4 – GP 1.

**Responsible Department/Review Authority:** Community Development.

**Time Frame:** Complete any applicable amendments to the Land Use and Development Code by December 2026. Revise Land Use Element policies (item g.) by 2024 and monitor for consistency in an ongoing manner. Monitor circumstances described in items iii. and iv. in January 2026 and January 2029. Conduct an assessment of items described in item iii mid-cycle.

**Funding Source:** General Fund.

**Quantified Objective:** A total of 2,595 units (1,081 lower-income units, 409 moderate-income units, 1,105 above moderate-income units) to improve housing mobility opportunities, with a focus on integrating a variety of housing types in

predominantly single-family and higher-income areas (**Appendix 3, Figures 3-8 and 3-17**).

**Program HE-18. Site Inventory Rezone Program.** Concurrently with adoption of this Housing Element:

- a. The City will increase the maximum density from 24 to 30 units per acre for the Residential High (RH) Density Zoning District citywide, in accordance with the default density by Department of Housing and Community Development (HCD) for development suitable for lower income households in Vacaville. The upzoning will affect parcels citywide, including eight parcels in the Housing Element site inventory. These eight parcels include the site of Peabody Road Apartments, a pipeline project shown in **Table 4-6**, and six vacant parcels (sites 27, 28, 39, 53, 71, and 73) shown in **Table 4-7**.
- b. The City will change the zoning and general plan designations for 15 vacant sites and one nonvacant site in the Housing Element inventory to Residential High Density. Of the 16 sites, 15 currently allow a mixture of commercial and residential uses. Once rezoned and redesignated, only residential uses will be allowed on these 15 sites. The 15 sites are: 2, 15, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 79. The 16th site (site 78) is already zoned exclusively for residential; however, it will be rezoned from RM to RH, which will allow for greater density. See **Tables 4-7 and 4-8**.

To meet its RHNA, the City has a surplus of capacity, including pipeline projects, anticipated ADUs, and vacant and underutilized sites that are presently suitably zoned. As demonstrated in the subsection called Sites Suitably Zoned for Residential Uses at Appropriate Densities in Chapter 4, Housing Sites Inventory, the rezoning described in this program is not necessary for the City to meet its RHNA; however, it evidences the City's commitment to furthering residential development. Therefore, the upzoning/rezoning is not proposed to address a shortfall of sites and upzoned/rezoned sites are not subject to the requirements of Government Code Section 65583.2(h).

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 1, HE.1 - GP 3 and HE.4 – GP 1.

**Responsible Department/Review Authority:** Community Development;

**Time Frame:** Complete amendments to the Zoning Code at the same hearing where the Housing Element is adopted by June 2023.

**Funding Source:** General Fund.

**Quantified Objective:** Differential of 165 additional units allowed (gross yield) on parcels in the inventory due to upzoning/rezoning described in program (161 lower income units and 4 moderate-income units).

**Program HE-19. Alternative Parking Standards.** The City will amend the parking requirements for studios in the Land Use and Development Element to lower the requirement to 0.5 spaces per unit. The City will also allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in parking requirements.

During the developers meeting, a few of the developers identified parking requirements as a barrier to housing production; however, not all agreed the City's parking standards are an impediment. If a new housing development project needs reduced parking to develop, the City will allow developers the opportunity to provide creative solutions, where feasible, to reduce parking requirements. Creative solutions may include supplemental transit passes, increased bicycle parking, a shared vehicles program, or other solutions agreed on by the City and the developer.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 3 and HE.4 – GP 1.

**Responsible Department/Review Authority:** Residential developers and Community Development.

**Time Frame:** The City will amend the Code to change the parking requirement for studios to 0.5 spaces per unit and to allow supplemental transit passes, increased bicycle parking, a shared vehicles program, or other parking alternatives by December 2025.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-20. Nut Tree Airport.** In partnership with the Nut Tree Airport Land Use Commission, the City will study whether the permitted uses and boundaries of the Nut Tree Airport compatibility zones can be re-evaluated to accommodate housing in addition to sites currently in the inventory used to meet the City's RHNA that are located in the Nut Tree Airport compatibility zone F.

The Nut Tree Airport is northeast of the downtown and is guided by the County Airport Land Use Plan, which establishes six compatibility zones around the airport that guide the acceptable and normally not acceptable uses based on the proximity of the zone to the airport. The majority of Vacaville is in zone F, which does not place any restrictions on the types of land uses allowed, with the exception of land uses that could cause a hazard to flights. Sites in the City's Housing Element inventory that are in zone F account for a

capacity of 1,555 units; however, there are no restrictions on residential uses in zone F. Residential uses are prohibited in zones A, B, and C. The City will work with the Airport Land Use Commission to study whether the boundaries can be revised or if the residential uses permitted in each zone can be restudied. The City will work with the Airport Land Use Commission to implement any changes determined to be feasible.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 - GP 3 and HE.4 – GP 1.

**Responsible Department/Review Authority:** Community Development

**Time Frame:** Review the Nut Tree Airport compatibility zones and meet with the Airport Land Use Commission by January 2028.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-21. Energy Conservation.** The City will facilitate energy conservation in development by:

- a. Implementing the California energy conservation standards, including the California Green Building Standards Building Code.
- b. Assisting in the development of active transportation infrastructure to reduce automobile traffic and the resulting emissions.
- c. Encouraging energy conservation through energy-reducing landscaping, orientation and configuration of buildings, siting, and other factors affecting energy use.
- d. Continuing to evaluate energy efficiency and apply appropriate mitigation measures through the environmental review process.
- e. Continuing to implement the Energy and Conservation Action Strategy (ECAS), which includes policies that address energy conservation.

**Implements Goals and Policies:** Goals HE.1 and HE.2; Policies HE.1 - GP 7 and HE.2 - GP 2.

**Responsible Department/Review Authority:** Community Development Department; Public Works Department.

**Time Frame:** Ongoing, as needed.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-22. Water and Sewer Prioritization for Affordable Housing.** The City of Vacaville, in its capacity as the water and sewer service provider, will grant priority for service allocations to proposed developments that include housing units affordable to lower-income households.

During the review of development entitlements for proposed residential projects affordable to extremely-low- 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 and there is currently sufficient water and treatment capacity to accommodate the RHNA during the timeframe of the element.

**Implements Goals and Policies:** Goal HE.4 and Policy HE.4 - GP 3.

**Responsible Department/Review Authority:** Community Development Department; Utilities Department.

**Time Frame:** Ongoing, as applications arise.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-23. Below-Market-Rate Loan Programs.** The City will pursue funding with a goal to provide at least \$25,000 per unit to operate 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. Advertise the availability of the program in low resource areas (**Appendix 3, Figure 3-7**), using materials in multiple languages.

**Implements Goals and Policies:** Goal HE.2; Policies HE.2 – GP 2 and HE.2 - GP 3.

**Responsible Department/Review Authority:** Housing and Community Services.

**Time Frame:** Ongoing, as needed by community members. Start pursuing funding mid-year 2024. Disseminate marketing materials upon securing funding and annually thereafter.

**Funding Source:** General Fund.

**Quantified Objective:** Assistance to 300 households (15 extremely low, 60 very low, and 225 low income) to protect occupants, particularly low-income owners and renters, from displacement risk resulting from overpayment on housing or substandard conditions.

**Program HE-24. First Time Homebuyer.** The City will continue to provide First Time Homebuyer opportunities through various funding mechanisms, including down payment loans and homebuyers' education activities. Advertise the availability of the program in low resource areas (**Appendix 3, Figure 3-7**), using materials in multiple languages.

The City will continue to provide a down payment assistance program based on the availability of funding. It is estimated that the City will commit approximately \$1.75 million to assist up to 35 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 HUD-certified Housing Counseling Center.

**Implements Goals and Policies:** Goal HE.3 and Policy HE.3 - GP 3.

**Responsible Department/Review Authority:** Housing and Community Services.

**Time Frame:** Ongoing, as needed by community members. Start pursuing funding in 2023. Disseminate marketing materials upon securing funding and annually thereafter.

**Funding Source:** General Fund.

**Quantified Objective:** 35 first-time homebuyers to facilitate housing mobility opportunities.

**Program HE-25. Housing Rehabilitation.** To facilitate place-based conservation and revitalization and the habitability of homeowners' homes in Vacaville—including homes in neighborhoods identified as having the greatest rehabilitation needs and homes owned by low-income households—the City will seek funding and create rehabilitation assistance programs and implement the actions listed below to educate homeowners and pursue financial resources to aid in the repair or rehabilitation of their homes. The City will continue to enforce the Public Nuisance Ordinance (PNO) to encourage property maintenance and to promote improved quality of life in Vacaville's communities. The City will evaluate its procedures in implementing the PNO to identify the potential for displacement of lower income households and the potential for any protected classes to be disproportionately impacted through enforcement actions. The City will adjust procedures accordingly if any are identified as a barrier to fair housing.

- a. As funding becomes available, the City will rehabilitate homes in neighborhoods where housing conditions are poor to fair. These areas include the Rocky Hill Road/Markham Avenue Area, and the Beard Street Area, as identified in **Table 3-1, Housing Conditions Survey Results**. As additional funding becomes available, the City will also target neighborhoods where housing conditions are fair to good. As identified in **Table 3-1**, including areas west of City Hall, the city’s “ABC” streets (i.e. Acacia Street, Buckeye Street, and Cottonwood Street), Hemlock and Fir Streets, the east and west Fairmont Neighborhoods, and northwest Vacaville. Approximately \$50,000 to \$100,000 will be provided for each home rehabilitation.
- b. The City will advertise rehabilitation assistance programs for lower-income households to alleviate substandard conditions before they reach the point of inhabitability.
- c. The City will work with property owners and developers to identify ways to improve the quality of rental housing in alignment with HUD fair housing objectives. The City will continue to host annual fair housing workshops with landlords and tenants that covers the quality of rental housing and will invite developers to these workshops as well.
- d. The City will update the municipal code to require that buildings that are vacant for greater than 30 days be registered with the City. The code update will include updated standards for maintenance of vacant buildings. The City will periodically inspect vacant buildings to ensure that violations are corrected in a timely manner so that vacant properties, especially units in the foreclosure process, do not become blighted and undermine neighborhood stability.
- e. The City will seek financial opportunities to fund additional staff to conduct strict enforcement of bank-owned properties and other foreclosed homes as funding allows to ensure they are properly maintained and do not negatively impact their neighborhoods. This will include the monitoring of foreclosed properties.
- f. The City will continuously monitor and apply for grants and seek financial opportunities to fund additional staff to implement a proactive code enforcement program for owners of affordable units.
- g. The City will work with owners of deed-restricted affordable apartment complexes to identify funding of approximately \$25,000 per unit to improve conditions.
- h. The City will work on identifying funding to provide approximately \$25,000 per unit and designing a rental rehabilitation program where the City will provide low interest rate loans to existing rental property owners to improve the habitable condition(s) of their rental units occupied by very low-, low-, and moderate-income tenants.

**Implements Goals and Policies:** Goal HE.2; Policies HE.2 - GP 1 and HE.2 – GP 3.

**Responsible Department/Review Authority:** Fire Department Code Enforcement Division, Housing and Community Services.

**Time Frame:** Conduct an initial assessment of how the City is addressing the actions by December 2023 and ensure implementation of each program action is initiated by January 2026.

**Funding Source:** General Fund.

**Quantified Objective:** Assist 80 units with rehabilitation in the planning period to reduce displacement risk resulting from overpayment on housing.

**Program HE-26. Condominium Conversion Ordinance.** The City will continue to enforce and update the Condominium Conversion Ordinance.

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 vacancy rate falls below 3 percent and requires the applicant to fund the vacancy survey.

**Implements Goals and Policies:** Goal HE.2 and Policy HE.2 – GP 4.

**Responsible Department/Review Authority:** Community Development Department.

**Time Frame:** Ongoing, as applications arise.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-27. At-Risk Units.** The City will continue to maintain a directory of all below-market-rate units in Vacaville and when their regulatory restrictions expire. The City will assist in maintaining the affordability of units produced through federal and State programs to the extent possible by working with appropriate organizations to identify units that may convert to market-rate units, analyzing the cost of keeping the units affordable, and taking measures to ensure continued affordability or providing assistance to residents if the affordability of the units is removed.



In addition, the City will continue to enforce housing affordability agreements between the owners and the City.

If there are any units at risk of converting to market rate, the City shall:

- a. Contact property owners of units at risk of converting to market-rate housing within three years of affordability expiration to discuss the City's desire to preserve complexes/units as affordable housing.
- b. Coordinate with owners of expiring subsidies to ensure the required notices to tenants are sent out at three years, 12 months, and six months.
- c. Reach out to agencies interested in purchasing and/or managing at-risk units.
- d. Work with tenants to provide education regarding tenant rights and conversion procedures pursuant to California law.

If any of the owners indicate that the affordability of the units is at risk of conversion to market-rate housing or that the owner intends to sell the property, the City will seek to facilitate the acquisition of the property by another for-profit or nonprofit entity to preserve the rental units as affordable housing. The City will not take part directly in negotiations regarding the property but will apply for state or federal funding on behalf of an interested nonprofit entity, if necessary, to protect the affordability of the rental units.

**Implements Goals and Policies:** Goal HE.2 and Policy HE.2 - GP 4.

**Responsible Department/Review Authority:** Housing and Community Services; other departments as appropriate.

**Time Frame:** Ongoing communication with owners, service providers, and eligible potential purchasers; work with owners of deed-restricted units on an ongoing basis, in particular at the time of change of ownership.

**Funding Source:** General Fund.

**Quantified Objective:** Preserve the 10 at-risk affordable units scheduled to expire in 2029 (The Sycamores Apartments) to reduce displacement risk resulting from overpayment on housing.

**Program HE-28. Fair Housing.** The City will 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 and will affirmatively further fair housing through the following actions:

- a. Implement the future strategies identified in the City of Vacaville's Analysis of Impediments to Fair Housing by the Housing and Community Services Department (2020).
- b. Work with at least four local, regional, and federal fair housing providers/advocates to provide annual training to landlords on fair housing rights and responsibilities with the intent of reducing or eliminating discrimination. Ensure these trainings include housing providers in moderate and higher resource areas (**Appendix 3, Figure 3-7**). (See also **Program HE-33. Housing Choice Voucher Program**.) To track the effectiveness of training, designees of the City (such as the Housing Authority, a consultant, or a fair housing service provider) will conduct test applications at a selection of at least five properties each year.
- c. Investigate implementation of a requirement that landlords complete training on fair housing rights and responsibilities in order to obtain or renew a business license.
- d. Ensure residents and housing providers are aware of fair housing laws, rights, and requirements as well as resources available to residents should they experience discrimination. Housing and Community Services staff, or their designee (such as the Housing Authority, a consultant, or a fair housing service provider) will create at least two brochures and content to post on the City's website with fair housing information. The City will ensure that fair housing information is available and updated annually or as needed on the City's website and through distribution of printed materials at government buildings and community meetings or City sponsored or attended events such as: Kid Fest, Neighborhood Clean-Up, National Night Out, fair housing training, during Fair Housing month activities, etc.
- e. Work with at least two legal service and fair housing providers to ensure all residents have access to legal counseling and representation in cases of discriminatory lending practices and other fair housing issues.
- f. The City will ensure translation or interpretation services for the public are available when requested, including, but not limited to meetings, events, workshops, and materials. These services will include audio, visual, and written translation, as appropriate, for all languages including American Sign Language.
- g. Identify and implement targeted and multilingual outreach strategies to encourage underrepresented groups to participate in homeownership programs. Strategies will include associated timelines, metrics, and milestones. When the City is not able to provide these services, work with community-based or other organizations to provide homebuyer education, financial counseling, and foreclosure prevention.
- h. Provide education to landlords and property managers on requirements to address reasonable accommodation requests when a complaint is received by the City.

- i. On a three to four year cycle, the City's public transit system, Vacaville City Coach, will continue to perform a comprehensive transit service analysis in accordance with the City Coach Public Participation Plan (CCPPP) to ensure that no one is precluded from participating in City Coach's service planning and development process. The CCPPP encourages and guides public involvement efforts to enhance access to City Coach's transportation decision-making process by minority and Limited English Proficient populations.
- j. Continue to celebrate Fair Housing Month each April by promoting youth and adult education and outreach activities; public service announcements and features on the local television cable channel; newspaper articles and editorials; and public forums and workshops. Other education and outreach activities may include distributing handouts at the Senior Center, apartment complexes, and to Section 8 participants and displaying posters and handouts in City offices and Community in Spanish and English.
- k. 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 US HUD Community Development Block Grant (CDBG) Entitlement program when the Consolidated Plan is prepared and identify and implement actions to address identified impediments within the five-year time frame of the Consolidated Plan.
- l. The City will evaluate the options for contracting with an independent fair housing agency and/or legal services provider to receive fair housing complaints and to ensure all residents have access to legal counseling and representation in cases of discriminatory lending practices and other fair housing issues. The City will evaluate options and implement a selected course of action, as appropriate. The assessment will include data analysis of volume and types of fair housing complaints, current operating costs associated with fair housing work, cost of contracting with an outside service provider, and identifying the best solution that is also cost effective.

**Implements Goals and Policies:** Goal HE.5; Policies HE.5 - GP 1, HE.5 - GP 2, HE.5 - GP 3, HE.5 - GP 4, and HE.5 - GP 5.

**Responsible Department/Review Authority:** Community Development; Housing and Community Services; other departments as appropriate.

**Time Frame:** Conduct an initial assessment of how the City is addressing the actions above following adoption of the Housing Element and ensure implementation of each program by January 2026.

**Funding Source:** General Fund.

**Quantified Objective:** Work with at least four local, regional, and federal fair housing providers/advocates to provide annual training to landlords on fair housing rights. Conduct test applications at a selection of at least five properties each year to track the effectiveness of training. Prepare at least two brochures and content to post on the City's website with fair housing information. Work with at least two legal service and fair housing providers annually to ensure all residents have access to legal counseling and representation in cases of discriminatory lending practices and other fair housing issues.

**Program HE-29. Support for Agencies Serving the Homeless.** The City will provide technical and/or support services to nonprofit agencies and other entities serving the homeless, in addition to the following:

- a. The Vacaville Police Department will continue to collaborate with Homeless Roundtable members through the Police Department Community Response Unit.
- b. Continue to participate in the regional homeless subcommittee.
- c. Continue to assist the Vacaville Solano Services Corporation and the Vacaville Community Welfare Association, the Community Action Partnership of Solano (CAP Solano), and others who provide homeless services through the provision of technical and/or support assistance, as funding allows.
- d. Continue participating on the Community Action Partnership of Solano (CAP Solano) Joint Powers Authority to oversee safety net services and grants to address poverty and homelessness.
- e. Monitor the demographic composition of the homeless population surveyed during Point-In-Time surveys to identify needs for targeted resources or outreach.

**Implements Goals and Policies:** Goal HE.3; Policies HE.3 - GP 1, HE.3 - GP 2 and HE.3 - GP 4.

**Responsible Department/Review Authority:** Police Department; Housing and Community Services.

**Time Frame:** Ongoing, following adoption of Housing Element. Conduct a mid-cycle evaluation of the program by 2027.

**Funding Source:** General Fund.

**Quantified Objective:** Reach out to at least five nonprofit agencies and other entities serving the homeless every year to confirm if technical and/or support services are needed.

**Program HE-30. Emergency Housing.** The City will continue to support and expand the Vacaville Community Welfare Association’s (VCWA) emergency voucher and other emergency housing-related programs.

The City will continue to provide approximately \$100,000 per year for other emergency housing related programs and activities through the Vacaville Family Resource Center (FRC), such as the VCWA program which is under the police department and receives funds from the VCWA to continue to provide funding for food and gas vouchers and other subsistence needs 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.

**Implements Goals and Policies:** Goal HE.3; Policies HE.3 - GP 1, HE.3 - GP 2, and HE.3 - GP 4.

**Responsible Department/Review Authority:** Police Department.

**Time Frame:** Ongoing, following adoption of Housing Element.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-31. Homelessness Continuum of Care.** The City will continue to participate on the Community Action Partnership of Solano, Joint Powers Authority (CAP Solano JPA) to oversee safety net services and grants to address poverty and homelessness and oversee the Homelessness Continuum of Care.

**Implements Goals and Policies:** Goal HE.3; Policies HE.3 - GP 1, HE.3 - GP 2, and HE.3 - GP 4.

**Responsible Department/Review Authority:** Housing and Community Services.

**Time Frame:** Ongoing, following adoption of Housing Element.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-32. Low Barrier Housing.** The City will continue to reach out to and collaborate with local faith-based organizations and partners to develop appropriate housing with support services to implement a “Low Barrier Housing” or similar program such as: supporting an organization’s application for Veterans Housing and Homelessness Prevention funding. The City will also continue to support local faith-based and other organizations’ programs to engage homeless persons and

assist in placing them in shelters or locating resources by contacting the local Coordinated Entry System and other resources.

**Implements Goals and Policies:** Goal HE.3; Policies HE.3 - GP 1, HE.3 - GP 2, and HE.3 - GP 4

**Responsible Department/Review Authority:** Housing and Community Services, Police Department.

**Time Frame:** Reach out to and collaborate with local faith-based organizations twice a year, upon adoption of the Housing Element. Collaborate on funding applications as opportunities arise.

**Funding Source:** General Fund.

**Quantified Objective:** Reach out to local faith-based organizations and partners in 2023 to implement a “Low Barrier Housing” or similar program by January 2025.

**Program HE-33. Housing Choice Voucher Program.** To promote housing mobility in moderate- and high-resource neighborhoods, the City will:

- a. Continue to operate and expand the HUD Housing Choice Voucher Program and other rent subsidy programs.
- b. Continue to apply for additional Housing Choice Vouchers as additional federal funding becomes available.
- c. Continue to implement the Section 8 Homeownership Program, which provides homeownership opportunities for eligible lower-income households. Maintain the 1,392 vouchers currently allocated to the Housing Authority.
- d. Provide referral services and information to the city’s residents on housing choice voucher programs, ensuring that all information is offered digitally and physically and in languages as appropriate per the Housing Authority Language Assistance Plan. Housing and Community Services staff, or their designee (such as the Housing Authority, a consultant or a fair housing service provider) will create brochures and content to post on the City’s website with information on the HUD Housing Choice Voucher Program and other rent subsidy programs. The City will ensure that fair housing information is available and updated annually or as needed on the City’s website and through distribution of printed materials at government buildings and community meetings or City sponsored or attended events such as: Kid Fest, Neighborhood Clean-Up, National Night Out, fair housing training, during Fair Housing month activities, etc.

- e. Coordinate with community-based organizations that serve Vacaville's special-needs populations to reach households that would qualify for housing choice voucher programs.
- f. Increase voucher acceptance in high- and moderate-resource areas to increase opportunities for housing mobility, (**Appendix 3, Figure 3-7**). Consider the feasibility of a landlord incentive program for landlords that accept voucher holding tenants.
- g. Housing and Community Services staff or their designee will work with local, regional, and federal fair housing providers/advocates to provide annual training to landlords regarding fair-housing requirements, including the requirement that they accept vouchers, and the requirements to address reasonable accommodation requests. Educate property owners in high and moderate resource areas (**Appendix 3, Figure 3-7**), as defined by the California Tax Credit Allocation Committee (TCAC), about the benefits of voucher-holding tenants, encouraging them to market available units at their rental properties to voucher holders. To track the effectiveness of landlord training on voucher acceptance, designees of the City (such as the Housing Authority, a consultant, or a fair housing service provider) will conduct test applications at a selection of at least five properties each year. (*See also Program HE-28. Fair Housing.*)
- h. Investigate implementation of a requirement that landlords complete training on the Housing Choice Voucher Program, other rent subsidy programs, fair housing and reasonable accommodations in order to obtain or renew a business license. (*See also Program HE-28. Fair Housing.*)

**Implements Goals and Policies:** Goals HE.2 and HE.3; Policies HE.2 - GP 4 and HE.3 - GP 3.

**Responsible Department/Review Authority:** Housing and Community Services.

**Time Frame:** Annual training to landlords following adoption of Housing Element. Coordinate with community-based organizations on an annual basis. Operate the Housing Choice Voucher program on an ongoing basis, when eligible. Conduct test applications at a selection of at least five properties each year.

**Funding Source:** General Fund.

**Quantified Objective:** Manage the 1,392 vouchers currently allocated to the Vacaville Housing Authority.

**Program HE-34. Demolitions, Replacement Housing and Displacement.** To reduce displacement risk, the City will develop a program to connect lower-income households with housing opportunities and continue to create relocation plans for households facing displacement as a result of local government action.

In accordance with California Government Code Section 65583.2(g), the City will require replacement housing units subject to the requirements of California Government Code Section 65915(c)(3) on sites identified in the sites inventory when any new development (residential, mixed-use, or nonresidential) occurs on a site that has been occupied by or restricted for the use of lower-income households at any time during the previous five years. This requirement applies to nonvacant sites and vacant sites whose previous residential uses have been vacated or demolished.

The City's policy is to make every effort to avoid displacing households as a result of local government action. However, if households have to be relocated, the City 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, as applicable.

**Implements Goals and Policies:** Goal HE.3 and Policy HE.3 - GP 2.

**Responsible Department/Review Authority:** Public Works, Utilities, Housing and Community Services.

**Time Frame:** Develop a program to connect lower-income households with housing opportunities by December 2027. Create relocation plans for households facing displacement as a result of local government action on an ongoing basis as needed.

**Funding Source:** General Fund.

**Quantified Objective:** n/a

**Program HE-35. Housing Counseling Assistance.** The City will continue to provide housing counseling assistance to residents to help preserve homeownership.

**Implements Goals and Policies:** Goal HE.3 and Policy HE.3 - GP 3.

**Responsible Department/Review Authority:** Housing and Community Services.

**Time Frame:** Provide housing counseling assistance on an ongoing basis and seek funding as needed/appropriate.

**Funding Source:** General Fund, HUD.



**Quantified Objective:** Provide housing counseling assistance to at least 25 households each year.

**Program HE-36. Educational Opportunities.** The City will support efforts to ensure students have access to educational opportunities regardless of where they reside within the city.

- a. The City will support applications by Vacaville Unified School District or individual schools to secure grant funding for teacher recruitment and retention bonuses, classroom materials, and other incentives for teachers.
- b. The City will continue to work with nonprofit organizations and social service agencies that provide after-school programs/childcare in low-income neighborhoods.

**Implements Goals and Policies:** Goal HE.3 and Policy HE.3 – GP 1.

**Responsible Department/Review Authority:** Community Development, City Manager’s Office, and Housing and Community Services.

**Time Frame:** Support applications on an ongoing basis as they arise; work with nonprofit organizations and social service agencies on an annual basis following the adoption the Housing Element.

**Funding Source:** General Fund.

**Quantified Objective:** Support applications on an ongoing basis as they arise; work with at least four nonprofit organizations and social service agencies on an annual basis.

**Program HE-37. Housing Needs Data.** The City will regularly compile and analyze data relevant to housing need and affordability.

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

The Community Development Department and the Housing and Community Services Department will provide an annual report to the Planning Commission and City Council on the annual review of the Housing Element. This report will be prepared each January and forwarded to the State Department of Housing and Community Development by April 1, as mandated by State Law.

**Implements Goals and Policies:** Goal HE.4 and Policy HE.4 - GP 4.

**Responsible Department/Review Authority:** Community Development Department and Housing and Community Services.

**Time Frame:** Compile/analyze data and conduct a rent and vacancy survey annually, following Housing Element adoption. Prepare the annual review report each January and forward to the State Department of Housing and Community Development by April 1.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-38. Nongovernmental Constraints.** To proactively mitigate nongovernmental constraints, the City will offer fee deferrals of certain development impact fees that would otherwise be due and payable at the time of obtaining a building permit for an approved development project, for up to three years. All types of residential projects will be eligible. If nongovernmental constraints, such as rapid increases in construction costs, shortages of labor or materials, or rising interest rates, are constraining multifamily and/or affordable residential development to the extent appropriate and legally possible, the City will seek to identify actions that may help to remove these constraints. Additionally, the City will proactively work with stakeholders to identify nongovernmental constraints or other considerations that may impede the construction of housing in Vacaville and work collaboratively to find strategies and actions that can eliminate or reduce identified constraints.

**Implements Goals and Policies:** Goal HE.4 and Policy HE.4 - GP 2.

**Responsible Department/Review Authority:** Community Development Department and Housing and Community Services.

**Time Frame:** Conduct an initial review of nongovernmental constraints by December 2024 and then assess constraints every two years. If any constraints are found, the City will meet with stakeholders, identify actions that would help to remove these constraints, and immediately facilitate actions that may help to remove these constraints. Meet with stakeholders every two years, or earlier if requested by a developer, to identify constraints and create strategies. Implement a fee deferral program by autumn 2023.

**Funding Source:** General Fund.

**Quantified Objective:** n/a.

**Program HE-39. California Environmental Quality Act (CEQA).** The City will study the feasibility of completing a City-sponsored and -funded CEQA analysis to clear desired infill sites, in accordance with the City's Housing Strategy. If the study finds that it is feasible, the City will initiate its own CEQA analysis of affordable housing sites by creating an inventory of available sites and conducting a CEQA

review of preliminary designs to pre-clear sites for affordable housing development. To facilitate adequate environmental review that is time-efficient and minimizes project costs, the City will (1) promote the development of sites previously evaluated under the City's General Plan EIR and (2) provide City staff with additional training on CEQA's streamlining provisions.

**Implements Goals and Policies:** Goals HE.1 and HE.4; Policies HE.1 – GP 3 and HE.4 - GP 2.

**Responsible Department/Review Authority:** Community Development; Housing and Community Services.

**Time Frame:** Determine if the City will complete a CEQA analysis by December 2026.

**Funding Source:** General Fund

**Quantified Objective:** n/a.

**Program HE-40. Place-Based Community Conservation and Revitalization Strategies.** The City will continue to implement place-based strategies, targeted in census tracts that have a high number of sites identified for lower-income units and/or with a prevalence of poverty. The City is currently implementing its 2022 Capital Improvement Plan. Many of the improvements are place-based strategies to improve neighborhoods. A sample of these improvements include three projects in census tract 2531.05 where there is a high concentration of poverty and sites that have been identified to accommodate lower-income units. These projects are:

- Project No. 7: Vacaville Performing Arts Theater Improvements. These improvements include a hydraulic fire curtain, replacement on the stage floor and orchestra shell, a short throw rear project, array speakers with rigging, and upgrading the LED down lights and moving lights.
- Project No. 20: Replace the old and aging facilities at the Ulati Cultural Center, such as accordion walls, kitchen grill, portable stage, and sound system. Work also includes supplying electrical power and connections in garden area.
- Project No. 12: Intelligent Transportation System (ITS) Master Plan (applicable to census tract 2531.05 and many other). The ITS Master Plan will identify how the City can obtain a fully integrated traffic management system in the next 5 – 10 years. The study will identify improvements and infrastructure needed to upgrade the City's over 70 signalized intersections that will improve traffic flow for all modes of transportation. – This includes buses.

Additionally, concurrently with adoption of this Housing Element, the City will adopt an updated Safety Element and new amendments to multiple General Plan elements associated with Environmental Justice goals, policies, and actions to improve community revitalization and public health and add a focus on underserved and Impacted Communities in Vacaville. These amendments cover investments in neighborhood revitalization by improving infrastructure, schools, employment, parks, transportation, and other community amenities and by strengthening engagement with under-represented residents. These include the following strategies and implementation measures:

Place-Based Strategy: Targeted investment in areas of most need focused on improving community assets such as schools, recreational facilities and programs, social service programs, parks, streets, active transportation, and infrastructure:

- Policy LU-P9.1: Encourage sources of fresh food, including grocery stores, farmers markets, and community gardens, and prioritize underserved areas for new sources of healthy food.
- Policy LU-P9.2: Consider the provision of programs, incentives, and/or grants to encourage small grocery or convenience stores to sell fresh foods in underserved areas. These programs could include grants or loans to purchase updated equipment (e.g., refrigeration), publicity or directories of healthy food outlets, or connecting stores to wholesale sources of healthy, local, or organic food.
- Policy TR-P13.1: Improve existing roads and pedestrian and bicycle facilities and plan for future connectivity to ensure equitable access and remove barriers for Vacaville residents to grocery stores, markets, and locations that sell or provide healthy foods and produce.
- Action PR-A5.2: Pursue support from federal, state, and private sources to assist with acquisition, design, construction, and maintenance of parks and recreation facilities in underserved areas.
- Policy PUB-P7.6: Prioritize telecommunications and technological infrastructure improvements for underserved communities to ensure equitable access across Vacaville.

Place-Based Strategy: Dedicate or seek funding to prioritize basic infrastructure improvements (e.g., water, sewer) in disadvantaged communities:

- Policy PUB-P11.1: Maintain water storage, conveyance, and treatment infrastructure in good working condition to supply domestic water to all users with adequate level of service. Prioritize improvement of the distribution network in underserved areas of the city.
- Action PUB-11.3: Identify whether there are gaps or quality issues in the water supply network impacting impacted and underserved communities.
- Policy PUB-P13.5: Ensure the wastewater infrastructure equitably serves all areas of the city.

- Action PUB-A13.2: Identify where there are deficiencies in the wastewater infrastructure that may be impacting underserved and impacted communities.

Place-Based Strategy: Address negative environmental, neighborhood, housing, and health impacts associated with siting and operation of land uses such as industrial, agricultural, waste storage, freeways, energy production, etc. in disadvantaged communities:

- GOALS LU-11 and LU-12: Improve community health and reduce pollution exposure and health risks across the city and to reduce asthma, especially in low-income and impacted communities.
  - All policies and actions

Place-Based Strategy: Address negative impacts from climate change through investments in adaptation measures, such as urban forestry, flood prevention measures, etc. in disadvantaged communities:

- GOAL SAF-1: Minimize exposure to geologic hazards, including slope instability, subsidence, and expansive soils, and to seismic hazards, including ground shaking, fault rupture, liquefaction, and landslides.
  - All policies and actions
- GOAL SAF-2: Collect, convey, store, and dispose of stormwater in ways that provide an appropriate level of protection against flooding, account for existing and future development, and address applicable environmental concerns.
  - All policies and actions
- GOAL SAF-3: Provide effective storm drainage facilities for development projects.
  - All policies and actions
- GOAL SAF-4: Protect people and property from flood risk.
  - All policies and actions
- GOAL SAF-5: Protect lives and property from wildland fire hazards.
  - All policies and actions
- GOAL SAF-6: Minimize risks from the harmful effects of hazardous materials and waste.
  - All policies and actions
- GOAL SAF-7: Reduce risk to life and property associated with emergencies and natural and human-made disasters.
  - All policies and actions
- GOAL SAF-8: Improve Vacaville's ability to adapt and respond to the impacts of climate change.
  - All policies and actions

Place-Based Strategy: Inter-governmental coordination on areas of high need:

- Action LU-A10.3: Actively support implementation of health service strategic plans, including the Solano County Health and Social Services Strategic Plan and the Solano County Health Access Strategic Plan.
- Action LU-A10.4: Work with Solano County and other agencies and organizations to investigate possible strategies for increasing the number of health clinics and medical facilities and health care access for uninsured and low-income families.
- Policy LU-P11.3: Collaborate with other agencies to reduce the adverse health effects of hazardous materials, industrial activity, and undesirable land uses on residents, regardless of age, culture, ethnicity, gender, race, socioeconomic status, or geographic location.
- Policy LU-P11.8: Work with Solano County, surrounding agricultural producers, and farmers to protect areas with sensitive populations from pesticide drift by restricting the use of pesticides in areas. Promote alternatives such as integrated pest management and regenerative agriculture.
- Policy LU-P12.1: Work with Solano County Public Health Department to reduce risk of asthma through land use planning and programs across Vacaville.
- Action TR-A10.6: Continue to partner with the Vacaville and Travis Unified School Districts, the Solano Transportation Authority, and nonprofit organizations to improve access to bicycles, helmets, and related equipment for low-income families.
- Action TR-A13.2: Work with Vacaville City Coach to ensure there is a bus stop at or within walking distance to grocery stores, markets, and locations that sell or provide healthy foods and produce.
- Action TR-A15.1: Continue to work with the Solano Transportation Authority to identify transportation providers who will provide a paratransit service for seniors and people with disabilities.
- Action COS-A12.2: Cooperate with the Yolo-Solano Air Quality Management District to implement a community air monitoring program and identify air monitoring locations in Vacaville.
- Action COS-A14.2: Work with the Solano County Water Agency (SCWA) to identify ways for the City of Vacaville to coordinate with SCWA when planning activities and projects that may impact natural water sources that supply water to Vacaville.

Place-Based Strategy: Prioritized capital improvement programs:

- Action TR-A11.3: Identify gaps in sidewalks that need to be completed along with areas for crosswalks and signaling. Prioritize completion of the sidewalk network in underserved areas.

- Policy COS-P12.12: Address tree equity by prioritizing tree plantings in areas and neighborhoods where there is a low Tree Equity Score as measured by American Forests or a similar tool.
- Policy PR-P7.4: Prioritize provision and improvements of parks and recreation facilities in low-income areas that lack parks and recreation facilities or have substandard facilities.
- Policy PUB-P7.6: Prioritize telecommunications and technological infrastructure improvements for underserved communities to ensure equitable access across Vacaville.
- Policy PUB-P11.1: Maintain water storage, conveyance, and treatment infrastructure in good working condition to supply domestic water to all users with adequate level of service. Prioritize improvement of the distribution network in underserved areas of the city.

Place-Based Strategy: Develop new financing:

- Action LU-A12.2: Continue to seek grants and support current efforts to improve the air quality in older homes where mold, mildew, and other contaminants may be present.
- Action PR-A5.2: Pursue support from federal, state, and private sources to assist with acquisition, design, construction, and maintenance of parks and recreation facilities in underserved areas.

Place-Based Strategy: Recruit residents from areas of concentrated poverty to serve on boards, committees, task forces, and other local government decision-making bodies:

- Action LU-A7.3: Build and maintain relationships with community-based organizations to help engage residents of underserved areas in planning decisions.

Place-Based Strategy: Leverage private investment for community revitalization, including philanthropic:

- Action LU-A12.2: Continue to seek grants and support current efforts to improve the air quality in older homes where mold, mildew, and other contaminants may be present.
- Action PR-A5.2: Pursue support from federal, state, and private sources to assist with acquisition, design, construction, and maintenance of parks and recreation facilities in underserved areas.

Place-Based Strategy: Expand access to community meetings, including addressing language barriers, meeting times:

- Policy LU-P7.4: Use outreach and engagement methods that encourage broad representation and are culturally sensitive, particularly for residents in underserved areas.
- Policy LU-P7.5: Continually seek feedback on public decisions through traditional and online forms of communication, such as posting polls and surveys on the City's website, sending emails, using mobile phone applications, using online forums, posting on the local

cable channel, broadcasting on the local radio station, and/or by advertising and discussing on podcasts.

- Policy LU-P7.6: Partner with community-based organizations that have relationships, trust, and cultural competency with target communities and
- stakeholders to outreach on local initiatives and issues.
- Action LU-A7.2: Provide a statement on all public notices explaining how Spanish speakers can obtain translation.
- Policy COS-P12.2: Encourage community participation in air quality planning. Ensure that residents who would be affected by a project that would emit air pollutants be notified well in advance of community engagement opportunities.
- Policy PUB-P5.7: Where appropriate, ensure all public buildings, such as City Hall, libraries, and other buildings providing a public service are free of barriers so that they are accessible and welcoming to people of all ages, abilities, and backgrounds.
- Policy PUB-P7.6: Prioritize telecommunications and technological infrastructure improvements for underserved communities to ensure equitable access across Vacaville.

**Implements Goals and Policies:** Goals HE.2 and HE.5; Policies HE.2 – GP 1-3 and HE.4 - GP 1-5.

**Responsible Department/Review Authority:** City Council, City Manager’s Office, Public Works, Utilities Administration, Fire Department, Parks and Recreation, Community Development; Housing and Community Services.

**Time Frame:** Concurrently with adoption of this Housing Element, the City will adopt an updated Safety Element and new amendments to multiple General Plan elements associated with environmental justice goals, policies, and actions to improve community revitalization and public health and add a focus on underserved and impacted communities in Vacaville. Annually prioritize actions to address public health and safety needs in underserved areas as well as improving access to resources.

**Funding Source:** General Fund

**Quantified Objective:** n/a.



**TABLE 2-2      QUANTIFIED OBJECTIVES**

Program	Extremely Low	Very Low	Low	Moderate	Above Moderate	TOTAL
<b>New Construction</b>						
Program HE-1	75	75	150	0	0	300
Program HE-2	10	10	10	10	10	50
Programs HE-3 and HE-5	338	339	404	409	1,105	2,595
Program HE-4	0	18	19	18	6	61
Program HE-9	72	73	145	11	0	301
Program HE-18	40	41	82	4	0	167
<b>Rehabilitation</b>						
Program HE-24	15	60	225	0	0	300
Program HE-25	20	20	40	0	0	80
<b>Preservation</b>						
Programs HE-27	0	0	10	0	0	10
Program HE-33	347	348	697	0	0	1,392

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## 3 LOCAL HOUSING NEEDS

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Housing Elements must include a quantification and descriptive analysis of the specific nature and extent of unmet housing needs and the resources available to address these needs. This analysis is typically referred to as a Housing Needs Assessment and consists of the following components: (1) Population Characteristics, (2) Household Characteristics, (3) Employment Characteristics, (4) Housing Stock Characteristics, and (5) Special-Needs Populations. As a part of the 2023–2031 Housing Element update, the Cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, Vallejo, and Unincorporated Solano County participated in a collaborative effort to complete a regional Housing Needs Assessment. This is included as **Appendix 2, Regional Housing Needs Assessment**. To supplement the findings of **Appendix 2**, the City has included the analysis herein, which provides a profile of unique, locally significant identified housing needs.

### Groups with Special Housing Needs

Certain groups have greater difficulty in finding acceptable, affordable housing because of special circumstances relating to employment and income, household characteristics, and disabilities, among other challenges. The “special-needs” groups that are described in **Appendix 2, Regional Housing Needs Assessment**, include seniors, persons with disabilities, large households, single-parent households (female-headed households with children, in particular), homeless persons, and farmworkers. In addition to these groups, the City has identified the following groups with special housing needs with local significance:

#### 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 AFB 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.

As discussed in the Housing Needs Assessment, Travis AFB opened in 1943, spurring a need for decent and affordable housing in nearby communities, including Vacaville, to house military families. According to the Defense Department, as of 2022, there were a total of 25,603 persons associated with the base, including 13,693 dependents who may work in nearby cities, including Vacaville. Depending on rank, the 2023 BAH at Travis AFB ranges from \$25,344 to \$34,200 annually for service members without dependents and \$32,688 to \$38,160 annually for service

members with dependents. While this is meant to supplement the income already received, most service members likely still need affordable options.

According to the chair of the TRAFAC, market-rate housing including homes for families and rental housing for younger airman are identified needs. As of April 2023, generally, housing stipends are sufficient for airmen to pay for market-rate housing and scarcity of available market-rate housing is an issue. According to the chair of the TRAFAC, 90 to 150 new people arrive at the base every month (this includes airmen and their families) and the base is designed to accommodate 20 to 25 percent of housing needs associated with its operation.

To meet the needs of local military personnel and their households, **Program HE-2d** is included which commits the City to identifying sites that are appropriate for military households based at Travis Air Force base and work with Air Force housing officials and nonprofit housing groups to build off-base housing units that are affordable to active military households at Travis Air Force Base. The City Manager's Office will also continue to participate in the TRAFAC to discuss the needs of military personnel and their households. Additionally, per **Program HE-2d**, the City will monitor the base's privatization program and provide assistance as needed for off-site housing programs. The City will release an RFP by December 2023 that requires that units are prioritized for military members or veterans when the City-owned site 78 (Vanden Town Home) is developed. The City will prioritize sites in the southern part of the city, closest to the base. Site 78 (Vanden Town Home) is approximately 6 miles from the base, as are sites 77 and 79. Sites 77 and 79 are vacant, zoned for high density, and are appropriate sites for rental housing. The total assumed realistic capacity of sites 77, 78, and 79 is 587 units. Additionally, numerous pipeline projects are also approximately 6 miles from the base and will provide larger homes, suitable for families. These projects include Lower Lagoon Valley, Roberts' Ranch, Montessa, Foxboro Knoll, Southtown Phase 3, Vandengate, and Vanden Cove.

### **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-Paying Jobs in Vacaville**

Residents who work within the community are another special-needs group. The number of professional and higher-skilled jobs available within Vacaville continues to increase. These jobs include those at the Kaiser Medical Center, Genentech, Designerx Pharmaceuticals, Travis Federal Credit Union, California State Prison Solano, California Medical Facility, and State Compensation Insurance Fund. 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. A housing gap identified in the City's Housing Strategy is a lack of executive-style housing needed to attract executive workers at both existing and future companies located in the City. Typically, executive housing is characterized

by large custom-built homes with at least 4 bedrooms, high-quality finishes and architectural detail, and situated on large lots offering privacy and, often, a premium location and/or view.

To meet this housing need, **Program HE-3** is included which commits the City to encouraging the development of housing in a range of sizes and types to meet a variety of needs throughout Vacaville. Additionally, **Program HE-10** encourages infill development. The City also identified several project areas in the Housing Strategy that could accommodate approximately 230 custom home lots on an estimated 370 acres. These project areas include:

- **Spring Lane Phase 2** comprises about 50 gross acres of land with 10 net developable acres for an estimated 15-25 lots.
- **McMurtry Creek Estates** includes 19 half-acre custom lots.
- **Browns Valley Area** has the potential for 130-155 custom home lots.
- **Vine Trees Estates, Vine Meadows, and 102 Vine Street** can provide 20 half acre lots.
- **Gibson Canyon Road Area** has the potential for about 15 lots.

### **Young Adult Residents**

As shown in **Appendix 2, Regional Housing Needs Assessment**, according to the 2015-2019 American Community Survey (ACS), nearly one-third of Vacaville's residents are aged 15 to 35. A high proportion of young adults generally indicates a need for rental units, Accessory Dwelling Units/Junior Accessory Dwelling Units (ADU/JADUs), and entry-level homebuyer opportunities, including condominiums, town homes, or small single-family homes. Residents have indicated a concern regarding the inability for their young adult children to reside in Vacaville after graduating from high school, vocational schools, or college. Studios or small one-bedroom units and rental housing is needed 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.

To meet this housing need, the following Programs are included:

**Program HE-3** is included which commits the City to encouraging the development of housing in a range of sizes and types to meet a variety of needs throughout Vacaville;

**Program HE-4**, which encourages the production of Accessory Dwelling Units (ADU) and Junior Accessory Dwelling Units (JADU);

**Program HE-5**, which commits the City to helping facilitate the construction of affordable housing through a number of strategies, including incentivizing affordable housing units and evaluating the feasibility of enacting new measures that would raise local funding for the construction of affordable and other needed housing types;

**Program HE-24** commits the City to continue to provide First Time Homebuyer opportunities through various funding mechanisms.

## Gaps in Housing Types

The following gaps in the types of housing available were identified during the joint outreach effort for the Comprehensive Housing Strategy and Housing Element.

### Smaller and Attached Housing Types, “Missing Middle” Housing

These types can include attached townhomes, condominiums, duplexes, fourplexes, and courtyard buildings, which tend to be more affordable by design than a single-family house and can provide both ownership and rental opportunities. The majority of Missing Middle housing types, such as a duplex, fourplex, or a courtyard building, tend to have two to eight units in a building or on a lot. Denser Missing Middle housing types, such as a multiplex, typically have up to 12 units per building. Accessory Dwelling Units (ADUs) or Junior Accessory Dwelling Units (JADUs) are not considered a Missing Middle housing type. Conversions of existing housing stock, including historic homes, could serve as a Missing Middle housing type.

To meet this housing need, **Program HE-3** is included which commits the City to encouraging the development of housing in a range of sizes and types to meet a variety of needs throughout Vacaville, particularly “missing middle” housing and housing affordable to lower- and moderate-income households, through a number of actions. This program includes consideration of a Code amendment that would require new subdivisions to include two-, three-, and four-plexes or other targeted missing housing types that are designed to look cohesive with adjacent single-family homes.

### Mixed-Use Developments

Mixed-use developments incorporate two or more compatible uses in the same general area (vertical) or within the same building (horizontal). Typically, mixed use includes residential units combined with a commercial component, which could include retail, restaurants, and neighborhood-serving uses. This type of land use is generally found in downtown or main street-type areas. Mixed-use development can help increase the housing supply by providing more units at higher densities, as well as meet City and State goals of reducing vehicle miles driven and greenhouse gas emissions, while increasing walkable access to neighborhood retail outlets, services, and alternative modes of transportation. Mixed use tends to work well in downtown areas where buildings can be taller and denser. This housing type could also work well in new subdivisions since it includes space where nonresidential uses are planned as part of the new neighborhood.

To meet this housing need, **Program HE-17** is included which includes recommended changes to the City’s zoning and density requirements which may help entice mixed use development, in addition to multifamily and affordable housing.

### Creative Solutions for Seniors

For seniors desiring to age in place, including those that cannot afford to downsize and/or who may benefit from intergenerational housing (discussed below), several creative solutions should be explored. These include building ADUs and/or a JADU and either renting the primary dwelling

unit and moving into the ADU/JADU or vice versa. Other creative solutions include shared housing programs and providing access to different levels of care and assistance as needed. Senior housing needs and resources are also described in **Appendix 2, Regional Housing Needs Assessment**. Senior housing can be deed-restricted to seniors, and it can meet criteria for affordable housing, but it can also include market-rate housing and housing that is oriented toward all ages but still fits the needs of seniors.

To meet this housing need, the following Programs are included:

**Program HE-4**, which commits the City to remaining compliant with recent and future changes to state law related to ADU/JADUs. The program also commits the City to engaging in efforts that will help promote ADU/JADUs to property owners as a viable option for providing additional housing opportunities.

**Program HE-2**, which commits the City to considering creating programs or establishing partnerships to address the high number of seniors living in single-family homes and their desire to age in place, including ensuring adequate licensed home care, opportunities for shared housing arrangements, and other related programs and explore the potential to restart the Senior Home Improvement Program to aid seniors in living independently.

### **Transitional and Supportive Housing and Homeless Services**

Another area of housing need is housing that includes supportive case management services and life-improving services, such as health care and workforce development or transitional housing (temporary housing to bridge the gap from homelessness to permanent housing) and homeless shelters or other housing for the homeless.

To meet this housing need, the following Programs are included:

**Program HE-6** commits the City to encouraging the provision of supportive services with new and rehabilitated affordable units, in particular multifamily units, including services such as childcare, healthcare, case management, English as a second language, and job training, nearby or as a component of the development;

**Program HE-7** to address the need for emergency cooling and warming centers, a low-barrier navigation center and homelessness services and to collaborate on the development of targeted assistance and outreach;

**Program HE-29** which commits the City to providing technical and/or support services to nonprofit agencies and other entities serving the homeless;

**Program HE-30** which commits the City to continuing to support and expand the Vacaville Community Welfare Association's (VCWA) emergency voucher and other emergency housing related programs;

**Program HE-31** which commits the City to continuing to participate on the Community Action Partnership of Solano, Joint Powers Authority (CAP Solano JPA) to oversee safety net services and grants to address poverty and homelessness; **Program HE-32** which commits the City to collaborating with local faith-based and other organizations and partners to develop appropriate housing and support services to implement a “Low Barrier Housing” or similar program.

### **Intergenerational Housing/Neighborhoods**

This type of housing includes housing that is large and/or diverse enough to accommodate more than one generation. This may take the form of ADUs/JADUs, home-sharing agreements, or neighborhoods with a variety of housing types affordable to different income levels that can help families provide housing for young adults and aging parents, help downsize, and stay in the same community. To meet this housing need, **Program HE-3** is included which commits the City to encouraging the development of housing in a range of sizes and types to meet a variety of needs throughout Vacaville, particularly “missing middle” housing and housing affordable to lower- and moderate-income households, through a number of actions. This program includes consideration of a Code amendment that would require new subdivisions to include two-, three-, and four-plexes or other targeted missing housing types that are designed to look cohesive with adjacent single-family homes. **Program HE-4** is also included and encourages the production of Accessory Dwelling Units (ADU) and Junior Accessory Dwelling Units (JADU).

### **Executive Housing**

As noted previously, as higher-wage jobs are created in Vacaville, it is important that housing is available for those employees. Executive housing is needed to attract high-wage earners at both existing and future companies in the city. Typically, executive housing is characterized by large, custom-built homes with at least four bedrooms, high-quality finishes and architectural detail, situated on large lots offering privacy, and often a premium location and/or view. To meet this housing need, **Program HE-3** is included which commits the City to encouraging the development of housing in a range of sizes and types to meet a variety of needs throughout Vacaville. *See Appendix 2, Regional Housing Needs Assessment, for the full housing needs analysis.*



## Housing Conditions Survey

As noted in **Appendix 2, Regional Housing Needs Assessment**, less than 10 percent of the housing stock citywide needs rehabilitation. However, when looking at certain neighborhoods, the rehabilitation needs skew much higher. On April 14, 15, and 21, 2022, the City conducted a windshield survey of housing conditions across five general areas: the Rocky/Hill Markham neighborhood; the Fairmont neighborhood on the west side and east side of Peabody Road; the neighborhood around Beard Street; the neighborhood west of City Hall; and the northwest area of the city, including the area between North Alamo Drive and North Orchard Avenue, the duplexes located along Fir Street and south of Hemlock Street, and the single-family homes along the “ABC” streets. There were a wide variety of homes surveyed, including affordable apartments, small single-family homes, and duplex units. The survey assessed the physical condition of the home, yard, and the overall condition of the neighborhood.

As shown in **Table 3-1**, the majority of homes surveyed were rated fair to good; however, the homes in the Rocky Hill/Markham area at Markham Avenue and Gable Avenue were rated poor to fair. The homes in the Beard Street area were rated poor to fair. Of all the neighborhoods surveyed, none received a score greater than fair to good; this is because the City’s survey focused on areas with older housing stock. To meet this housing need, **Program HE-25** is included, which commits the City to educating homeowners and making financial resources available to aid in the repair or rehabilitation of their homes. As noted in the program, the City will focus on rehabilitating neighborhoods where housing conditions are poor to fair as funding becomes available. These areas include the Rocky Hill Road/Markham Avenue Area and the Beard Street Area, as identified in **Table 3-1, Housing Conditions Survey Results**. If additional funding becomes available, the City will also target neighborhoods where housing conditions are fair to good. As identified in **Table 3-1**, these areas include west of City Hall, the city’s “ABC” streets (i.e., Acacia Street, Buckeye Street, and Cottonwood Street), Hemlock and Fir Streets, the east and west Fairmont Neighborhoods, and northwest Vacaville.

**TABLE 3-1 HOUSING CONDITIONS SURVEY RESULTS**

Area or Neighborhood	General Location	Decade(s) of Construction	General Characteristics	Overall Condition of Homes	Overall Condition of Yards	Overall Condition of Neighborhood
Beard Street Area	Beard Street, Beard Court, El Cerrito Way, Silvey Acres Drive	1950s-1960s	Very small, single-story, starter homes, T-111 Siding	Poor to Fair	Poor to Fair	Poor to Fair
Area located west of City Hall	Albacete, S. Orchard, Walnut, Camellia Way	1940s-1970s	Very small, single-story, starter homes, many with single-car garages	Fair to Good	Fair to Good	Fair to Good
"ABC" Streets	Buckeye, Cottonwood, Deodora, Elder Fir, and Hemlock	1970s	Small, single-story, starter homes	Fair to Good	Fair to Good	Fair to Good
Hemlock and Fir Streets	Hemlock and Fir Street	1960s	Small duplex units with single-car carports and garages	Fair to Good	Fair to Good	Fair to Good
Fairmont Neighborhood - West	South of Will C. Wood High School - Wilmington Way, Burlington Drive, Manchester Way	1970s-1980s	Small, primarily single-story homes	Fair to Good	Fair to Good	Fair to Good
Fairmont Neighborhood – East	South of Marshall, east of Peabody, west of Beelard	1960s-1980s	Small, primarily single-story homes	Fair to Good	Fair to Good	Fair to Good
Northwest Vacaville	W. Monte Vista Avenue between North Alamo Drive and N. Orchard Drive	1960s-1970s	Small, primarily single-story homes	Fair to Good	Fair to Good	Fair to Good
Rocky Hill Rd. / Markham Avenue Area	Rocky Hill Road, Markham Avenue	1950s-1970s	Apartments and small, single-story homes	Fair to Good	Fair to Good	Fair to Good
Rocky Hill Rd./ Markham Avenue Area	Markham Avenue at Gable Avenue	1960s	Apartments and small, single-story homes	Poor	Fair	Fair

Notes: The Housing Conditions Survey was completed by City Staff on April 14, 15, and 21, 2022.  
Source: City of Vacaville Staff, April 2022.

## Summary of Housing Needs and Conditions

As part of the Housing Element, the City prepared a detailed Housing Needs Assessment (**Appendix 2**) analyzing Vacaville's demographics. The Housing Needs Assessment identified a number of trends that informed the goals, policies, and programs of the updated Housing Element, including:

- Vacaville's average annual growth was 0.7 percent from 2000 to 2021, for a total increase of 14.3 percent. The City grew faster than Benicia, Suisun City, Vallejo, and Unincorporated Solano County, but slower than Dixon, Fairfield, and Rio Vista.
- The median age in Vacaville was 37.6 years of age, which was among the lowest in Solano County, only older than Dixon (34.0 years), Fairfield (35.3 years), and Suisun City (34.4 years).
- There were no household types that were more or less concentrated in Vacaville, compared to other cities in Solano County. This suggests relatively even access to housing types for all household types and sizes.
- Vacaville households experience the third lowest overall rate of overcrowding (2.2 percent), behind Benicia (1.0 percent) and Rio Vista (0.6 percent).
- Vacaville renters experience overpayment at the highest rate (30.0 percent) compared to other jurisdictions in Solano County, though the second lowest rate of severe overpayment (21.8 percent), behind only Unincorporated Solano County (15.1 percent). Homeowners experience overpayment and severe overpayment at a similar rate as most other cities.
- Consistent with other findings in Rio Vista, the number of households without children was the highest in the county, at 91.4 percent.
- Vacaville has a similar rate of homeownership compared to the County average, at 62.0 percent and 61.5 percent of residents, respectively.
- The vacancy rate in Vacaville (4.2 percent) is slightly lower than the County average (5.3 percent).
- Senior-headed households made up approximately one quarter (24.6 percent) of the households in Vacaville, though seniors comprise only 14.0 percent of the total population.
- Approximately 29.1 percent of senior-headed households were owner-occupied, and 17.4 percent were renter-occupied. Of the total senior households, 19.6 percent were overpaying and 19.1 percent were severely overpaying for housing.
- Vacaville had a slightly lower than average proportion of the population with a disability (11.8 percent) compared to the county as a whole (12.3 percent), though according to the California Department of Developmental Services, Vacaville had the second largest number of persons with a developmental disability (819 persons) in the county, behind only Vallejo (1,110 persons).
- Large households (households with 5 or more persons) in Vacaville made up 10.8 percent of the population while housing units with 3 or more bedrooms made up 69 percent of the

housing stock, showing that the housing stock is sufficient to meet the need of large households.

- Of the 2,513 farmworkers in the county, 1,453 workers (58 percent) work 150 days or more each year and 42 percent work less than 150 days per year. From 2016 to 2020, the migrant worker student population in Vacaville increased from 110 to 122 students, peaking at 138 students in the 2018-2019 school year, showing the second largest need for farmworker housing in the county behind Dixon.
- Extremely low-income households (making up to 30 percent of the area median income) made up 9.2 percent of households in Vacaville, very low-income households (making 31 to 50 percent of the area median income) made up 8.8 percent of households, and low-income households (making 51 to 80 percent of area median income) made up 15.2 percent of households, for a total of 33.2 percent of the households in Vacaville.
- Of all lower-income households, 59.1 percent were renter households and 30.9 percent were owner households. Approximately 67.0 percent of extremely low-income households in Vacaville are renters.
- According to the 2022 Point-in-Time count, 172 persons were experiencing homelessness in Vacaville, which is the third largest in the county, behind Vallejo (454) and Fairfield (427). Of the homeless population in Vacaville, 139 persons were unsheltered.
- The City's housing stock is primarily single-family, detached housing (74.6 percent), with 22.2 percent made up of multifamily units and the remaining 3.2 percent made up of mobile homes.
- As of 2022, home prices have begun, and continue to, rise. In 2021, rents ranged from \$1,825 to \$3,549 and are affordable to low-, moderate-, and above moderate-income households. The median sales price was \$585,000 in December 2021, and was affordable to moderate- and above moderate-income households. Very low- and extremely low-income households would have difficulty in finding affordable housing in Vacaville.
- Approximately 13.0 percent of households in Vacaville are female-headed and 5.0 percent are male-headed, compared to 14.2 percent and 6.3 percent countywide, respectively.

As shown, in many respects, Vacaville's growth and demographic characteristics reflect the county as a whole, with most characteristics falling in the middle range when compared to other cities in the county. With a relatively low median age, but a quarter of households being headed by seniors, this suggests that recent growth in the city has likely been due to an influx of younger households and families. Typically, younger families desire larger housing units while seniors generally prefer smaller, single-story units for accessibility. In this case, the distribution of unit types in the city likely reflects need, with approximately three-quarters of units having three or more bedrooms. However, due to the relatively high rate of overpayment, housing costs in Vacaville may price out some lower- and moderate-income households and present a barrier to seniors who often rely on a fixed income such as Social Security. These patterns, paired with a slightly lower than desirable vacancy rate, suggest a need for more affordable housing options in a range of sizes to meet the diverse needs of Vacaville's population. In response to this need, the City has included Program

HE-3 to require the development of housing in a range of sizes and types to meet a variety of needs throughout Vacaville.

Extremely low-income households, which make up only 9.2 percent of total households in Vacaville, comprise 15.6 percent of renter households and 4.7 percent of owner households. This indicates a greater need for rental housing to support extremely low-income households. Further, 73.7 percent of all extremely low-income households are overpaying for housing, a similar rate to 73.8 percent of very low-income households but higher than low-income households (65.3 percent). As stated, a total of 30.0 percent of households in the city are overpaying. Given the significantly higher rates of overpayment among extremely low- and very low-income households, there is a great need for financial support and affordable units to meet the needs of this population as well as other lower- and moderate-income households. In response to these needs, the City has included Program H-2 to commit City funds to supporting development of single-room and other special housing arrangements for underserved populations, Programs HE-3 and HE-5 to incentivize and support construction of affordable units, Program HE-16 to study the feasibility of adoption an inclusionary housing ordinance to require development of, or financing for, affordable housing, and Program HE-33 to increase the availability of information and access to Section 8 rental assistance and units.

As stated, it is estimated that approximately 139 residents in Vacaville were unsheltered in 2022, accounting for approximately 15.1 percent of the unsheltered homeless population in Solano County at the time. The total homeless population in Vacaville accounted for 14.6 percent of the total homeless population in Solano County. Given the size of this population in the city, there is a great need for services and resources to address homelessness. A comprehensive list and description of resources is included in Appendix 3 and the City has included Program HE-7 to continue to operate emergency cooling and warming shelters, Program HE-29 to support nonprofit agencies and other entities that serve the homeless population, Program HE-31 to participate in the Homelessness Continuum of Care, and Program HE-32 to collaborate with local organizations and partners to develop a Low Barrier Housing program.

While the housing need for farmworkers can be met through programs identified to serve extremely low-, very low-, and low-income households, the size of the migrant farmworker student population in the city suggests a disproportionate housing need for farmworkers in Vacaville compared to most other cities in the county. Therefore, the City has included Program HE-2 to pursue grant funding to support and incentivize construction of housing suitable for farmworkers and to monitor the migrant student population to assess changes in housing need for the farmworker population.

The primary industries in Vacaville are health and educational services (31.5 percent of jobs); manufacturing, wholesale, and transportation (15.9 percent of jobs); and information (15.6 percent of jobs). While unemployment in Vacaville increased from 3.2 percent in 2019 to 4.7 percent in 2021, this is likely due, at least in part, to the COVID-19 pandemic that resulted in high unemployment rates nationwide.

The unit composition of Vacaville's housing stock has remained relatively consistent since 2010, with the predominant housing type being single-family detached units comprising 74.8 percent of the housing stock in 2010 and 74.6 percent in 2020. In contrast to this decrease, between 2010 and 2020, the percentage of multifamily units in structures with five or more units has increased from 14.9 percent of the housing stock to 15.5 percent. As stated previously, homeowners account for 62.0 percent of households in Vacaville. Of these households, only 1.8 percent live in multifamily units, compared to 51.9 percent of renters. When compared to the housing stock, it appears that renters have experienced a slight increase in housing options in the city while owners have access to the same opportunities. Further, approximately 86.0 percent of owners live in units with three or more bedrooms compared to 40.4 percent of renters, suggesting more ownership opportunities for large families, despite a similar rate of large families across tenure (12.2 percent of owners and 11.8 percent of renters). While overcrowding rates are low citywide, with only 2.8 percent of renters experiencing overcrowding and 1.9 percent of homeowners, overpayment rates are higher. Approximately 30.4 percent of renters are overpaying for housing, compared to 16.8 percent of owners. When considering overpayment rates, unit type by tenure, and recent development trends, renters appear to have a disproportionate housing need for adequately sized and priced housing opportunities in the city. In response to this need, the City has included Program HE-3 to support affordable development in a range of sizes, Program HE-4 to encourage construction of ADUs as a potential future affordable housing opportunity, and Program HE-33 to improve access to Section 8 housing opportunities for renters.

# 4 HOUSING SITES INVENTORY

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## Introduction

California law (Government Code Section 65583 (a)(3)) requires that the Housing Element contain an inventory of land suitable for residential development, including vacant sites that can be developed for housing within the planning period and nonvacant (i.e., underutilized) sites having potential for redevelopment. State law also requires an analysis of the relationship of zoning, potential environmental hazards, and infrastructure available to these sites.

## Regional Housing Needs Allocation

The Regional Housing Needs Allocation (RHNA) is the State of California-required process that seeks to ensure cities and counties are planning for enough housing to accommodate all economic segments of the community. The process is split into the following three steps.

1. **Regional Determination:** The California Department of Housing and Community Development (HCD) provides each region a regional determination of housing need, which includes a total number of units split into four income categories, above moderate-, moderate-, low- and very low-income. The City of Vacaville is within the region covered by the Association of Bay Area Governments (ABAG). HCD provided ABAG a Regional Determination of 441,176 units for the 6th Cycle RHNA (2023-2031). This is the total number of units that the cities and counties in the ABAG region must collectively plan to accommodate. The ABAG region includes nine counties: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma.
2. **RHNA Methodology:** Councils of Governments (COG), including ABAG, are responsible for developing a RHNA Methodology for allocating the Regional Determination to each city and county in the COG's region. This methodology must further specific state objectives, including, but not limited to, promoting infill, equity, and environmental protection; ensuring jobs-housing balance; and affirmatively furthering fair housing. Of the 441,176 units allocated to the ABAG region, 10,992 were allocated to Solano County. Solano County formed a subregion and established a methodology to distribute the units to each jurisdiction. Solano County's methodology and unit allocations were approved by HCD and the Solano County City County Coordinating Council in 2021.
3. **Housing Element Updates:** Each city and county must then adopt a Housing Element that demonstrates how the jurisdiction can accommodate its assigned RHNA through its zoning. HCD reviews each jurisdiction's Housing Element for compliance with state law. This Housing Element covers the 6th Cycle Planning Period, which is from January 31, 2023 – January 31, 2031. HCD directs local agencies to calculate the projected housing need for

extremely low-income households by applying one of the following two methodologies to the RHNA for very low-income households: use available U.S. Census data to calculate the percentage/number of very low-income households that qualify as extremely low-income households; or (as used herein) presume that 50 percent of very low-income households qualify as extremely low-income households. As shown in **Table 4-1** the City’s total RHNA for 2023-2031 is 2,595 units. Of the 2,595 total units, the City must plan to accommodate 677 units for very low-income households, of which, 50 percent are assumed to be affordable to extremely low-income households (<30 percent of Median Income), 404 units for low-income households, 409 units for moderate-income households, and 1,105 units for above moderate-income households.

**TABLE 4-1 VACAVILLE’S 2023-2031 RHNA BY INCOME CATEGORY**

Income Category	RHNA Units	RHNA Percent
Very Low Income* (<50% of Median Income)	677	26%
Low Income (50-79% of Median Income)	404	16%
Moderate Income (80-120% of Median Income)	409	16%
Above Moderate Income (>120% of Median Income)	1,105	43%
<b>Total</b>	<b>2,595</b>	<b>100%</b>

\*It is assumed that 50 percent of very low-income units will be for extremely low-income households.

Source: California Department of Housing and Community Development, State Income Limits for Solano County, 2021; Solano County Subregion 6<sup>th</sup> Cycle Regional Housing Needs Allocation, Final Methodology

## Availability of Land

State Housing Element law emphasizes the importance of adequate land for housing and requires that each Housing Element “...identify adequate sites... to facilitate and encourage the development of a variety of housing types for all income levels...” (California Government Code Section 65583©(1)). To allow for an adequate supply of new housing, land must be zoned at a variety of densities to ensure that development is feasible for a wide range of income levels. The identified land must also have access to appropriate services and infrastructure, such as water, wastewater, and roads.

To demonstrate the City’s capacity to meet its RHNA, an adequate sites inventory was conducted. The inventory must identify adequate sites that will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of housing types for households of all income levels.



The analysis of the relationship of suitable sites to zoning provides a means for determining the realistic number of dwelling units that could actually be constructed on those sites in the current planning period. The analysis also identifies the zoning districts the City believes can accommodate its share of the regional housing needs for all income levels.

The sites in the City's inventory are currently available. These sites will allow for the development of a variety of housing types that will meet the needs of all income groups, per the City's RHNA for the 2023-2031 planning period.

## Sites Suitably Zoned for Residential Uses at Appropriate Densities

Housing Element law requires jurisdictions to provide a requisite analysis showing that zones identified to accommodate the RHNA at each income level allow appropriate housing types at appropriate densities sufficient to encourage development to meet the needs of all households.

### Lower-Income RHNA

To meet the lower-income RHNA, law provides two options for preparing the analysis: (1) describe market demand and trends, financial feasibility, and recent development experience; or (2) use default density standards deemed adequate to meet the appropriate zoning test. According to state law (California Government Code Section 65583.2(c)(3)(B)), the default density standard for Vacaville was increased from 20 dwelling units per acre to 30 dwelling units per acre in Spring 2022. As such, concurrently with adoption of this Housing Element, the City will increase the maximum density from 24 to 30 units per acre for the entire Residential High (RH) Density Zoning District (**Program HE-18**). The upzoning will affect parcels citywide, including eight parcels in the Housing Element site inventory. These eight parcels include the site of Peabody Road Apartments, a pipeline project shown in **Table 4-6**, and six vacant parcels (sites 27, 28, 39, 53, 71, and 73) shown in **Table 4-7**.

Additionally, concurrently with adoption of this Housing Element, to further facilitate residential development, the City will change the zoning and General Plan designations for 15 vacant sites and one nonvacant site to Residential High Density (**Program HE-18**). Of the 16 sites, 15 currently allow a mixture of commercial and residential uses. Once rezoned and redesignated, only residential uses will be allowed on these 15 sites. The 15 sites are: 2, 15, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 79. The 16th site (site 78) is already zoned exclusively for residential; however, it will be rezoned from RM to RH, which will allow for greater density. Current and proposed zoning and General Plan designations are shown in **Tables 4-7** and **4-8**.

Through **Program HE-17**, in accordance with the City's Housing Strategy, the City will consider, and implement as appropriate, a suite of potential amendments to the Land Use and Development Code to further facilitate residential development.

**Table 4-5** summarizes the City's approach to meeting its RHNA. It includes the following categories: pipeline projects, vacant sites where no rezoning is occurring, vacant sites that are currently zoned RH where density will be increased to meet the default density required for counting units towards the lower-income RHNA, vacant sites that will be rezoned from another

zone to RH, underutilized sites, and anticipated ADUs. While **Table 4-5** demonstrates the City’s ability to meet its RHNA, it is important to note that the City has a surplus of suitably zoned sites to meet its RHNA without considering the sites proposed for upzoning/rezoning. Therefore, the upzoning/rezoning is not proposed to address a shortfall of sites and upzoned/rezoned sites are not subject to the requirements of Government Code Section 65583.2(h). **Table 4-2** is included to demonstrate that the City would be able to meet the lower-income RHNA of 1,081 units without any rezones or upzones.

**TABLE 4-2 LOWER-INCOME UNIT CAPACITY, WITHOUT REZONING/UPZONING**

Type	Lower-Income Units
Pipeline projects <sup>1</sup>	202
Vacant sites not proposed for rezoning or upzoning <sup>2</sup>	437
Capacity of commercial and mixed use sites proposed for rezoning to be exclusively residential – if rezoning were not occurring <sup>3</sup>	489
Underutilized sites <sup>4</sup>	30
Anticipated ADUs <sup>5</sup>	42
<b>Total Lower-Income Capacity</b>	<b>1,200</b>
<b>Total Lower-Income RHNA</b>	<b>1,081</b>

<sup>1</sup>As shown in Tables 4-5 and 4-6.

<sup>2</sup>Includes vacant sites 6, 12, 13, 14, 18, 19, 29, 37, 46, 49, 51, 52, 57, 74, 77. Units are calculated at 50 percent of the maximum allowed units, given the maximum allowed density in the zoning district where each site is located.

<sup>3</sup>Includes vacant sites: 2, 15, 59, 60, 61, 62, 63, 64, 70, and 79. While the City is rezoning these vacant sites to further facilitate residential development, rezoning them is not necessary to count them towards the lower-income RHNA. Nine of the 10 listed sites are currently zoned CO or CG, which allow projects that are 100 percent residential. The remaining site is zoned BP. Residential uses in the BP district must be part of a mixed-use development but there is no minimum requirement for percentage of nonresidential uses. There is no maximum density prescribed in the CO, CG, and BP zones. The 489 units tallied in **Table 4-2** were calculated at 50 percent of 30 units per acre.

<sup>4</sup>Includes underutilized sites: 8, 9, 10, 11, 56, 58, and 76. Units are calculated at 15 percent of the maximum allowed units, given the maximum allowed density in the zoning district where each site is located.

<sup>5</sup> As shown in **Table 4-5**.

**Moderate- and Above Moderate-Income RHNA**

AB 725 requires that:

1. At least 25 percent of the units counted towards the City’s moderate-income RHNA are on sites where at least 4 units per acre but not more than 100 units per acre are allowed.
2. At least 25 percent of the units counted towards the City’s above moderate-income RHNA are on sites where at least 4 units per acre are allowed.

As shown in **Table 4-3**, in compliance with AB 725, all of the units counted towards the City’s moderate-income RHNA are on sites where at least four units per acre but not more than 100 units per acre are allowed and 86 percent of the units counted towards the City’s above moderate-income RHNA are in zoning districts where at least four units per acre are allowed.

**TABLE 4-3 MODERATE- AND ABOVE MODERATE-INCOME RHNA BY ZONE**

Zone	Minimum Density	Maximum Density	Units	Percentage
<b>Moderate-Income</b>				
Vacant				
RH	20.1	30	291	59%
CG	8.1	N/A	19	4%
CN	8.1	N/A	5	1%
DC	18	65	83	17%
RLM	5.1	8	31	6%
Nonvacant				
RH	20.1	30	17	3%
DMU	18	65	21	4%
MX	10	40	29	6%
<b>Total</b>			<b>496</b>	<b>100%</b>
<b>Above Moderate-Income</b>				
Vacant				
RE	0.5	3	44	14%
BP	8.1	N/A	230	73%
Nonvacant				
RH	20.1	30	13	4%
DMU	18	65	13	4%
MX	10	40	17	5%
<b>Total</b>			<b>317</b>	<b>100%</b>

### Sites Identified in Previous Housing Elements

Pursuant to Government Code Section 65583.2(c), any nonvacant sites identified in the fifth Housing Element cycle or vacant sites identified in two or more consecutive Housing Element planning periods shall be provided by-right development when at least 20 percent of the units in the proposed development are affordable to lower-income households. Sites 28, 71, 73 and 78 (also known respectively as Markham Area Apartments 1, Leisure Town Apartments 1, Leisure Town Apartments 2, and the Vanden Town Home site are vacant, have been included in the past two Housing Element cycles and therefore, are subject to California Government Code Section 65583.2(c). However, multifamily housing is already permitted by-right in the zones where these sites are located (RM and RH). None of the nonvacant sites in the inventory have been included in previous Housing Elements. (See **Program HE-9**.)

## Realistic Capacity

For the pipeline projects listed in **Table 4-6**, the realistic capacity is based on the project design as approved by the City of Vacaville or as submitted by the applicant. Development capacity for vacant and underutilized sites listed in **Tables 4-7 and 4-8** is based on allowed density and historic residential and mixed-use development trends in the city. Because the rezoning described previously will occur concurrently with adoption of this Housing Element, the new zoning designations and allowed densities are used when considering the realistic capacities described herein.

- For the sites in the RH zone, the assumed realistic capacity is 80 percent of the maximum allowed units (30 per acre), with the exception of site 39 (also known as Markham Site West). Site 39 is 0.51 acres. Due to the presence of hillsides, its assumed realistic capacity is 50 percent of the maximum allowed units (30 per acre).
- For the five sites in the RE zone, the assumed realistic capacity is 30 percent of the maximum allowed units, which results in an assumed one home per acre. Four of the five sites are in the Hillside Overlay district. Three of the five are in the Vine Street Overlay District, which requires custom homes at least 2,250 square feet. Thirty percent realistic capacity is used, which is conservative enough to account for the presence of hillsides and the requirements of the Vine Street Overlay District. More information on the Hillside Overlay District and Vine Street Overlay District is provided in the subsection Hazards and Other Potential Site Constraints.
- For site 50 (also known as Former SID Headquarters), the assumed realistic capacity is 33 percent of the maximum allowed units. The 11.41 acre site is zoned RLM, which allowed up to 8 units per acre. It is subject to a General Plan Policy that prohibits attached housing. As shown on **Figure 4-6**, the site is long and narrow, which may constrain the number of units that are feasible on the site.
- For site 78, (also known as the Vanden Town Home site), while the entire site is 8.4 acres, only 5 acres are considered when calculating anticipated unit yield due to the need for a detention basin on-site. Concurrently with Housing Element adoption, this site will be rezoned from RM to RH. Like other exclusively residential sites, the realistic capacity of the developable 5 acres is assumed to be 80 percent of the maximum allowed units. The City owns the site. More information on the anticipated development of this site is included in the subsection Vacant and Underutilized Sites.
- Vacant sites with commercial and mixed-use zoning:
  - Projects with 100 percent residential uses are allowed in the CG, CN, CO, and DC zones. A mixture of commercial and residential uses is expected but not required. There is no maximum density in the CG, CN, and CO zones. Anticipated unit yield was calculated based on 30 units per acre, with a 40 percent realistic capacity modifier. The maximum allowed density in the DC zone is 65 units per acre, which was used with a 40 percent realistic capacity modifier to calculate anticipated unit yield.

- In the MX zone, the required minimum nonresidential ground floor area (percentage of total ground-floor area on a site) is 25 percent. The assumed realistic capacity is 30 percent of the maximum allowed units (40 units per acre).
- Additional information on the likelihood of residential development in commercial and mixed-use zones is provided in the subsection Vacant and Underutilized Sites.
- Nonvacant sites:
  - Site 66 (also known as Orange Drive North) will be rezoned to RH concurrently with adoption of this Housing Element, resulting in a maximum allowed density of 30 units per acre. The assumed realistic capacity is 38 percent of the maximum allowed units to account for a new car wash business on part of the site that would likely remain if the rest of the 3.92-acre site were developed. Other than the car wash, the site is vacant. Future development with a mixture of commercial and residential uses is expected.
  - All other nonvacant sites are in the DMU and MX zones, the assumed realistic capacity is 15 percent of the maximum allowed units (65 units per acre in DMU and 40 units per acre in MX). A conservative 15 percent realistic capacity modifier is assumed because a mixture of commercial and residential uses is required in these zones and to account for the possibility that some sites will not redevelop.
  - Additional information on the likelihood of redevelopment of underutilized sites is provided in the subsection Vacant and Underutilized Sites.

These assumed realistic capacities are feasible given current development standards and on-site improvement requirements (e.g., setbacks, building height, parking, density requirements, land use controls, water and wastewater access, and open space requirements).

## Project Examples

As shown in **Table 4-4**, several recent projects support the viability of the sites in the inventory and the assumed realistic capacities. In addition to the more recent projects shown in **Table 4-4**, the City facilitated the Callen Street Rehabilitation Project (phase one approved in 2013; phase two approved in 2014). The Callen Street Rehabilitation Project evidences the City's ability and willingness to facilitate redevelopment of previously developed sites. In the Callen Street Rehabilitation Project, the City of Vacaville Redevelopment Agency acquired multi-family residential complexes (including 18 four-plexes, three duplexes, and one eight-plex). These properties were rehabilitated and resulted in new permanently affordable housing.

## Facilitating Residential Development

The project examples in this section evidence market demand for the types of projects anticipated in the land inventory. Additionally, the City continues to take many steps to facilitate residential development. See descriptions here, as well as in the subsection Vacant and Underutilized Sites.

### **Downtown Specific Plan (DTSP)**

To facilitate residential development in the downtown, the City adopted the DTSP in February 2022. As part of the residential development and design criteria, the DTSP identified four residential development prototypes. The prototypes identify examples of the type and character of residential development to be encouraged in defined areas of downtown.

The residential prototypes are (1) neighborhood multiplex, (2) townhouse/rowhouse, (3) apartments/condominiums, and (4) mixed-use. The residential multiplex is a single residential building containing three to six attached dwelling units. The units may be side by side (two to three units) or stacked. These types of developments exist along the western edge of downtown. The townhomes/rowhomes are a series of attached or detached dwelling units placed side by side with either shared walls or minimal side setbacks. The apartments/condominiums consist of a building or group of buildings containing multiple attached dwellings in a stacked configuration. Mixed-use development consists of a single building providing a vertical mix of uses with ground-floor commercial storefronts accommodating active retail uses, and upper floors providing complementary residential uses. Residential use typically constitutes a minimum of 50 percent of the total gross building square footage. Mixed-use development is permitted in the majority of the DTSP area, whereas the other residential prototypes are permitted in specific areas of the DTSP area. Development prototypes are not limited to specific DTSP zoning districts.

To help facilitate the development of these prototypes, the DTSP includes flexible development criteria and other incentives, including, but not limited to, the following:

- Subject to Ministerial Review.
- CEQA Clearance through the approval of the DTSP Addendum to the General Plan Update Environmental Impact Report.
- No maximum density or floor area ratio
- Reduced minimum setbacks
- Increased maximum height requirements
- Reduced parking requirements when specific findings can be made

The City is also in the process of evaluating reduced development impact fees for infill projects, which includes development in downtown Vacaville (**Program HE-10**).

The DTSP also identifies amenity and infrastructure improvements needed to support nonresidential and residential development. Since the approval of the DTSP, the City has installed and constructed several infrastructure improvements, including replacing and upsizing sewer line segments, lining an existing trunk sewer, repaving alleyways that are often used to access ADUs at the rear of existing single-family home properties, repaving City-owned parking lots, installing new lighting along Main Street, and installing wayfinding signage that includes public parking lot identification signage. The City has several other projects still in the design phase, such as

replacing and upsizing additional sewer line segments and water lines to support future intensified development within downtown. These improvements will be constructed between 2023 and 2025.

The development criteria for the DTSP residential prototypes include concessions like those granted to projects with a Density Bonus, such as no maximum density or FAR standards, and exceptions to height and setback requirements. All residential development within downtown has reduced parking requirements, increased permitted densities, and increased heights as compared to development criteria for rest of the city.

**TABLE 4-4 PROJECT EXAMPLES**

Project Name	APN	General Plan	Zoning	Acreage	Units	Density (units per acre)	Notes
Pony Express Senior Apartments	131020110	General Commercial	CG (RO)	1.82	60	33	Completion of construction expected in February 2023. 100% affordable to lower incomes. Density Bonus. Concessions included reduced parking requirements and exceptions to the fencing and trash enclosure requirements.
Rocky Hill Veterans Housing	129181120	Residential High Density	RH	1.42	39	27	Completed. 100% affordable to lower income. Density Bonus.
Allison Apartments	131030950	Commercial Office	CO (RO)	3.08	135	50.3	Approved pipeline project. 100% affordable lower incomes. Density Bonus. The concessions included reduced parking requirements, an increase in building height from 47 feet to 60 feet, reduced setbacks, and the elimination of private open space areas, such as balconies and porches.
Oak Grove Senior Apartments	126160150 126150050	Commercial Neighborhood	CN (RO)	2.12	60	28.4	Approved pipeline project. 100% affordable lower incomes. Density Bonus. Concessions included reducing the private open space balconies from 60 to 42 and reducing ground-floor balconies from 100 to 59 square feet.

CITY OF VACAVILLE  
VACAVILLE GENERAL PLAN  
HOUSING ELEMENT

Project Name	APN	General Plan	Zoning	Acreage	Units	Density (units per acre)	Notes
Vasquez Deli	130202100	Commercial General	DC	0.14	3	21.4	Completed. Mixed-use. Project granted reduced parking requirements.
DeBartolo Jewelers (528 Main St.)	130192030 130192040	Commercial General	DC	0.14	2	14.3	Completed. Mixed-use. Project granted reduced parking requirements.
Solano Mortgage (520 Main St.)	130192050	Commercial General	DC	0.14	2	14.3	Approved (applicant withdrew application). Mixed-use. Project granted reduced parking requirements.
Harbison Townhomes (Rentals)		Commercial Office	CO (RO)	8.86	160	18.1	Under Construction. Market-rate Apartments. Project granted reduced parking requirements and setbacks.
Casa Dei Venti (Strada 1200)		Residential High Density	RH	14.41	245	17.0	Completed. Market-rate Apartments.
700 Parc on Main mixed-use project	130203150 130203160 130206110 130123050 130123060 130123140 130123150 130123160 130123170 130123180	Commercial General	DC	2.83	81	28.6	Approved pipeline project.

Source: City of Vacaville, 2022.



## Summary of Approach to Meeting RHNA

As shown in **Table 4-5**, the City's approach to meeting its RHNA relies on pipeline projects, vacant sites, underutilized sites, and anticipated ADU/JADU development. Using this approach, the City has a surplus of sites available to meet its 2023-2031 RHNA by income category. **Tables 4-6, 4-7 and 4-8** provide the characteristics of each site, including zoning, general plan designation, acreage, and realistic capacity for the sites currently zoned for housing or that will be rezoned. These sites are all likely to be developed with residences during the planning period. Maps of the pipeline projects, vacant sites, and underutilized sites are provided as **Figures 4-1 through 4-9**. Anticipated ADU/JADU construction could occur in neighborhoods throughout the city. Therefore it's considered a non-site specific approach to meeting RHNA and is not mapped, with the exception of the approved pipeline project referred to as Habitat for Humanity. This project will include five ADUs. The Habitat for Humanity pipeline project is shown on **Figure 4-3**.

To ensure that the City has sufficient capacity to accommodate the RHNA throughout the planning period, HCD recommends in their Housing Element Site Inventory Guidebook (Government Code Section 65583.2) that the City create a buffer in the sites inventory of at least 15 to 30 percent more capacity than required, especially for capacity to accommodate the lower income RHNA. As shown in **Table 4-5** the city has taken this approach and assumed a 25 percent buffer across all income categories.

**TABLE 4-5 APPROACH TO MEETING 2023-2031 RHNA**

Income Category	RHNA	RHNA with 25% cushion	Pipeline Projects	Vacant Sites, Suitably Zoned <sup>1</sup>	Vacant Sites with Increasing Allowable Density <sup>2</sup>	Vacant and Underutilized Sites Rezoning to RH <sup>3</sup>	Underutilized Sites, Suitably Zoned <sup>4</sup>	Anticipated ADUs	Total Capacity	Surplus of RHNA	Surplus of RHNA with 25% cushion
Extremely Low Income	338	423	-	112	42	290	10	-	454	116	31
Very Low Income	339	424	59	112	42	290	10	18	531	192	107
Low Income	404	505	143	112	43	290	10	24 <sup>5</sup>	622	218	117
Moderate Income	409	511	2	138	16	292	50	18	516	107	5
Above Moderate Income	1,105	1,381	5,419	44	-	243	30	6	5,742	4,637	4,361
<b>Total</b>	<b>2,595</b>	<b>3,244</b>	<b>5,623</b>	<b>518</b>	<b>143</b>	<b>1,405</b>	<b>110</b>	<b>66</b>	<b>7,865</b>	<b>5,270</b>	<b>4,621</b>

<sup>1</sup>Refers to vacant sites that do not require upzoning or rezoning.

<sup>2</sup>Refers to proposed increase to allow density up to 30 units per acre on sites 27, 28, 39, 53, 71 and 73. Per **Program HE-18**, increased density in the RH zone on these sites and citywide will be adopted concurrently with adoption of this Housing Element.

<sup>3</sup>Refers to proposed changes to zoning and general plan designations for 15 vacant sites and one nonvacant site (#66) to Residential High Density (up to 30 units per acre allowed) (**Program HE-18**, which will be adopted concurrently with adoption of this Housing Element). Of the 16 sites, 15 currently allow a mixture of commercial and residential uses. Once rezoned and redesignated, only residential uses will be allowed on these 15 sites. The 15 sites are: 2, 15, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 79. The 15th site (site 78) is already zoned exclusively for residential; however, it will be rezoned from RM to RH, which will allow for greater density.

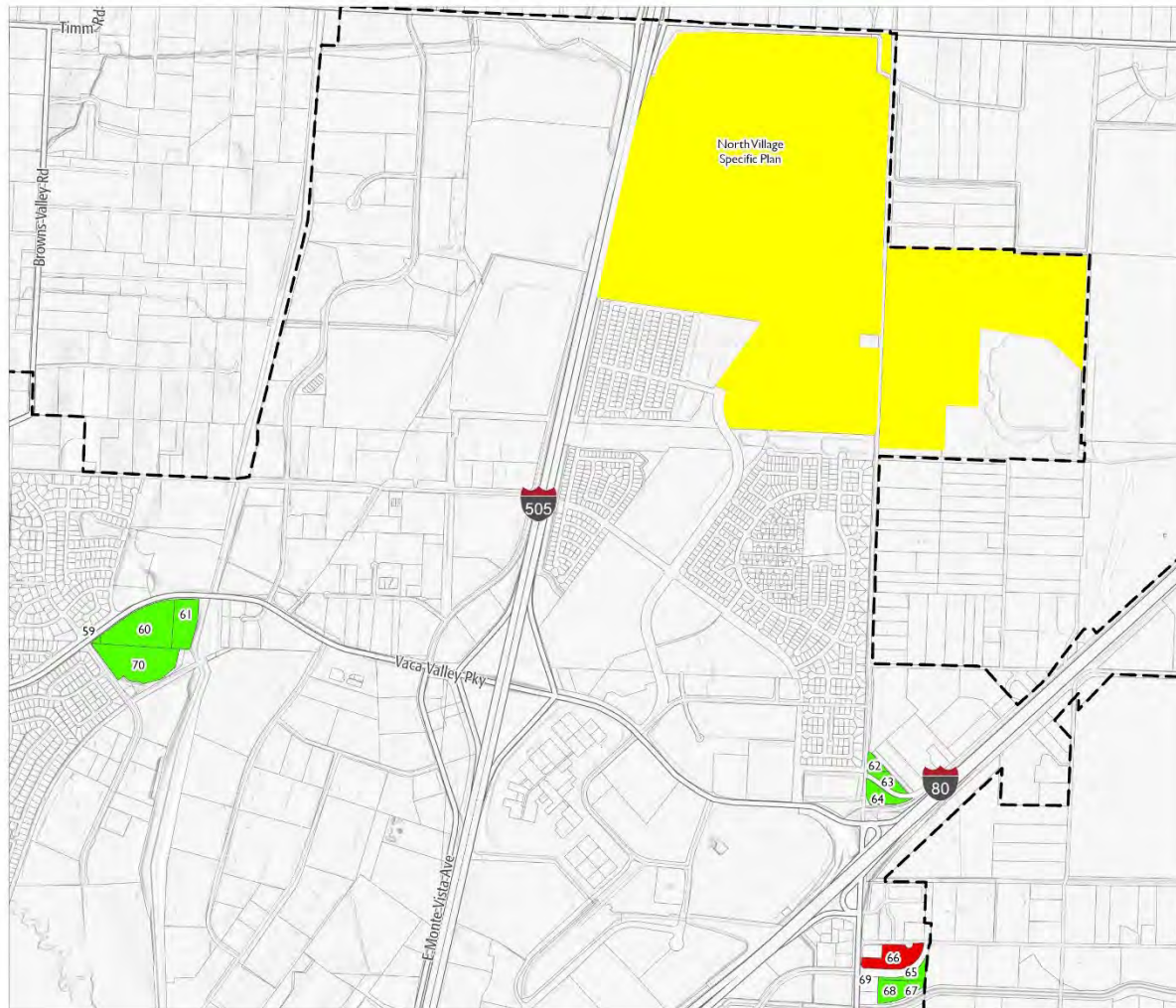
<sup>4</sup> Refers to all sites in Table 4-7 except site 66, which is addressed in footnote 2.

<sup>5</sup>Includes five ADUs, approved in the Habitat for Humanity pipeline project.

Source: City of Vacaville, 2023.

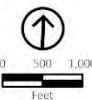
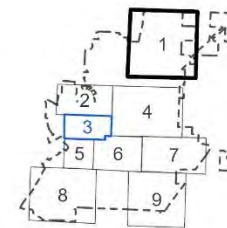
Figure 4-1 Housing Element Sites Inventory Map (1 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Inventory

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Pipeline Project
- Underutilized Site
- Vacant Site

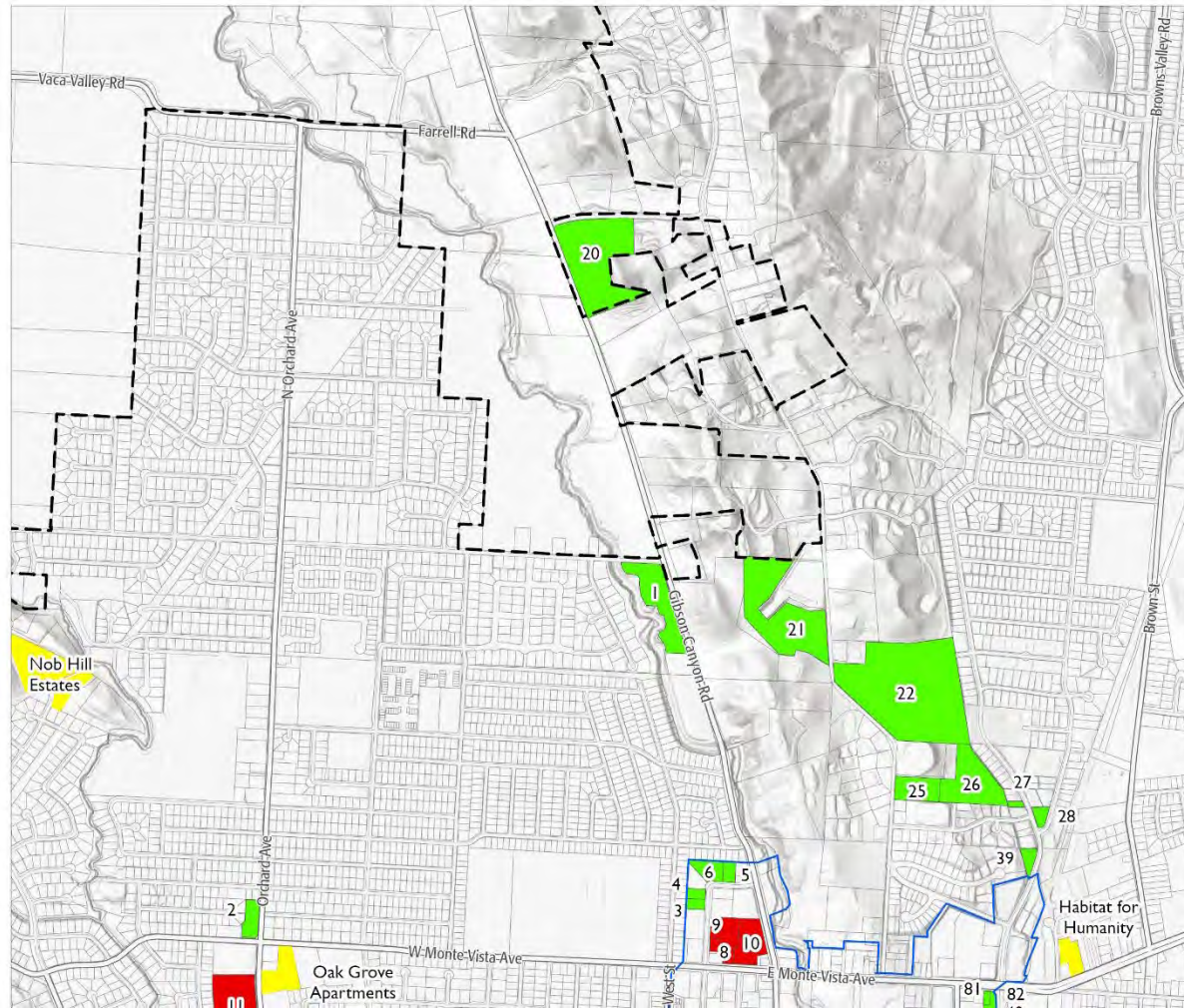


Revision Date: 7/12/2023

CITY OF VACAVILLE  
 VACAVILLE GENERAL PLAN  
 HOUSING ELEMENT

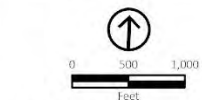
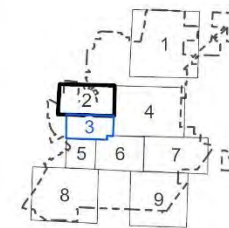
Figure 4-2 Housing Element Sites Inventory Map (2 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Inventory

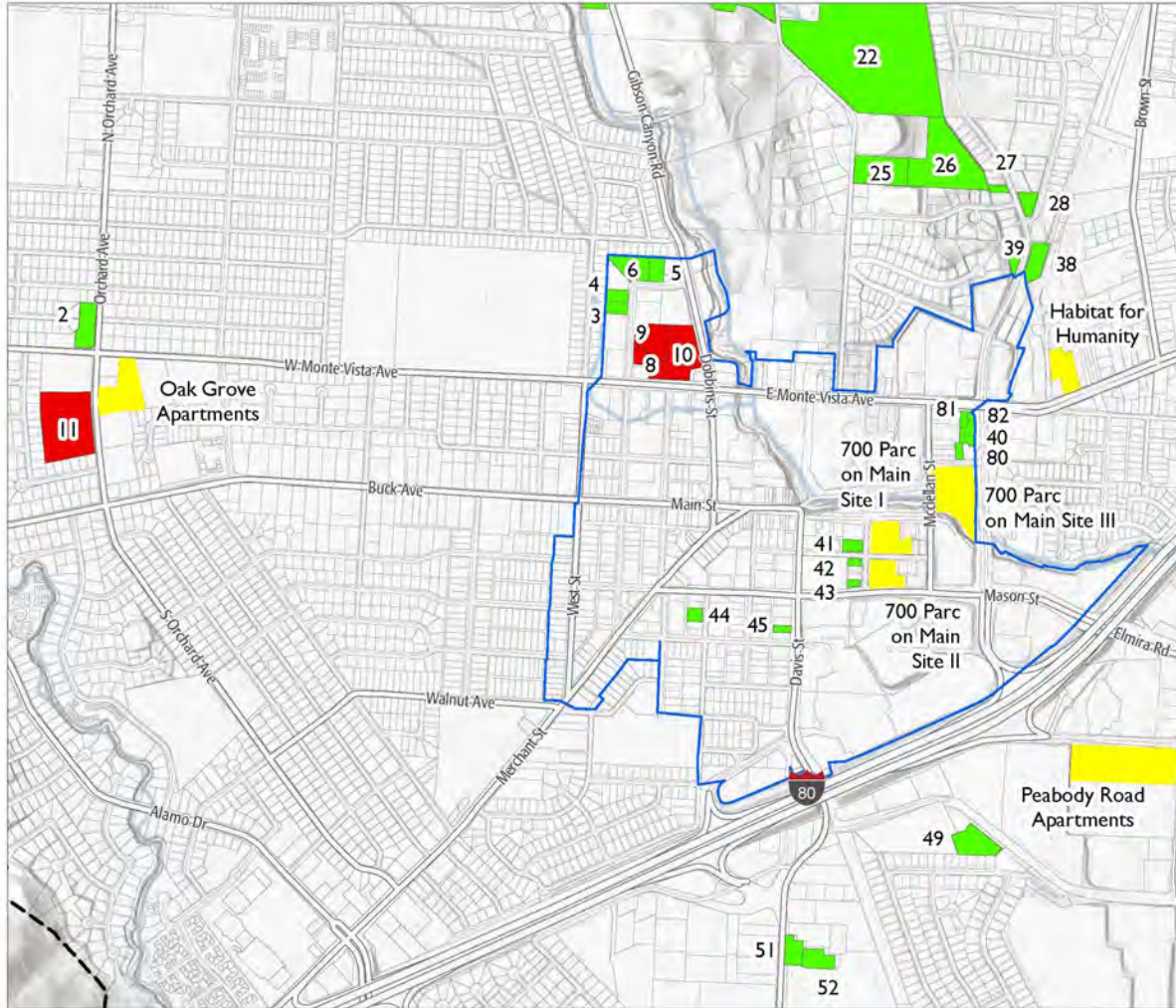
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 7/12/2023

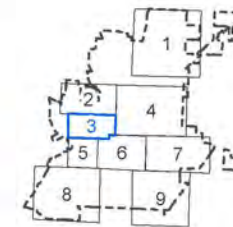
Figure 4-3 Housing Element Sites Inventory Map (3 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

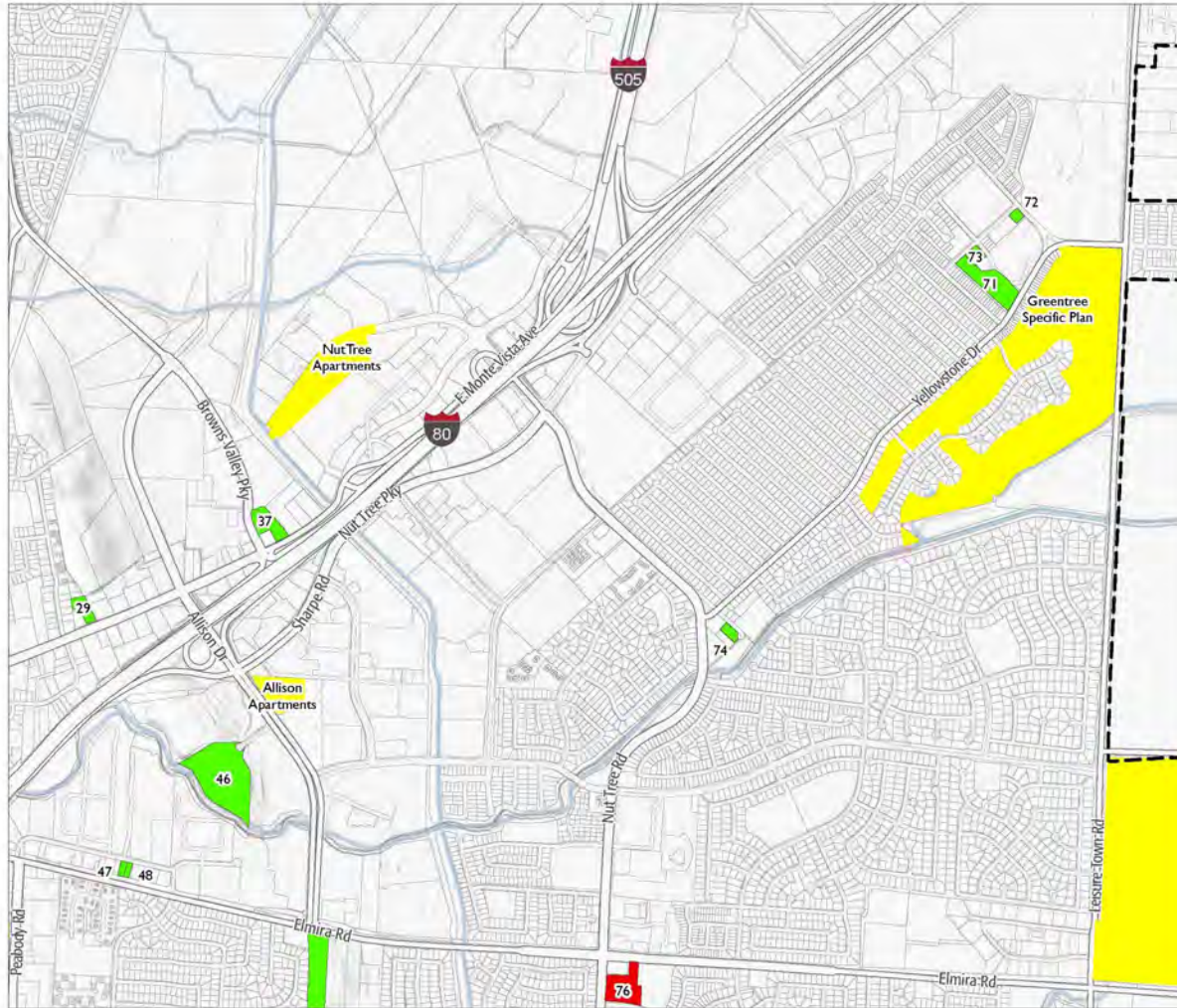
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 8/29/2022

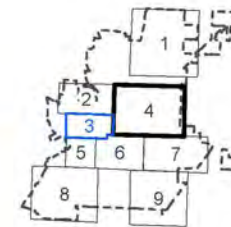
Figure 4-4 Housing Element Sites Inventory Map (4 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

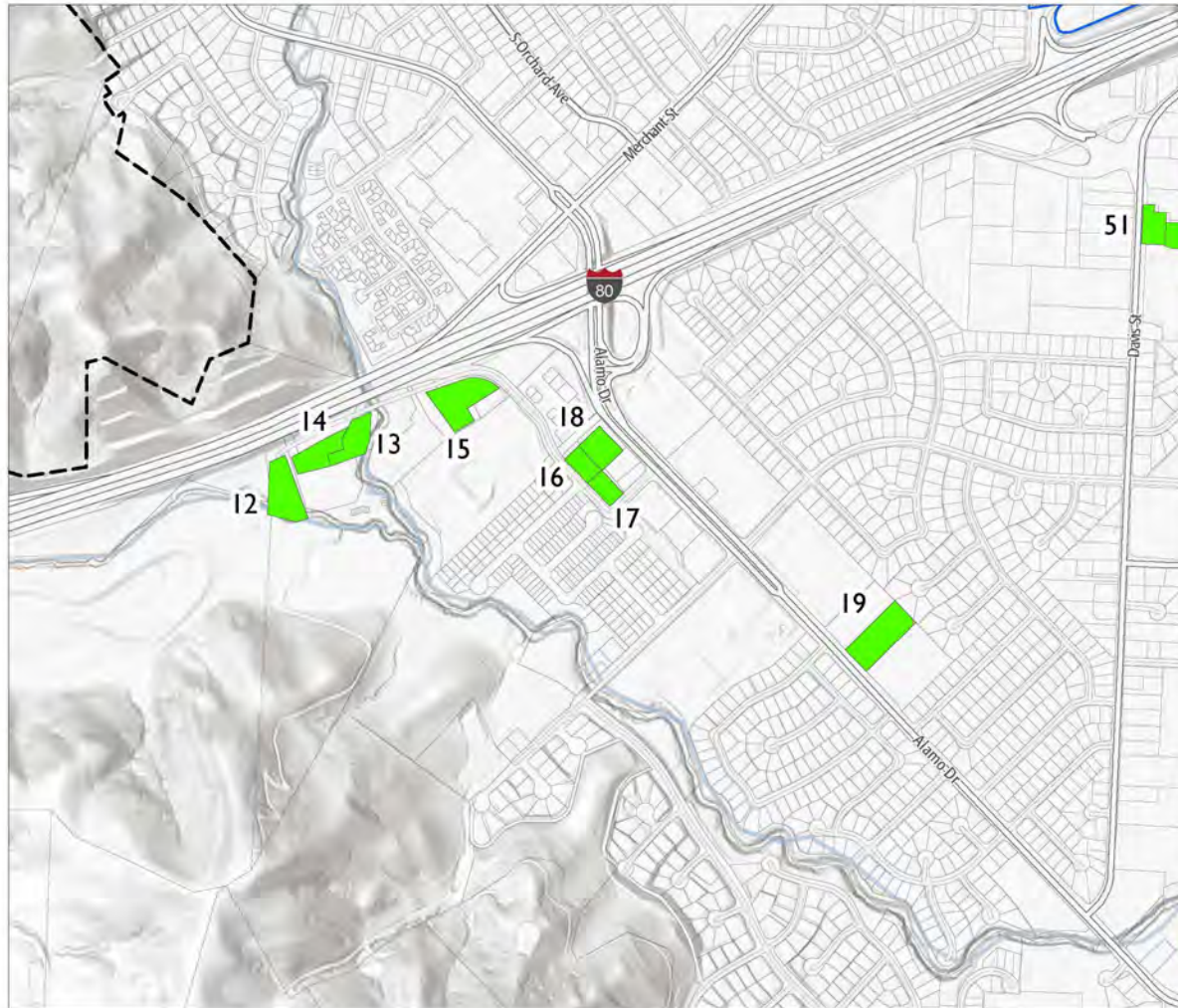
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 8/29/2022

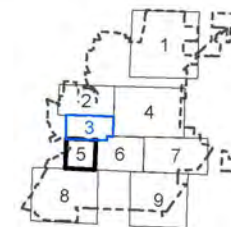
Figure 4-5 Housing Element Sites Inventory Map (5 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

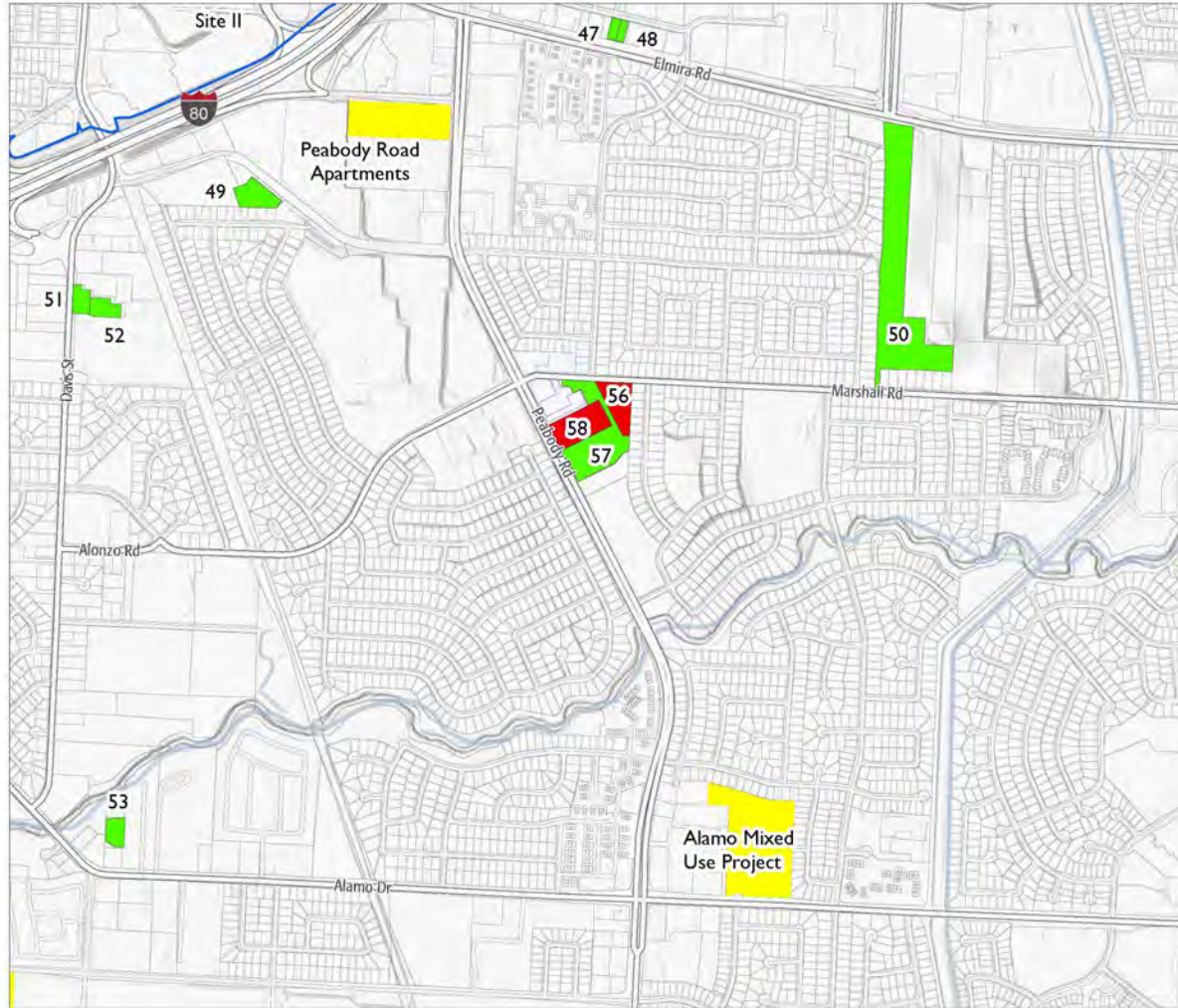
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 8/29/2022

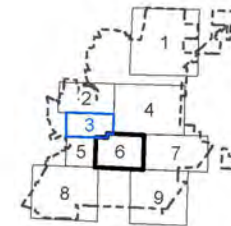
Figure 4-6 Housing Element Sites Inventory Map (6 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site

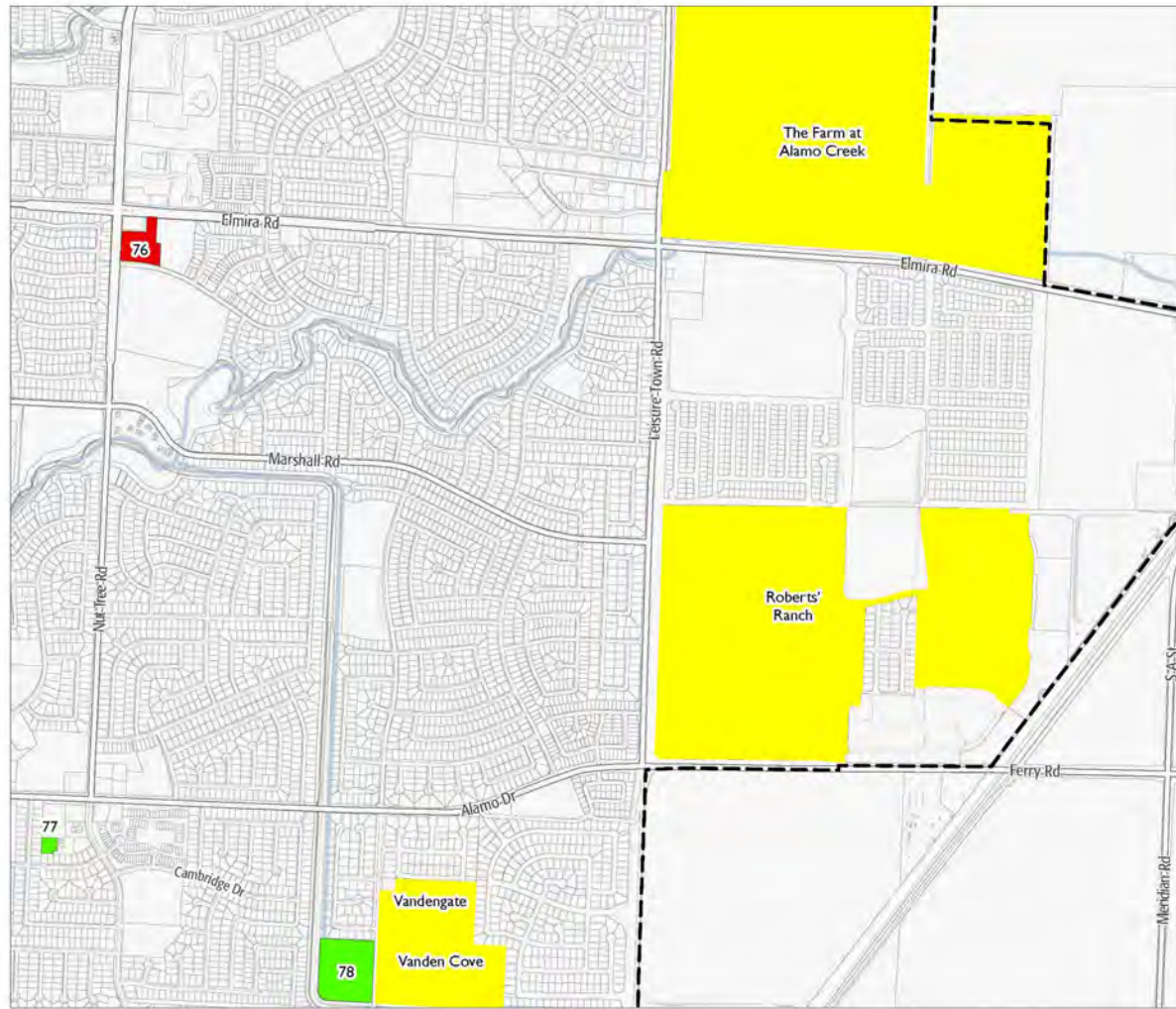


Revision Date: 8/29/2022



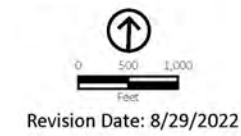
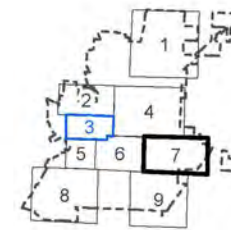
Figure 4-7 Housing Element Sites Inventory Map (7 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

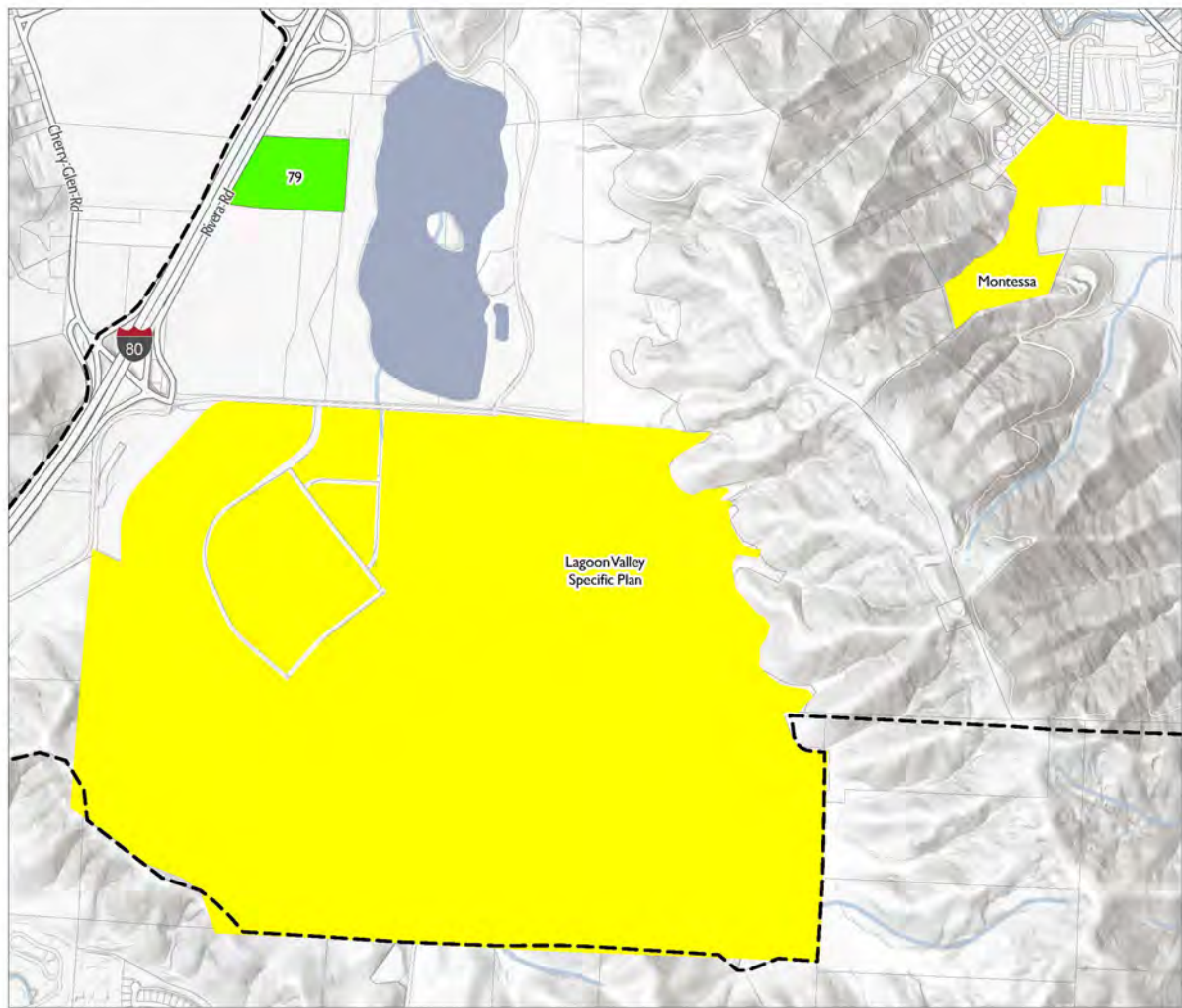
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 8/29/2022

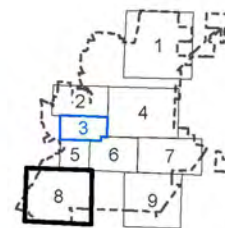
Figure 4-8 Housing Element Sites Inventory Map (8 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 8/29/2022

Figure 4-9 Housing Element Sites Inventory Map (9 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 2/15/2023

## Pipeline Projects

The City currently has 21 approved pipeline projects, including 18 market rate projects and 3 affordable projects, for a total of 5,859 units that can be counted towards the City's RHNA. Anticipated units are based on the project design as approved by the City of Vacaville or as submitted by the applicant. Of the 5,859 units, 202 are in the lower-income category, 186 are in the moderate-income category and the remaining 5,471 are in the above moderate-income category. **Table 4-6** provides parcel-level data on the pipeline project sites. A brief description of each pipeline project follows **Table 4-6**. Maps of the pipeline projects, vacant sites and underutilized sites are provided as **Figures 4-1** through **4-9**.

**TABLE 4-6 PIPELINE PROJECTS**

Pipeline Project	Assessor Parcel Numbers	General Plan Designations	Zoning Designations	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
Alamo Mixed Use Project	0132320170	Mixed Use	MX	9.34	0	0	73	73
Allison Apartments	0131030950	Commercial Office	CO/RO	2.68	134	1	0	135
700 Parc on Main Site I (formerly East Main District - SITE 1)	0130203150 0130203160	Commercial General	DC	1.37	0	0	25	25
700 Parc on Main Site II (formerly East Main District - SITE 2)	0130206110	Commercial General	DC	1.06	0	0	21	21
700 Parc on Main Site III (formerly East Main District - SITE 3)	0130123050 0130123060 0130123140 0130123150 0130123160 0130123170 0130123180	Commercial General	DC	2.83	0	0	35	35
Foxboro Knoll - VMSP	0137050010 0137050020	Residential Estate	RE	23.75	0	0	58	58
Greentree Specific Plan	0134020180 0134020290 0134020310 0134020360 0134020380 0134020450 0134020460 0134180030 0134180040 0134181130 0134181140 0134183140 0134183150	Private Recreation Residential Low Density Undesignated	CH, PR, RL, RLM	74.05	0	0	1,149	1,149

CITY OF VACAVILLE  
VACAVILLE GENERAL PLAN  
HOUSING ELEMENT

Pipeline Project	Assessor Parcel Numbers	General Plan Designations	Zoning Designations	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
Lower Lagoon Valley	0128040330							
	0128040340							
	0128040350							
	0128040360							
	0128040370							
	0128040380							
	0128040400							
	0128040410							
	0128050110	Business Park						
	0128050120	Hillside Agriculture						
	0128050140	Public Open Space	AH, RE, BP, OS	884.18	0	0	1,015	1,015
	0128080010	Public Park						
	0128080020	Residential Golf Course						
	0128080030							
	0128080050							
	0128080060							
	0128090010							
0128090040								
0128090050								
0128090070								
0128090080								
Montessa	0128060110	Hillside Agriculture						
	0128070020	Residential Low Density	AH, RL	38.41	0	0	59	59
Nob Hill Estates	0125450010							
	0125450020							
	0125450040	Residential Estate	RE	19.4	0	0	6	6
	0125450050							
	0125450060							
	0125450070							

CITY OF VACAVILLE  
VACAVILLE GENERAL PLAN  
HOUSING ELEMENT

Pipeline Project	Assessor Parcel Numbers	General Plan Designations	Zoning Designations	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
North Village Specific Plan	0106240100 0106240290 0106240300 0106240330 0106270220 0106280060	Public/Institutional Public Park Public Open Space Residential High Density Residential Low Density Residential Medium Density Undesignated	NVSP	419.78	0	0	1,151	1,151
Nut Tree Apartments	0129240570 0129240580 0129240590	Commercial Highway	CH	11.90	0	0	216	216
Oak Grove Apartments	0126150050 0126160150	Commercial Neighborhood	CN/RO	2.12	59	1	0	60
Peabody Road Apartments	0131060310	Residential High Density	RH	4.80	0	0	120	120
Roberts' Ranch	0138030170 0138030190 0138030260 0138030250 0138030240 0138030230 0138030150 0138030140 0138030160 0138030180	Agricultural Buffer Residential Low Density Residential Low Medium Density Schools	RLM, RL	163.33	0	0	647	647
Southtown Phase 3	0137030040 (Parent Parcel)	Commercial Neighborhood Public Park Residential Low Density Residential Medium Density	PR, RL, RLM, CN	61.49	0	0	242	242

CITY OF VACAVILLE  
VACAVILLE GENERAL PLAN  
HOUSING ELEMENT

Pipeline Project	Assessor Parcel Numbers	General Plan Designations	Zoning Designations	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
The Farm at Alamo Creek	0138010010 0138010030 0138010020	Commercial Neighborhood Public Open Space Public Park Public/Institutional Residential Low Density Residential Low Medium Density Residential Medium High Density	CN, OS, PR	195.84	0		446	446
Vanden Cove	0137001070 0137010050 0137010060	Residential Low Density	AG	24.05	0	0	114	114
Vandengate	0137001140	Residential Low Density	RL	8.66	0	0	42	42
Habitat for Humanity	129310230 129310240 129310250 129310260 129310360 129310370 129310400	Commercial General	CG	1.12	9	0	0	9*
<b>TOTAL</b>				<b>1,957.41</b>	<b>202</b>	<b>2</b>	<b>5,419</b>	<b>5,623</b>

\*Nine single-family primary dwelling units counted here. An additional five ADUs are counted in Table 5-3 under Anticipated ADUs.

Source: City of Vacaville, 2022.



### **Alamo Mixed-Use Project**

The project was approved as a mixed-use proposal on a vacant 9.34-acre site located on Alamo Drive, across from Raleigh Drive, and adjoining the existing shopping center. The project consists of: (1) the residential development of 73 townhomes; (2) approximately 6,500 square feet of commercial building; and (3) a 3.15-acre detention basin. The project site is currently zoned for residential development of 4,500 square foot lots. The application was submitted on February 20, 2019, and approved on February 25, 2020. Since the project was approved, the developer has been actively working with the Federal Emergency Management Agency (FEMA) to obtain a Conditional Letter of Map Revision (CLOMR) for the project site. The CLOMR letter was issued by FEMA in December 2022. The City anticipates that all 73 townhomes will be constructed during the planning period and that they will be affordable to households with above moderate incomes.

### **Allison Apartments**

The project was approved as a 135-unit affordable apartment project on a portion of a vacant 2.68-acre City-owned site, located at the southeast corner of Allison Drive and Nut Tree Parkway adjacent to the Vacaville Transit Center. The housing mixtures include 21 studio units, 82 one-bedroom units, and 32 two-bedroom units, with floor areas ranging from 494 square feet to 984 square feet. All units would be available to low-income households with incomes that are 80 percent or less of the area median income, or lower if required by any project funding source, with the exception of two manager units. The project approval also included a Density Bonus request to increase the allowable density from 24 units per acre to 50 units per acre, with the following exceptions to development standards: (1) reduce required parking from 212 spaces to 139 spaces; (2) increase the building height from 48 feet to 60 feet; (3) reduce building setbacks; (4) reduce the proportionate amount of common open space; and (5) eliminate private open space areas (balcony or porch). The project's application was submitted on September 14, 2021, and approved on February 8, 2022. The City's contribution to the project includes a loan for land value plus \$3 million cash from the Low-Income Housing Asset Fund, plus \$1.9 million from the City's General Fund. The loan is deferred, with residual receipts, at a below-market interest rate. The developer will seek state funding as well as State Tax Credit Financing to finance the remaining project costs of approximately \$58 million. The City anticipates that a 135-unit apartment project will be constructed during the planning period. The project will include 134 units affordable to households with low incomes and one manager's unit that will be affordable to a moderate-income household. The City will record a 55-year affordability covenant to ensure the affordability of units in the planning period and beyond.

### **700 Parc on Main (formerly East Main District Sites 1-3)**

The 700 Parc on Main Mixed-use Development Project is an infill, mixed-use residential and commercial/retail development on three City-owned sites, totaling 5.26 acres. The project's application was submitted on February 16, 2022 and approved on June 21, 2022. Since the project was approved, the applicant has been actively working with the State Department of Toxic Substances Control to remediate portions of the site. On December 13, 2022, the City Council authorized the exploration of a potential Community Facilities District to fund project

infrastructure. The applicant has closed escrow on the properties and expects to submit construction plans in spring 2023. The City anticipates that all 81 townhomes will be constructed during the planning period and that they will be affordable to households with above-moderate incomes.

- Site 1 (1.37 acres) – Site 1 is located at the corner of East Main Street and Wilson Street and extends from East Main to Catherine Street. Site 1 will have two mixed-use flex space buildings of approximately 1,976 square feet and 2,085 square feet (total of 4,061 square feet), and a total of 25 residential condominium units. The condominium units will be three-story format with one and two-car direct access garages tucked under two floors of living space. There will be 14 units of three bedrooms and three bathrooms and one car garage and 11 units of three bedrooms and three bathrooms and two car garage. The project density is approximately 20.4 units per acre.
- Site 2 (1.06 acres) – Site 2 is located at the southeast corner of Catherine Street and Wilson Street. Site 2 will have a total of 21 residential condominium units. There will be four-unit types of three bedrooms and three bathrooms and one car garage and 17-unit types of three bedrooms and three bathrooms and two car garages, along with two elevation styles. The project density is approximately 19.8 units per acre.
- Site 3 (2.25) – Site 3 is located along McClellan Street and Depot Street, between Bush Street and Ulatis Creek. Site 3 will have a total of 35 residential condominium units. The condominium units will be three-story format, and all will have two-car direct access garages tucked under two floors of living space. The project density is approximately 15.6 units per acre.

### **Foxboro Knoll - VMSP**

The Foxboro Knoll project consists of 58 single-family lots on 28.5 acres at 1222 California Drive. The house plans consist of 1 single-story and 2 two-story models ranging in floor area from 2,851 square feet to 4,088 square feet. The subdivision consists of lots from 10,556 square feet to 35,175 square feet. Grading activities have commenced and the City anticipates that all 58 homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes.

### **Greentree**

The Greentree Project is a residential development that would include 1,149 dwelling units, with approximately 950 units of higher-density housing types located north of Sequoia and 199 units of detached, single-family senior housing located south of Sequoia. The developer is proposing to construct the Greentree Apartments, consisting of 240 garden-style apartments at the northern end of the project boundary. The project is located on a 10.77-acre parcel along Gilley Way (Residential Area 7 in the proposed Greentree Specific Plan). The proposed project includes eleven three-story buildings with 240 rental units.

The proposed project includes a range of amenities, such as parks, a trail network, open space, and infrastructure features including the dedication of additional land for the City’s sewer pump station site, the dedication of two water well sites, and the improvement of stormwater detention facilities. The City anticipates that all 1,149 homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes. The Greentree project, including Planned Development approval of the 240-unit apartment complex, was approved by the City Council on November 15, 2022. The developer is preparing construction drawings to commence construction of backbone infrastructure and to prepare the apartment site in summer 2023. The 240-unit apartment project is expected to be completed within the first three years of the planning period. The bulk of the remaining units will be constructed by 2032; this is likely because the first phase of development constructs most of the infrastructure to serve build out of the entire Specific Plan area.

### **Lower Lagoon Valley**

The Lower Lagoon Valley Project is an approved development of privately-owned property on and adjacent to the former Hines Nursery site in Vacaville. Approximately 323 acres of residential development to include 1,015 homes with a variety of housing types, organized in three villages with an integrated golf course and clubhouse with recreational amenities. Approximately 458 acres of open space and recreational uses including a golf course, neighborhood and linear parks, and riparian and hillside open space; Business Village and Town Center on approximately 60 acres; and approximately 23 acres of public uses and roadways including an approximately 1.5 acres fire station site. The City anticipates that all 1,015 homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes.

During 2021 and 2022, the developer has made substantial progress in installing backbone infrastructure to serve the new development, including Phase 1 mass grading, backbone sewer, and water through the park, and park access road and trail paving. The Planning Division is currently reviewing staff-level house plan applications for Neighborhood B (50 lots) located in the northeastern area of the development and Neighborhood K (88 lots) in the northern area of the development. This project is expected to begin construction of the first single-family homes in late 2023 or early 2024. Phase 1, Phase 2, and Phase 3 are made up of a total of 633 units that should be completed within the first five years of the planning period.

### **Montessa**

Montessa consists of 59 single-family lots on a 40-acre site located south of California Drive at Araquipa Court. The house plans consist of two (2) single-story and two (2) two-story models ranging in floor area from 2,265 square feet to 2,758 square feet. Exterior elevations reflect Bay Area Modern, French Country, and Craftsman design themes. The proposed floor plans include 4-5 bedrooms, 2½-4 bathrooms with two-car and three-car garages. The subdivision consists of lots from 6,500 square feet to 21,125 square feet in area. Approximately 23 acres of the 40-acre site is significantly steep and currently zoned Agricultural Hillside. The project was approved on July 23, 2021. Grading activities have commenced and the City anticipates that all 59 homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes.

### **Nob Hill Estates**

The 19.4-acre Nob Hill Estates project is a nine-lot, single-family home subdivision. The lots range in size from 18,489 square feet to 71,210 square feet. 6.01 acres of the 19.4-acre site was dedicated to the City as permanent open space. The City anticipates that six homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes.

### **North Village**

North Village is a master-planned development in the City of Vacaville consisting of a variety of uses including residential, commercial, business park, public (college), school (elementary), park, and open space. It encompasses approximately 880 acres in the northeast part of the City. It is bounded by Midway Rd to the north, Leisure Town Rd to the east, Vaca Valley Pkwy to the south, and I-505 to the west. The development is generally divided into two major areas separated by Gibson Canyon Creek, Area Plan 1 (AP1) and Area Plan 2 (AP2). AP1 is south of Gibson Canyon Creek and its original land uses include single-family detached and multi-family residential, public/institutional site, public school site, commercial, business park, public park, and public open space. Except for the Commercial and Business Park areas, AP1 is nearly built out with ownerships by homeowners, Solano Community College District, and the City. AP 2 is north of Gibson Canyon Creek and its original land uses include single-family detached, multi-family residential, private recreation for a swim club, public park, and public open space. AP2 is currently used for agricultural purposes (including a caretaker residence) and as a staging area in support of AP1 construction. The owner/developer is pursuing modifications to the land use layout in AP2 to accommodate continued development in AP2. The City anticipates that all 1,151 homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes. Modifications include relocating the proposed multifamily housing site into the first phase of AP2. This would ensure that the multifamily site is fully developed within three years.

### **Nut Tree Apartments**

The Nut Tree Apartments was approved on December 18, 2018, and received an extension for development until June 18, 2022. This project includes 216 market-rate units. Plans for building permits were submitted for this project in late 2022 and are expected to be issued in early 2023. The City anticipates that all 216 units will be constructed during the planning period and that they will be affordable to households with above-moderate incomes.

### **Oak Grove Apartments**

The project includes a residential multifamily senior affordable housing and related community uses, including property management offices, supportive resident services offices, and a community room. The project will be developed on a City-owned property and a privately owned property and will include 60 units, at 31.75 units per acre. There will be 59 units reserved for seniors with very low incomes and one unit will be a manager's unit. It will include two three-story buildings. The project is located across two contiguous, adjacent properties, which total 2.11 acres. The project approvals included a zone change to convert the site from Commercial Neighborhood to Residential High Density. The project is also utilizing the state affordable housing density bonus

to achieve the proposed density and is receiving subsidy funds from the City. The City contribution to the project includes loan for land value plus \$4,150,987 cash from Low-Income Housing Asset Fund. The loan is deferred, residual receipts, at below-market interest rate. The developer will seek federal and state funding as well as State Tax Credit Financing to finance the remaining project costs of approximately \$39 million. The City will record a 55-year affordability covenant to ensure the affordability of units in the planning period and beyond.

### **Peabody Road Apartments**

The project is located at the Southwest corner of Peabody Road and Cliffside Drive. The total resultant density was established at 120 residential garden-style apartment homes (24 units/net acre based on 5.0 acres) of mixed sizes and configurations in 1, 2 & 3 bedroom opportunities. The General Plan designation is High Density Residential (RH) and the zoning is also High Density Residential (RH). The Project will have six (6) - three (3) story buildings that are comprised of three (3) different building configurations, which will result in a total of 120 rentable units. The project will also include approximately 17,450 square feet of common area open space and amenities including internal paseos and sitting areas, a fully accessible single-story 2,700 +/- square feet Community Building, a generous sized pool & spa, a BBQ/picnic area, dog park and tot-lot. Parking shall be provided at the ratios required for each bedroom type as well as guest parking under the Vacaville Zoning Ordinance with a total of 238 parking spaces for residents and guests. The City anticipates that all 120 homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes. Building permits were issued in December 2022, grading activities have commenced, and construction of the buildings is expected to commence in 2023.

### **Roberts' Ranch**

The Roberts Ranch Specific Plan is a 248-acre master planned community within the East of Leisure Town Growth Area in the City at the northeast corner of Leisure Town Road (future Jepson Parkway) and Fry Road. The Specific Plan includes 785 single-family homes, neighborhood parks, and a 16.5-acre public school parcel, with open space and public trails a City well site, and various off-site utility or roadway improvements. The Specific Plan was approved by Vacaville City Council on March 28, 2017. Construction of the homes in this community began in 2019. The construction of Village B is nearly complete, and Villages A, C, and E are under construction as well. Staff is currently reviewing permits at regular intervals; this is expected to continue in 2023. The City anticipates that all 647 of the remaining unbuilt homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes.

### **Southtown Phase 3**

Southtown Phase 3 was originally approved in 2007 with 242 single-family homes at the southeast corner of Vanden Road and Redstone Parkway. Recently, the development was approved to construct seven house plans with three elevations each on 167 lots consisting of 63 Cluster lots and 104 traditional lots . Three house plan types will be constructed on the cluster lots and four house plan types will be constructed on the traditional lots. The City anticipates that 242 homes

will be constructed during the planning period and that they will be affordable to households with above moderate incomes.

### **The Farm at Alamo Creek**

The Farm at Alamo Creek comprises 210.5 acres of land located at the northeast corner of Leisure Town Road (future Jepson Parkway) and Elmira Road. The 446-unit development was approved by Vacaville City Council on November 13, 2018. The specific plan includes 446 new homes (262 detached single-family and 184 attached duet homes), 19.4 acres of community park with an 8.2 acre Play-4-All park, 7.4 acres for neighborhood commercial use, and many acres of open space and trails. The project's application was submitted on March 14, 2017 and was approved on November 13, 2018. City staff are currently reviewing an application for an adjoining subdivision called The Fields at Alamo Creek. There are opportunities for The Fields to spur construction activities in the Farm through potential cost-sharing arrangements to support backbone infrastructure. All 446 homes are counted towards the above moderate-income RHNA.

### **Vanden Cove**

The Vanden Cove project consists of Planned Development and Environmental Assessment requests to construct a 114-unit subdivision for single-family development on a 25.5-acre site located on Vanden Road, south of Alamo Drive. The project site adjoins the approved Vandengate subdivision to the north. The Zone Change request is to change the site from Agriculture (AG) to Residential Low Density - Minimum 6,000 square foot lot size (RL-6). The proposed subdivision would create 114 lots ranging in size from 6,000 square feet to 10,910 square feet, with primary access from two new driveways fronting on Vanden Road. The development includes four house plan models ranging in size from 2,056 square feet to 3,357 square feet in floor area, with architectural styles reflecting Tuscan, Craftsman and French Cottage themes. This project is tentatively scheduled for Planning Commission review in spring 2023. The City anticipates that 114 homes will be constructed during the planning period and that they will be affordable to households with above moderate incomes.

### **Vandengate**

Originally approved in 2018 and later modified in 2022, the Vandengate project is on a 9.3-acre site east of Vanden Road and south of Joyce Drive. The project consists of 42 single-family parcels and one remainder lot for the existing house on the property. The development includes three house plans consisting of one single-story and two two-story models ranging in floor area from 2,329 square feet to 3,357 square feet. Development of the Vanden Cove Subdivision to the south will help make this project feasible by installing public infrastructure for stormwater and roadways. The Vanden Cove Subdivision is currently under review by the City and both projects are expected to be constructed at the same time. The City anticipates that 42 homes will be constructed during the planning period and that they will be affordable to households with above-moderate incomes.

### Habitat for Humanity

In July 2022, the City Council approved a Disposition, Development, and Loan Agreement with Solano-Napa Habitat for Humanity for 14 affordable homes consisting of 9 single-family homes with 5 ADUs on City-owned property at Scroggins Court and East Monte Vista Avenue. The project will include eight single-family attached residences, one single-family detached residence, and five ADUs. To serve larger households, five of the nine single-family homes will be three-bedroom units and the other four will be four-bedroom units. All 14 units are counted towards the City's lower-income RHNA, nine in the pipeline projects category and five in the anticipated ADU category. Planning staff has reviewed the preliminary site plan and provided comments. Staff is anticipating a formal project submittal in 2023. The City contribution to the project includes selling the City-owned land for \$1 plus \$300,000 cash from the City General Fund. The land value and cash are in the form of a loan that is deferred and is to be forgiven upon completion of the project. Habitat for Humanity is seeking state funding to finance the remaining project costs above the City contribution, volunteer labor, and homebuyer sweat equity. The City will record a 45-year affordability covenant to ensure the affordability of units in the planning period and beyond.

### Vacant and Underutilized Sites

**Tables 4-7** and **4-8** provide the characteristics of each site, including zoning, general plan designation, acreage, and realistic capacity for the sites currently zoned for housing or that will be rezoned. These sites are all likely to be developed with residences during the planning period. Maps of the pipeline projects, vacant sites, and underutilized sites are provided as **Figures 4-1** through **4-9**.

The inventory includes 60 vacant parcels, with a realistic capacity for 2,022 units. Of the 2,022 units, 1,319 are in the lower-income category, 429 are in the moderate-income category and the remaining 274 are in the above moderate-income category. The inventory includes 8 nonvacant (underutilized) parcels, with a realistic capacity for 155 units. Of the 155 units, 45 are in the lower-income category, 67 are in the moderate-income category and 43 are in the above moderate-income category.

The assumptions that informed the realistic capacity modifiers shown in **Tables 4-7** and **4-8** are described earlier in this chapter under the subheading "Realistic Capacity." Steps that the City will take to encourage the redevelopment of underutilized sites and a brief description of each underutilized site follows **Table 4-8**. Also see the previous subsection Facilitating Residential Development.

### Suitably Sized Sites for Lower-Income RHNA

Sites identified to meet the lower income RHNA that are between a half-acre and 10 acres are generally considered more suitable than smaller or larger sites. All vacant and nonvacant parcels identified to meet the lower-income RHNA are between a half-acre and 10 acres, with one exception. Site 59 is 0.15 acres, however it adjacent to other vacant sites, including site 60 which is 8.74 acres and site 70 which is 8.56 acres. See **Figure 4-1**.

### City-Owned Site

Site 78, also known as Vanden Town Home is zoned RM; however, per **Program HE-18**, the site will be rezoned to RH concurrently with adoption of this Housing Element. While the entire site is 8.4 acres, only 5 acres are considered when calculating anticipated unit yield due to the need for a detention basin on-site. As noted in the subsection Realistic Capacity, like other exclusively residential sites, the realistic capacity of the developable 5 acres is assumed to be 80 percent of the maximum allowed units. There are 120 units anticipated and counted towards the City's surplus, since it can meet its RHNA without this site. Per **Program HE-2**, the City will ensure that units are prioritized for military members or veterans. The City will negotiate with the developer to determine the proportions of affordable homeownership and affordable rental units that will be included.

Site 78 is subject to the Surplus Lands Act. The City anticipates the following timeline:

- City Council declares land as Exempt Surplus Land for Affordable Housing – May 2023
- No action for 60 days to allow for a Letter of Interest (LOI) to be received – through June 2023
- If LOI is received, there is a 90-day negotiation period – end of September 2023
- If negotiations are successful, the City Council will consider an Exclusive Negotiation Rights Agreement (ENRA) – No later than the end of December 2023
- City Council will consider a Disposition and Development Agreement (DDA) or a Disposition, Development and Loan Agreement (DDLA) – No later than the end of December 2024
- If no LOI is received, the City will issue an RFP – July 2023
- RFP responses are due – August 2023
- Developer is selected – October 2023
- City Council will consider the ENRA – December 2023
- City Council consider the DDA or DDLA – December 2024
- Obtain project entitlements – June 2025
- Obtain financing – March 2026
- Obtain building permits and start construction – May 2026



TABLE 4-7 VACANT SITES

Map ID	Alternate Site ID	Address	Assessor Parcel Number	Consolidated Sites	Council District	General Plan Designations	Existing Zoning Designations	Existing Minimum Density Allowed (units/acre)	Existing Max Density Allowed (units/acre)	Proposed Zoning <sup>1</sup>	Proposed Minimum Density Allowed (units/ acre)	Proposed Max Density Allowed <sup>1</sup> (units/ acre)	Realistic Capacity Modifier	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
1	Arroyo Vista		125050090		1	Residential Estate	RE	0.5	3	-	-	-	0.3	3.89	-	-	4	4
2	NWC W Monte Vista/ N Orchard		125235430		5	Commercial Office	CO	8.1	N/A	RH	20.1	30	0.8	0.99	24	-	-	24
3	Cernon Street		125272110	Yes, 3 and 4	1	Commercial General - RUHD <sub>1</sub>	DC	18	65	-	-	-	0.4	0.35	-	10	-	10
4	Cernon Street		125272120	Yes, 3 and 4	1	Commercial General - RUHD <sub>1</sub>	DC	18	65	-	-	-	0.4	0.35	-	10	-	10
5	Cernon Street		125272180	Yes, 5 and 6	1	Commercial General - RUHD <sub>1</sub>	DC	18	65	-	-	-	0.4	0.46	-	12	-	12
6	Cernon Street		125272190	Yes, 5 and 6	1	Commercial General - RUHD <sub>1</sub>	DC	18	65	-	-	-	0.4	1	26	-	-	26
12	Butcher Road		127070010	Yes, 12, 13, and 14	5	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	1.29	16	-	-	16
13	Butcher Road	350 Butcher Road	127070030	Yes, 12, 13, and 14	5	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.85	11	-	-	11
14	Butcher Road		127070300	Yes, 12, 13, and 14	5	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.84	11	-	-	11
15	Butcher Road Proposed Palms MF Site		127070500		5	Commercial General	CG	8.1	N/A	RH	20.1	30	0.8	1.46		36	-	36
16	Butcher Road NW	151 Butcher Road	127080090	Yes, 16, 17 and 18	5	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.49	-	6	-	6
17	Butcher Road SE	121 Butcher Road	127080410	Yes, 16, 17 and 18	5	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.45	-	6	-	6
18	Butcher Road/Alamo Drive	950 Alamo Drive	127080440	Yes, 16, 17 and 18	5	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.73	9	-	-	9
19	1241 Alamo Drive	1241 Alamo Drive	127090250		5	Commercial Office	CO	8.1	N/A <sup>2</sup>	-	-	-	0.4	1.56	19	-	-	19
20	Gibson/Vine Estates		129020090		1	Residential Estate	RE	0.5	3	-	-	-	0.3	9.49	-	-	9	9
21	Vine Meadows		129110040		1	Residential Estate	RE	0.5	3	-	-	-	0.3	8.78	-	-	8	8

CITY OF VACAVILLE  
VACAVILLE GENERAL PLAN  
HOUSING ELEMENT

Map ID	Alternate Site ID	Address	Assessor Parcel Number	Consolidated Sites	Council District	General Plan Designations	Existing Zoning Designations	Existing Minimum Density Allowed (units/acre)	Existing Max Density Allowed (units/acre)	Proposed Zoning <sup>1</sup>	Proposed Minimum Density Allowed (units/ acre)	Proposed Max Density Allowed <sup>1</sup> (units/ acre)	Realistic Capacity Modifier	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
22	Vine Trees		129140060		1	Residential Estate	RE	0.5	3	-	-	-	0.3	18.46	-	-	17	17
25	Vine Glen (Breese)	58 Vine Street	129170010		1	Residential Low Density	RE	0.5	3	-	-	-	0.3	1.9	-	-	2	2
26	Vine Glen (Breese)		129170050		1	Residential Low Density	RE	0.5	3	-	-	-	0.3	4.4	-	-	4	4
27 <sup>1</sup>	Markham Ave. north of Wesley Ave	Markham Ave. north of Wesley Ave	129201050		1	Residential High Density	RH	20.1	24	-	20.1	30	0.8	0.17	-	5	-	5
28 <sup>1</sup>	681 Markham Ave	681 Markham Ave	129202010		3	Residential High Density	RH	20.1	24	-	20.1	30	0.8	0.44	-	11	-	11
29	1312 Callen Street	1312 Callen Street	129280460		3	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	1.01	13	-	-	13
37	1521 E. Monte Vista	1521 E. Monte Vista	129350260		3	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	1.95	24	-	-	24
39 <sup>1</sup>	Markham Site West		130010250		3	Residential High Density	RH	20.1	24	-	20.1	30	0.5	0.51	8	-	-	8
40	140 Depot Street	140 Depot Street	130122070	Yes, 40, 81 and 82	3	Commercial General	DC	18	65	-	-	-	0.4	0.16	-	5	-	5
41	NWC Wilson Street and Catherine Street		130202130		3	Commercial General - RUHD <sub>3</sub>	DC	18	65	-	-	-	0.4	0.31	-	9	-	9
42	324 Wilson Street	324 Wilson Street	130205040		3	Commercial General - RUHD <sub>3</sub>	DC	18	65	-	-	-	0.4	0.13	-	4	-	4
43	342 Wilson Street	342 Wilson Street	130205160		3	Commercial General - RUHD <sub>3</sub>	DC	18	65	-	-	-	0.4	0.12	-	4	-	4
44	409 Boyd Street	409 Boyd Street	130234030		3	Commercial General	DC	18	65	-	-	-	0.4	0.26	-	7	-	7
45	424 Davis Street	424 Davis Street	130241050		3	Commercial Office - RUHD <sup>1</sup>	DC	18	65	-	-	-	0.4	0.15	-	4	-	4
46	Travis Credit Union Headquarters remainder		131020600		3	Commercial Office, Residential High Density	CO	8.1	N/A <sup>2</sup>	-	-	-	0.4	9.56	115	-	-	115
47	Elmira Road and Aegean Way		131051080		3	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.27	-	4	-	4

Map ID	Alternate Site ID	Address	Assessor Parcel Number	Consolidated Sites	Council District	General Plan Designations	Existing Zoning Designations	Existing Minimum Density Allowed (units/acre)	Existing Max Density Allowed (units/acre)	Proposed Zoning <sup>1</sup>	Proposed Minimum Density Allowed (units/ acre)	Proposed Max Density Allowed <sup>1</sup> (units/ acre)	Realistic Capacity Modifier	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
48	Elmira Road and Aegean Way		131051090		3	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.23	-	3	-	3
49	Hume Way (Next to Meeks Hardware)		131060400		4	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	1.26	16	-	-	16
50	Former SID Headquarters	508 Elmira Road	131240220		3	Residential Low Medium Density	RLM	5.1	8	-	-	-	0.33	11.41	-	31	-	31
51	Davis Street (Next to Quick Quack Car Wash)	#N/A	131500030		5	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.63	8	-	-	8
52	Davis Street (Next to Quick Quack Car Wash)		131500050		5	Commercial General	CG	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.73	9	-	-	9
53 <sup>1</sup>	Alamo Drive (Next to Mobile Home Park)		132050020		4	Residential High Density	RH	20.1	24		20.1	30	0.8	0.7	17	-	-	17
57	Adjacent to 99 Cents Only Store (site 58)	561 Peabody Road	132210220		4	Mixed Use	MX	10	40	-	-	-	0.3	3.76	46	-	-	46
59	Southeast Corner Vaca Valley Pkwy and Allison Pkwy		133014010	Yes, 59, 60, 61, 70	1	Commercial Office	CO	8.1	N/A	RH	20.1	30	0.8	0.15	4	-	-	4
60	Southeast Corner Vaca Valley Pkwy and Allison Pkwy		133014020	Yes, 59, 60, 61, 70	1	Commercial Office	CO	8.1	N/A	RH	20.1	30	0.8	8.74	210	-	-	210
61	Southeast Corner Vaca Valley Pkwy and Allison Pkwy		133014030	Yes, 59, 60, 61, 70	1	Commercial Office	CO	8.1	N/A	RH	20.1	30	0.8	4.13	100	-	-	100
62	830 Leisure Town Road	830 Leisure Town Road	133100030	Yes 62 and 63	2	Commercial Highway	CG	8.1	N/A	RH	20.1	30	0.8	0.82	20	-	-	20
63	Quinn Road		133100110	Yes 62 and 63	1	Commercial Highway	CG	8.1	N/A	RH	20.1	30	0.8	1.28	31	-	-	31
64	Quinn Road		133100120		1	Commercial Highway	CG	8.1	N/A	RH	20.1	30	0.8	1.94	47	-	-	47
65	Orange Drive South		133140290	Yes, 65, 67-69	2	Commercial Highway	CH	N/A	N/A	RH	20.1	30	0.8	0.84	21	-	-	21
67	Orange Drive South		133150220	Yes, 65, 67-69	2	Commercial Highway	CH	N/A	N/A	RH	20.1	30	0.8	0.64	16	-	-	16
68	Orange Drive South		133150240	Yes, 65, 67-69	2	Commercial Highway	CH	N/A	N/A	RH	20.1	30	0.8	2.3	56	-	-	56

Map ID	Alternate Site ID	Address	Assessor Parcel Number	Consolidated Sites	Council District	General Plan Designations	Existing Zoning Designations	Existing Minimum Density Allowed (units/acre)	Existing Max Density Allowed (units/acre)	Proposed Zoning <sup>1</sup>	Proposed Minimum Density Allowed (units/ acre)	Proposed Max Density Allowed <sup>1</sup> (units/ acre)	Realistic Capacity Modifier	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
69	Orange Drive South		133150250	Yes, 65, 67-69	2	Commercial Highway	CH	N/A	N/A	RH	20.1	30	0.8	0.36	-	9	-	9
70	Southeast Corner Vaca Valley Pkwy and Allison Pkwy		133580010	Yes, 59, 60, 61, 70	1	Commercial Office	CO	8.1	N/A	RH	20.1	30	0.8	8.56	206	-	-	206
71 <sup>1</sup>	Leisure Town Apts. <sup>(1)</sup>		134020210		2	Residential High Density	RH	20.1	24	-	20.1	30	0.8	3.56	86	-	-	86
72	SEC Sequoia Dr and Leisure Way		134043030		2	Commercial Neighborhood	CN	8.1	N/A <sup>2</sup>	-	-	-	0.4	0.36	-	5	-	5
73 <sup>1</sup>	Leisure Town Apts. <sup>(2)</sup>		134056010		2	Residential High Density	RH	20.1	24	-	20.1	30	0.8	0.65	16	-	-	16
74	Nut Tree Court	#N/A	134240840		2	Commercial Office	CO	8.1	N/A	-	-	-	0.4	0.51	7	-	-	7
77	2624 Nut Tree Road	2621 Nut Tree Road	136070180		6	Commercial Office	CO	8.1	N/A	-	-	-	0.4	0.55	7	-	-	7
78 <sup>2</sup>	Vanden Town Home site	5763 Vanden Road	136080040		6	Residential Medium Density	RM	8.1	14	RH	20.1	30	0.8	8.4	120	-	-	120
79	Lagoon Valley Business Park Site		128020130		5	Business Park	BP	8.1	N/A	RH	20.1	30	0.8	19.15	-	230	230	460
80	133 Bush Street	133 Bush Street	130122090		3	Commercial General	DC	18	65	-	-	-	0.4	0.16	-	5	-	5
81	E. Monte Vista Ave near Depot Street	818 East Monte Vista Avenue	130122040	Yes, 40, 81 and 82	3	Commercial General	DC	18	65	-	-	-	0.4	0.16	-	5	-	5
82	Corner of Depot Street and E. Monte Vista Ave	150 Depot Street	130122210	Yes, 40, 81 and 82	3	Commercial General	DC	18	65	-	-	-	0.4	0.29	-	8	-	8
<b>Total</b>														<b>155.8447</b>	<b>1,319</b>	<b>429</b>	<b>274</b>	<b>2,022</b>

<sup>1</sup> See Program HE-18.

<sup>2</sup> No maximum density is prescribed in the CN, CG, or CO zones. Anticipated unit yield was calculated based on 30 units per acre, with realistic capacity modifiers, as described earlier in this chapter.

Source: City of Vacaville, 2022.

TABLE 4-8 UNDERUTILIZED SITES

Map ID	Alternate Site ID	Address	Assessor Parcel Number	Consolidated Sites	Council District	General Plan Designations	Existing Zoning Designations	Existing Minimum Density Allowed (units/acre)	Existing Max Density Allowed (units/acre)	Proposed Zoning <sup>1</sup>	Proposed Minimum Density Allowed (units/ acre)	Proposed Max Density Allowed <sup>1</sup> (units/ acre)	Realistic Capacity Modifier	Acres	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity
8	Old CVS		125283020	Yes, 8-10	1	Mixed Use	DMU	18	65	-	-	-	0.15	0.61	3	3	3	6
9	Old CVS	377 East Monte Vista Avenue	125283030	Yes, 8-10	1	Mixed Use	DMU	18	65	-	-	-	0.15	1.34	9	5	5	14
10	Furniture store	395 East Monte Vista Avenue	125283040	Yes, 8-10	1	Mixed Use	DMU	18	65	-	-	-	0.15	2.11	7	9	5	21
11	Glenbrook Shopping Center	120 South Orchard Avenue	126150020		5	Mixed Use	MX	10	40	-	-	-	0.15	4.24	8	11	7	26
56	Old Theater on Marshall Rd	1201 Marshall Road	132210160		4	Mixed Use	MX	10	40	-	-	-	0.15	1.59	3	5	2	10
58	99 Cents Only Store site	551 Peabody Road	132210230		4	Mixed Use	MX	10	40	-	-	-	0.15	2.22	5	6	3	14
66	Orange Drive North		133140330		2	Commercial Highway	CH	N/A	N/A	RH	20.1	30	0.375	3.92	15	17	13	45
76	Elmira Square Strip Mall	2018 Nut Tree Road	135421240		2	Mixed Use - Elmira Cap	MX	10	40	-	-	-	0.15	3.11	7	7	5	19
<b>Total</b>													<b>19.14</b>	<b>45</b>	<b>67</b>	<b>43</b>	<b>155</b>	

<sup>1</sup> See Program HE-18.

Source: City of Vacaville, 2022.

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## Underutilized Sites

The City will encourage the redevelopment of nonvacant sites through several actions including:

- Continue to offer and promote the use of density bonuses (**Program HE-1 Density Bonuses**).
- Promote infill development by convening a working group of residential developers, leveraging available State and federal funding sources for infrastructure, capacity and existing conditions studies and adopting flexible standards or incentives that promote infill development (e.g., reduced parking requirements, reduced development and permitting fees, streamlined permitting).(**Program HE-10 Infill Development**).
- Consider establishing a new position for a centralized housing services coordinator to further the production of infill development and other needed housing types. (**Program HE-12 Centralized Housing Services Coordinator**).
- See previous subsection Project Examples for more information on market trends and actions the City takes to facilitate residential development in commercial and mixed-use zones.

A brief description of each underutilized site is included herein.

### **Sites 8, 9, and 10; Old CVS and Furniture Store**

These three parcels collectively form a 4.06-acre shopping center with parking lots, a vacant CVS store (sites 8 and 9) and a furniture store (site 10). These sites are identified in the City's 2022 Downtown Specific Plan (DTSP) as a key development node. As stated in the DTSP, The former CVS shopping center on the northwest corner of East Monte Vista Avenue and Dobbins Street presents a prime opportunity for development. All parcels on the site of the former CVS are privately owned and a public-private partnership will be important to spur development of this site. The former CVS site would effectively support a higher density, mixed-use residential project given its many advantages, which include:

- Convenient roadway access via East Monte Vista Avenue.
- Close proximity to the Downtown Transit Plaza.
- Larger parcel sizes than those in the Downtown Center subarea.
- Mixed-Use zoning designation.

The former CVS store has been closed and boarded up for several years. The CVS corporation had shown interest in redeveloping the site as a mixed-use development in 2021. City staff have noted that the buildings are in disrepair.

### **Site 11; Glenbrook Shopping Center**

This 4.23-acre site is located at 210 South Orchard Avenue and was constructed in 1968. The buildings have not received any major renovations since their construction. In 2015, the General Plan designation for this site was changed from Neighborhood Commercial to Mixed-Use. Glenbrook Plaza consists of two stand-alone buildings. Prior to the property being sold in 2021, the City had several conversations with developers over the years who were interested in redeveloping the site with either multifamily development and/or nonresidential uses.

Until 2021, the main anchor tenant in the southern building for this shopping center was a local, neighborhood serving grocery store. That store closed in 2021 and a new grocery store is currently in to process of occupying the space. While the previous grocery store was popular amongst residents within the neighboring area, it experienced marginal success. The interior of the grocery store has been revitalized but it does not include typical improvements found in newer grocery stores.

The anchor tenant in the northern building is a church. The remainder of the center consists of several other uses such as a bakery, a small restaurant, and small office uses. The bakery may relocate to a larger space because their existing space is small (less than 3,000 square feet). According to a local broker who is familiar with the center, the layout of the buildings has resulted in commercial tenants on the sides and rear of the buildings having no visibility from the street or primary parking lot. It was also noted that it would be hard to redevelop the buildings with frontage space for additional tenants because it would result in creating long, narrow tenant spaces that are hard to lease.

This site includes parking in the front, side, and rear of the buildings. Based on site visits and reviewing aerial photos, the parking lot is never used to its full capacity. The parking lot is at least 50 percent unoccupied at any time. This indicates the site is underutilized. However, given the layout of the site, it is not likely new buildings could be added to the site. Redevelopment of the entire site is more likely than adding buildings to a portion of the site currently used as surface parking. The site is in a moderate resource area. (**Appendix 3, Figure 3-7**). The assessed value is \$4,635,000, of which, 32 percent (\$1,500,00) is the land value and 68 percent (\$3,135,000) is the improvement value. The built FAR of the site is approximately 0.22.

### **Sites 56 and 58; Peabody Road at Marshall Road**

Sites 56 and 58 (nonvacant) and site 57 (vacant) are contiguous and total 7.57 acres. The General Plan designation for this site was changed from Neighborhood Commercial to Mixed-Use. Over the years, the City has received inquiries from prospective developers regarding residential development. Site 57 is in **Table 4-7**, since it is vacant and could be developed independent of sites 56 and 58. Site 56 contains a building formerly used as a movie theater and currently used as a church and surface parking. Site 58 contains a 99 Cents Only Store and surface parking. Based on site visits and review of aerial photos, the parking lot for Site 58 rarely exceeds 25 percent, and parking for Site 56 is only used during church services and functions. City staff have noted that the buildings are in disrepair, particularly the 99 Cents Only Store. Although the surface parking is underutilized, based on the condition of the buildings, it is more likely that they would be



demolished and the sites redeveloped as a multifamily development, as compared with adding buildings to a portion of the site currently used as surface parking. The buildings were constructed in 1982 (church) and 1975 (99 Cents Only Store). The 99 Cents Only Store was originally a grocery store and the building was built for that use. Large grocery stores and big box businesses have relocated closer to the freeway. The existing church building was a former four-screen movie theater. As it currently exists facing Marshall Road, this building is only suitable for assembly uses. The assessed value of Site 56 is \$743,811, of which, 57 percent (\$423,085) is the land value and 43 percent (\$320,726) is the improvement value. The assessed value of Site 58 is \$2,952,224, of which, 39 percent (\$1,145,518) is the land value and 61 percent (\$1,806,706) is the improvement value. The built FAR are approximately 0.15 (Site 56) and 0.4 (Site 58).

These sites are highly suitable for multifamily housing due to the existing bus stop, an eastbound on-ramp to Interstate 80, a shopping center, and a high school in close proximity. There are apartments across the street. The site is in a low resource area (**Appendix 3, Figure 3-7**). This designation would be an advantage for a developer that submitted an application for TCAC funding for a new low-income residential development.

#### **Site 66; Orange Drive North**

This site is mostly vacant, with a new car wash fronting Leisure Town Road, and has the address of 5001 Walnut Road. It is across the street from vacant sites 65, 67, 68 and 69 (also known as Orange Drive South). The site will be rezoned to RH concurrently with adoption of this Housing Element, resulting in a maximum allowed density of 30 units per acre. The assumed realistic capacity is 38 percent of the maximum allowed units to account for a new car wash business on part of the site that would likely remain if the rest of the 3.92-acre site were developed. Other than the car wash, the site is vacant. Future development with a mixture of commercial and residential uses is expected. The City will facilitate the subdivision of the site, if needed to ensure that it is readily developable. According to City staff in February 2023, the property owner had recently expressed interest in developing approximately 1.5 acres of the site with apartments and stated that they had initial meetings with an architect to begin designs.

#### **Site 76; Elmira Square Strip Mall**

This site is 3.11 acres and contains a large parking lot and commercial businesses, built in 1988. Walmart Neighborhood Market is the anchor. There is also a gas station and strip commercial center. Parking is usually between 50 and 75 percent occupied during peak hours, and less than 50 percent occupied during off-peak hours. A residential building can be added to the site where the underutilized surface parking exists, while the existing businesses and a sufficient amount of parking to serve them are retained. In 2015, the General Plan designation for this site was changed from Neighborhood Commercial to Mixed-Use. The assessed value is \$15,521,875, of which, 30 percent (\$4,607,156) is the land value and 70 percent (\$10,914,719) is the improvement value. The built FAR is approximately 0.30.

The site is in a low resource area (**Appendix 3, Figure 3-7**). This designation would be an advantage for a developer that submitted an application for TCAC funding for a new low-income residential development.

## Accessory Dwelling Unit (ADU) Potential

California Government Code Section 65583.1(a) states that a town, city, or county may identify sites for accessory dwelling units (ADUs) based on the number of ADUs developed in the prior Housing Element planning period, the need for ADUs in the community, the resources or incentives available for their development, and any other relevant factors. Based on recent changes in state law reducing the time to review and approve ADU applications, requiring ADUs that meet requirements to be allowed by right, eliminating discretionary review for most ADUs, and removing other restrictions on ADUs, it is anticipated that the production of ADUs will increase in the 6th-cycle Housing Element planning period.

**Program HE-4** commits the City to amending its ADU/JADU ordinance as needed to remain compliant with recent and future changes to state law, to promoting ADU/JADU development through a range of strategies, including by promoting ADU/JADUs to property owners as a viable option for providing additional housing opportunities.

The City issued building permits for 9 ADUs in 2018, 4 in 2019, 10 in 2020, and 15 in 2021, showing a growth pattern over the last 4 years. This analysis assumes that the number of ADU applications and permits will average 7.67 ADUs per year, for a total of 61 ADUs during the planning period.

To determine assumptions on ADU affordability in the ABAG region, ABAG conducted a regional analysis of existing ADU rents and prepared a draft report in September 2021. The analysis resulted in affordability assumptions that allocate 30 percent of ADUs to very low income, 30 percent to low-income households, 30 percent to moderate-income households, and 10 percent to above-moderate-income households. Affordability of ADUs projected to be built in the city during the planning period were based on the ABAG analysis. As shown on **Table 4-5**, of the 61 ADUs projected to be built, it is estimated that 37 will be for very low- and low-income households, 18 will be for moderate-income households, and 6 for above-moderate-income households.

In July 2022, the City approved a Disposition, Development, and Loan Agreement with Habitat for Humanity to develop a site at Scroggins Court and East Monte Vista Avenue with eight single family attached residences, one single family detached residence, and five ADUs, The five ADUs are also included in **Table 4-5**, for a total of 66 ADUs anticipated in the planning period.

## Hazards and Other Potential Site Constraints

The Safety Element addresses the topic of public health and safety following state requirements in Section 65302(g) of the California Government Code. State law requires that the Safety Element contain background information and goals and policies to address multiple natural hazards, analyze the vulnerabilities from climate change and contain policies to improve climate change resilience, and assess residential areas with evacuation constraints. The Housing Element sites inventory was screened for several hazards. The potential presence of these natural hazards is identified herein. The presence of any hazards does not automatically preclude development. Refer to the Safety Element for mitigation measures. The shape of site 50 is long and narrow; therefore, its realistic capacity was adjusted accordingly (see earlier subsection called Realistic Capacity). Other than

those conditions described herein, there are no other known environmental constraints or conditions within the city that could preclude development on identified sites within the planning period, including hazards, airport compatibility, and related land use controls, shape, contamination, easements, or overlays.

### **Airport Compatibility**

Airport Environs (AE) Overlay District, Vacaville Municipal Code Chapter 14.09.110, Airport Environs (AE) Overlay District, of the Land Use and Development Code, identifies the Nut Tree Airport and Travis AFB land use compatibility zones that overlay much of Vacaville. The purpose of the AE overlay district is to regulate land use and development within the Nut Tree Airport compatibility areas and the Travis AFB area of influence consistent with the adopted land use compatibility plans. Consideration must be given to the operations of the Nut Tree and Travis Airports when development is proposed to ensure that a compatible balance of uses is maintained. Maps are available in Vacaville Municipal Code Chapter 14.09.110.

### **Nut Tree Airport Compatibility Zones**

The Nut Tree Airport compatibility areas include properties in the vicinity of the Nut Tree Airport that may be affected by aircraft operations, as well as areas where aircraft operations may be affected by other uses, as depicted in the Nut Tree Airport Land Use Compatibility Plan.

Many of the sites in the Housing Element sites inventory are within Nut Tree Airport Compatibility Zone F – Other Airport Environs. This zone permits all uses except those involving large assemblages of more than 300 persons in buildings such as schools, auditoriums, etc., and captive groups of more than 100 persons in buildings such as penal institutions and large community care facilities, etc., under the direct approach pattern. Where substantial development already exists, additional infill development of similar land uses may be allowed to occur on parcels of three acres or less even if such land uses are prohibited elsewhere in the area. The maximum height limit is 263 feet as measured from sea level. This zone does not limit development of anticipated units on the sites in the Housing Element sites inventory.

### **Travis Air Force Base Compatibility Zones**

The Travis AFB area of influence includes areas that may be affected by aircraft operations associated with the Travis Airport, as well as areas where aircraft operations may be affected by other uses, as depicted in the Travis Air Force Base Land Use Compatibility Plan. The majority of the city is within Travis AFB compatibility zone D, with a small portion of the northeast and north parts of the city being in Zone E. This zone does not limit development of anticipated units on the sites in the Housing Element sites inventory.

### **Hillside (H) Overlay District and Vine Street (VS) Overlay District**

The provisions of Land Use and Development Code Chapter 14.09.120, Hillside Overlay District, apply to all ridgeline areas within proximity to ridgelines, and areas with slopes at or exceeding 25 percent for a vertical distance of 25 feet or greater. The Hillside Overlay District is intended to protect the health, safety, and welfare of residents of the city by establishing regulations for

managing the development of hillside areas. The specific purposes of the Hillside Overlay District are to:

- A. Protect public health and safety by minimizing hazards, including soil erosion and fire danger associated with development on hillsides;
- B. Preserve and enhance Vacaville's scenic character, including its natural hillsides;
- C. Conserve the City's open spaces and significant natural features;
- D. Respect natural features in the design and construction of hillside development; and
- E. Design hillside development to be sensitive to the existing terrain, views, and significant natural landforms and features.

Sites 20, 21, 22, 25, and 26 are within the Hillside Overlay District. Sites 20, 21, and 22 are also located within the Vine Street Overlay District, which is governed by Land Use and Development Code Chapter 14.09.170, Vine Street Overlay District. The purpose of the Vine Street (VS) overlay district is to guide new development in a manner that preserves and enhances the character of the areas that are defined by rolling hills, custom homes, and a rural atmosphere. Homes within the Vine Street Overlay District are zoned Residential Estates and are required to be custom homes that are at least 2,250 square feet in size. Sites 25 and 26 are zoned Residential Low Density and are not within the Vine Street Overlay District. The realistic capacities for these sites have been adjusted accordingly (see earlier subsection called Realistic Capacity).

### **Contamination**

Based on the California Environmental Protection Agency (CalEPA) Cortese List Data Resources site, four contaminated sites with open cases are in Vacaville. These sites are not identified in the Housing Element as potential residential development sites, and they do not pose a constraint for the housing sites. These sites are:

- Alamo Laundromat (1460 Alamo Drive) – Clean-up Program Site
- Brown Sheet LF (aka Old Vacaville Landfill) (501 Browns Valley Road) – Land Disposal Site
- Gibson Canyon Creek (7050 Leisure Town Road) – Land Disposal Site
- Johnson & Johnson Facility (700 Eubanks Drive) – Clean-up Program Site (Remediation)

Vacaville has no sites with cease-and-desist orders or clean-up and abatement orders from the California Water Board. When site remediation is needed, the City coordinates with owners to facilitate remediation and development. For example, the 700 Parc on Main mixed-use pipeline project was approved on June 21, 2022, and includes three sites downtown, totaling 81 residential units. Since the project was approved, the developer has been actively working with the State Department of Toxic Substances Control to remediate portions of the sites. The City Council

recently initiated exploration of a Community Facilities District to assist the developer with infrastructure costs at the request of the developer. The City anticipates the submittal of Building Permit plans for the project in summer 2023.

### **Liquefaction**

Liquefaction is a phenomenon in which the strength and stiffness of a soil is reduced by earthquake shaking or other rapid loading. It is loose, water-saturated sediments that lose durability and fail during strong ground shaking. No pipeline projects or sites are at risk of liquefaction.

### **Landslide Susceptibility**

Landslides are the movement of a mass of rock, debris, or earth down a slope and are induced by strong earthquakes and heavy rain. The California Geological Survey Map relies on regional estimates of rock strength and steepness of slopes since weak rocks and steep slopes are most likely to generate landslides. The California Geological Survey classifies susceptibility on a scale from 0 to 10, low to high. Some parcels within larger pipeline projects have a landslide susceptibility classification of 6, 7, 8, or 9, including 700 Parc on Main Site III, Greentree Specific Plan, Lower Lagoon Valley and Nob Hill Estates. Two vacant parcels (sites 14 and 21) have a landslide susceptibility classification of 7. Similar conditions have not precluded the development of other similar sites with residential units. Refer to the Safety Element for mitigation measures.

### **Steep Slopes**

Slopes that average more than 30 degrees of grade change are considered steep. Sites 46 and 50 (also known, respectively as the Travis Credit Union Headquarters remainder and Former SID Headquarters) are considered steep. However, site 46 is 9.56 acres and site 50 is 11.41 acres. Both sites are vacant. Therefore, there is ample space to mitigate steep slopes during the development process.

Additionally, City staff identified potential hillside constraints on site 39 (Markham Site West). Site 39 (0.51 acres) is zoned RH. As a result of the potential hillside constraints, the assumed realistic capacity on site 39 was reduced from 80 to 50 percent of the maximum allowed units.

### **Evacuation Constraints**

Parcels with evacuation constraints are at least half a mile from a major roadway. Limited points of access may create bottlenecks and further complicate evacuation efforts. No sites in the inventory are considered evacuation constrained. As noted in the Safety Element, Background Report, the City continues to work to improve evacuation conditions.

### **Fire Hazard Severity**

To quantify wildfire risk, the California Department of Forestry and Fire Protection (CAL FIRE) has developed a Fire Hazard Severity Scale that uses three criteria to evaluate and designate potential fire hazards in wildland areas: fuel loading (vegetation), fire weather (winds, temperatures, humidity levels, and fuel moisture contents), and topography (degree of slope). As

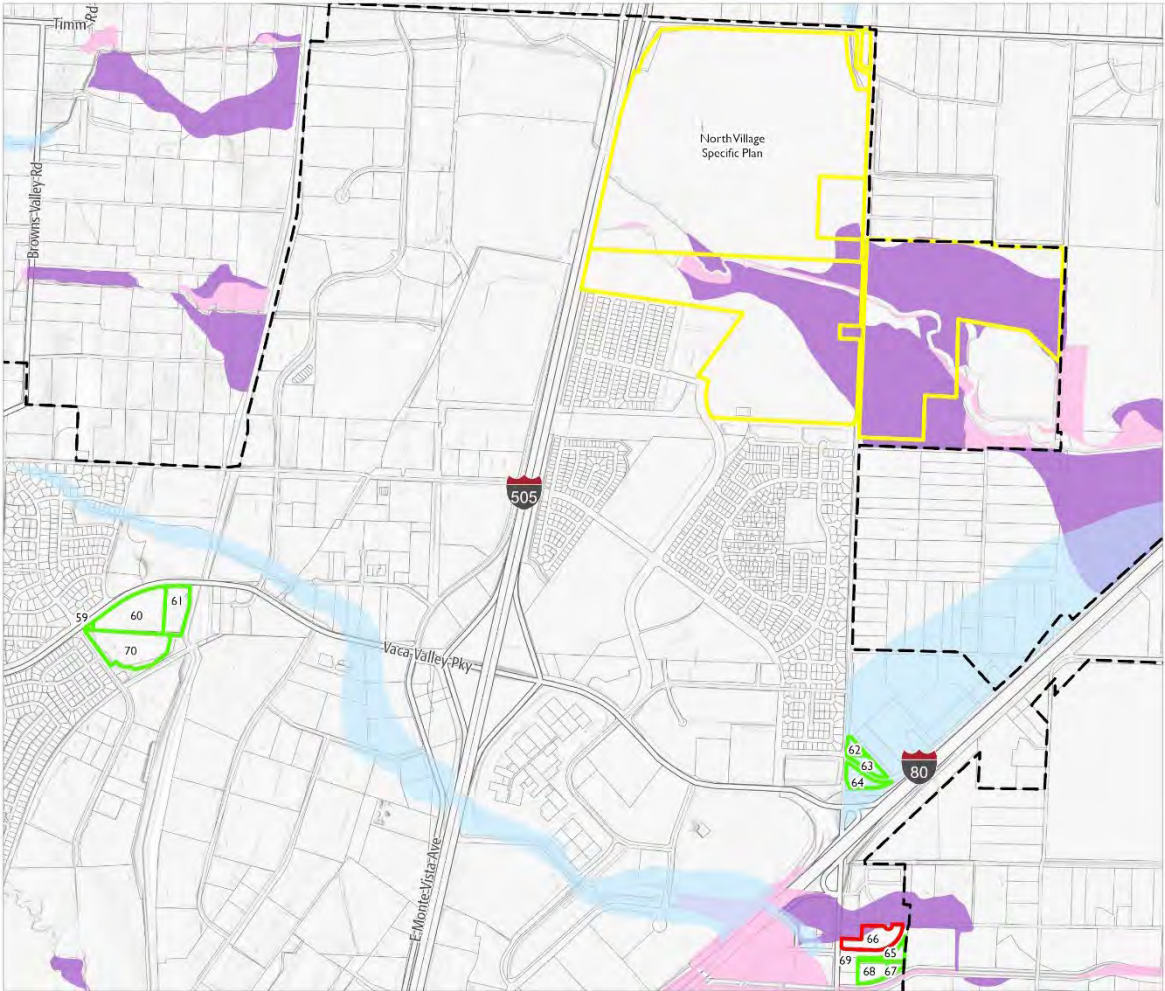
shown in the Safety Element, Background Report, while there are no areas of Vacaville that qualify as a Fire Hazard Severity Zone, much of the area surrounding the city, particularly around its western borders, are classified as high or moderate fire hazard severity.

### **Flooding**

Flooding is the rising and overflowing of a body of water onto normally dry land. Floodplains are any land area subject to inundation by floodwaters of any source. As described in the Safety Element, Background Report, historically, floods are one of the most frequent natural hazards impacting communities in Solano County, including Vacaville and can be very dangerous. As such, the Safety Element describes the range of mitigation measures and responses to flooding risk that the City continues to implement. A majority of the flood risk within Vacaville is specifically subject to inundation as a result of heavy rainfall and resulting stream and drainage canal overflows. To show the pipeline projects and sites in the inventory along with most recent mapping of areas subject to flooding, **Figures 4-10** through **4-19** are included. As shown on the maps, many sites in the inventory intersect with 100- and 500-year floodplains. Similar conditions have not precluded the development of other similar sites with residential units. Refer to the Safety Element for mitigation measures.

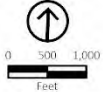
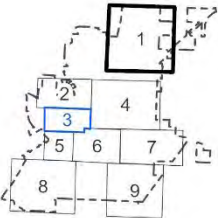
Figure 4-10 Flooding Map (1 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites  
 Flooding**

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- DWR Awareness 100 Year Flood Zone
- FEMA 100 year floodplain
- FEMA 500 year floodplain
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site

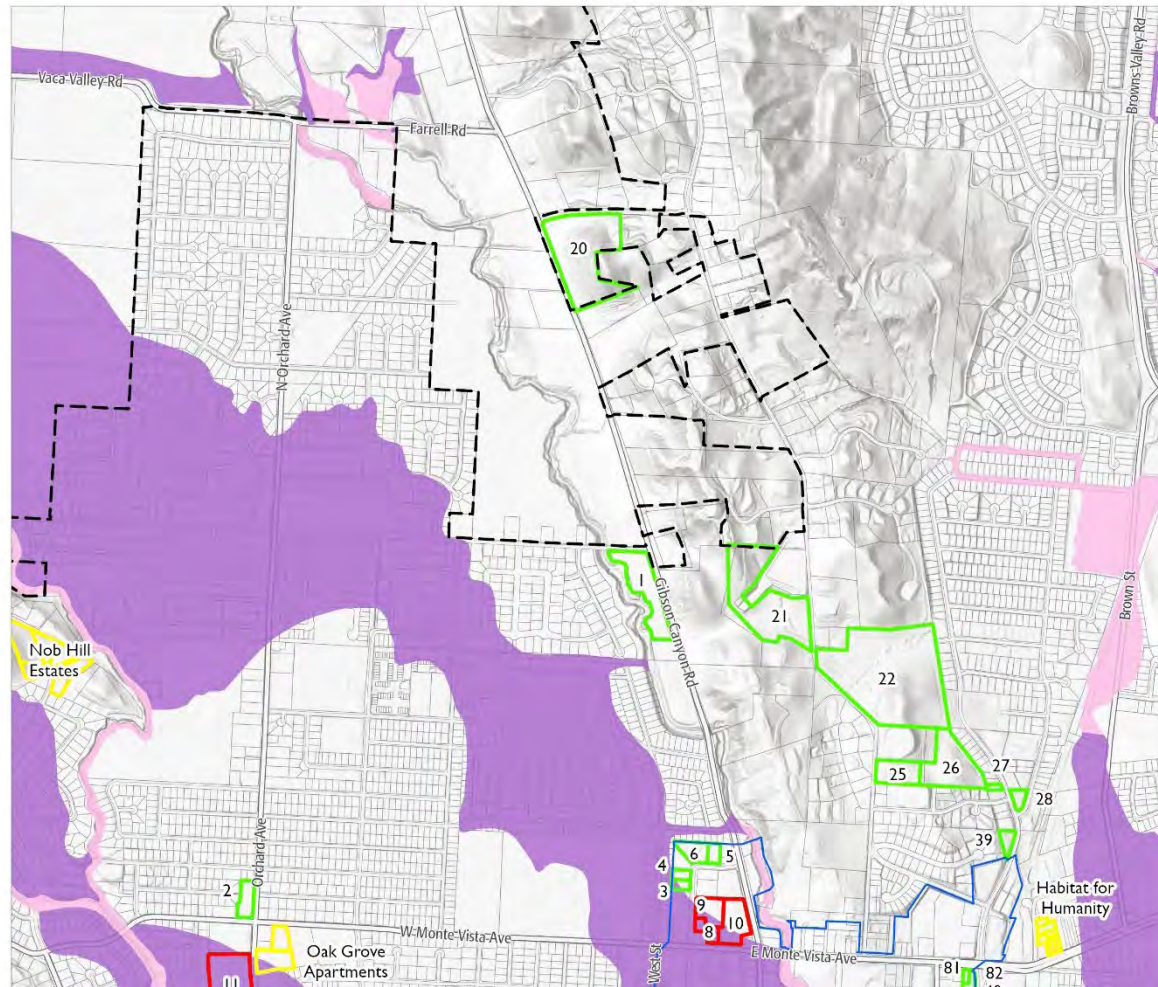


Revision Date: 7/12/2023

CITY OF VACAVILLE  
 VACAVILLE GENERAL PLAN  
 HOUSING ELEMENT

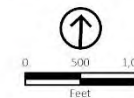
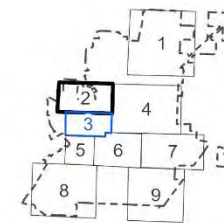
Figure 4-11 Flooding Map (2 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Flooding

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- FEMA 100 year floodplain
- FEMA 500 year floodplain
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site

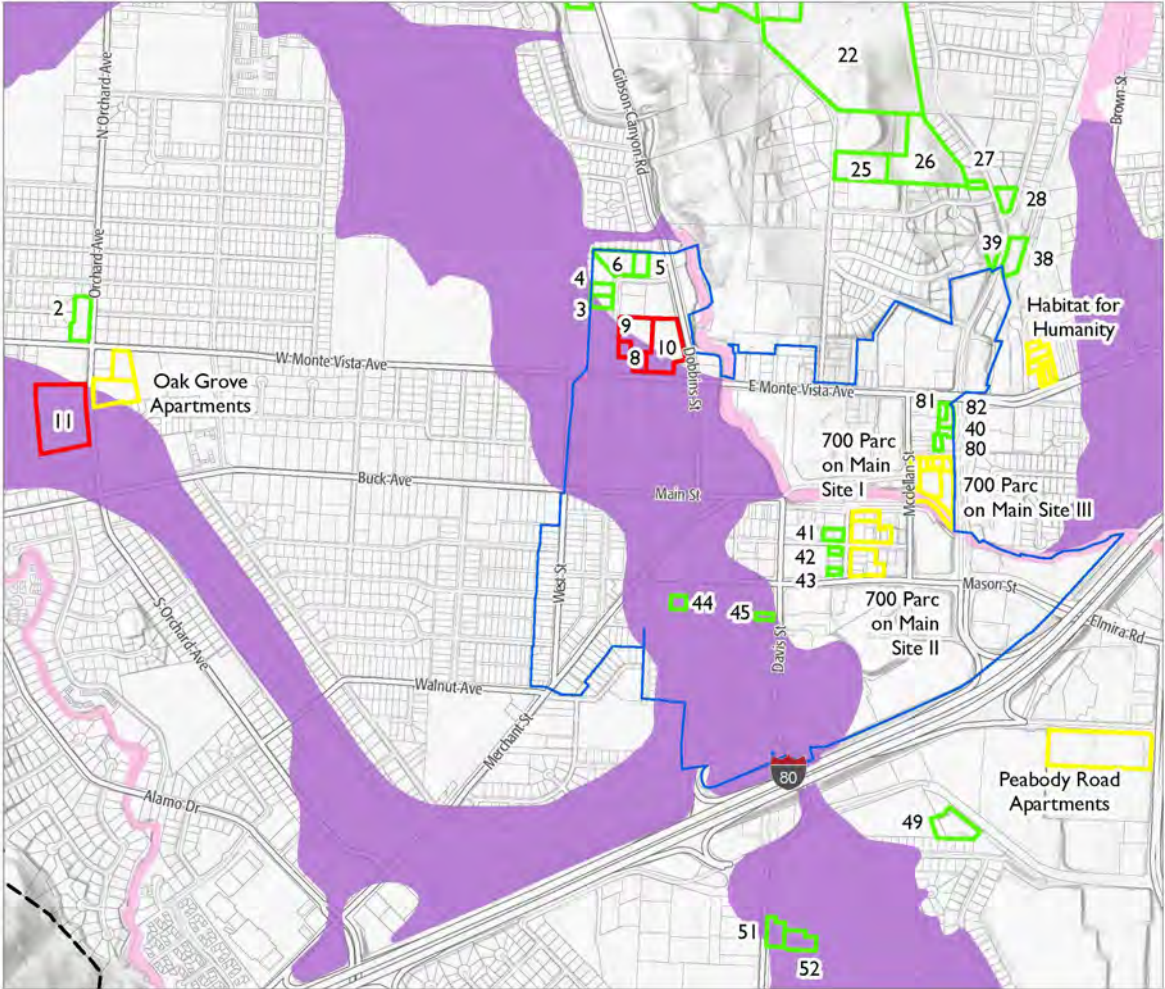


Revision Date: 7/12/2023



Figure 4-12 Flooding Map (3 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

- City Limit
- Parcels
- Downtown Specific Plan (DTS) area
- DWR Awareness 100 Year Flood Zone
- FEMA 100 year floodplain
- FEMA 500 year floodplain
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site

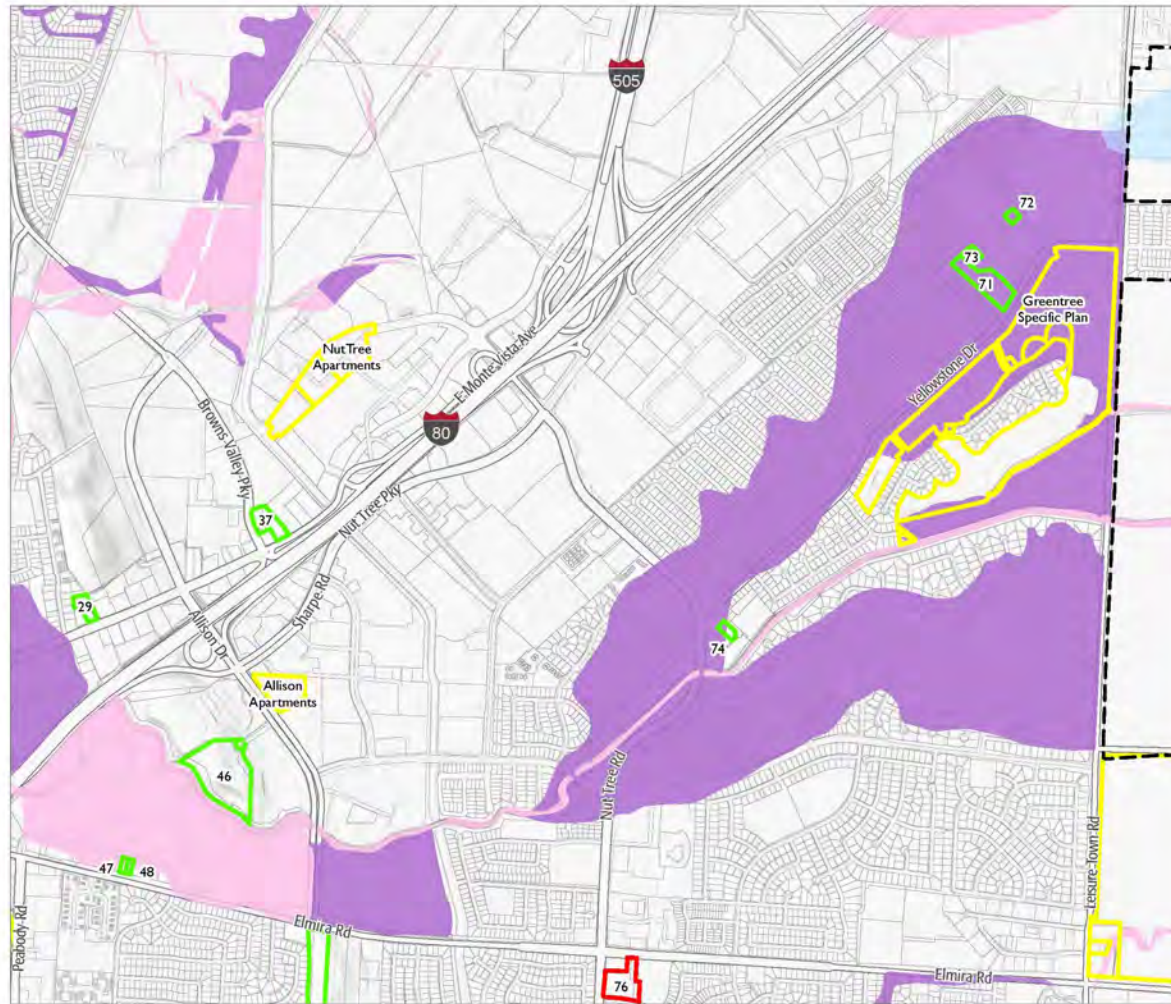


Revision Date: 8/29/2022

CITY OF VACAVILLE  
 VACAVILLE GENERAL PLAN  
 HOUSING ELEMENT

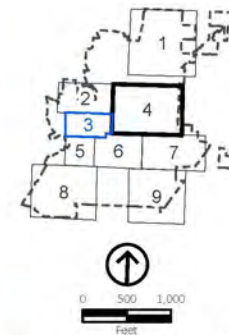
Figure 4-13 Flooding Map (4 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Inventory

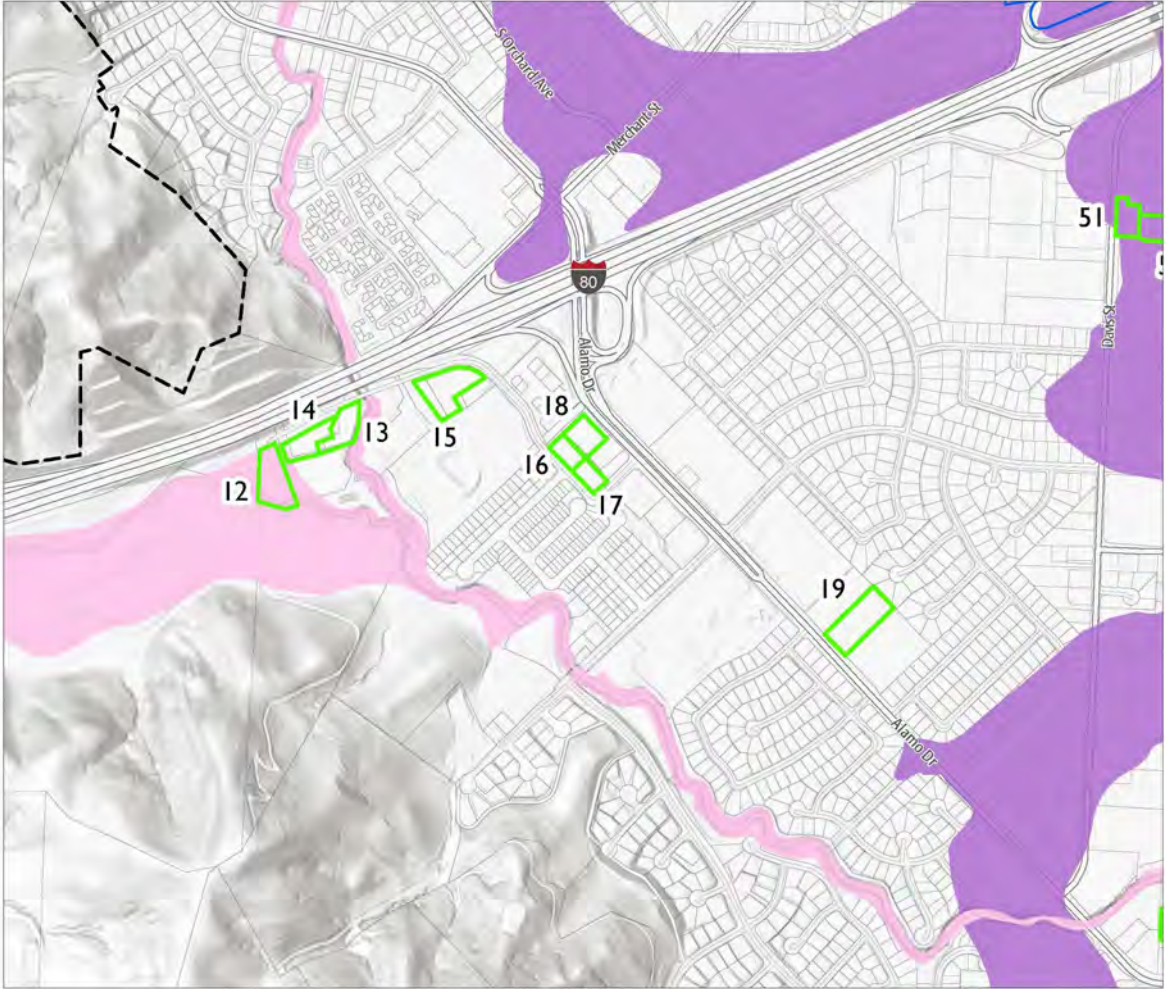
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- DWR Awareness 100 Year Flood Zone
- FEMA 100 year floodplain
- FEMA 500 year floodplain
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 8/29/2022

Figure 4-14 Flooding Map (5 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

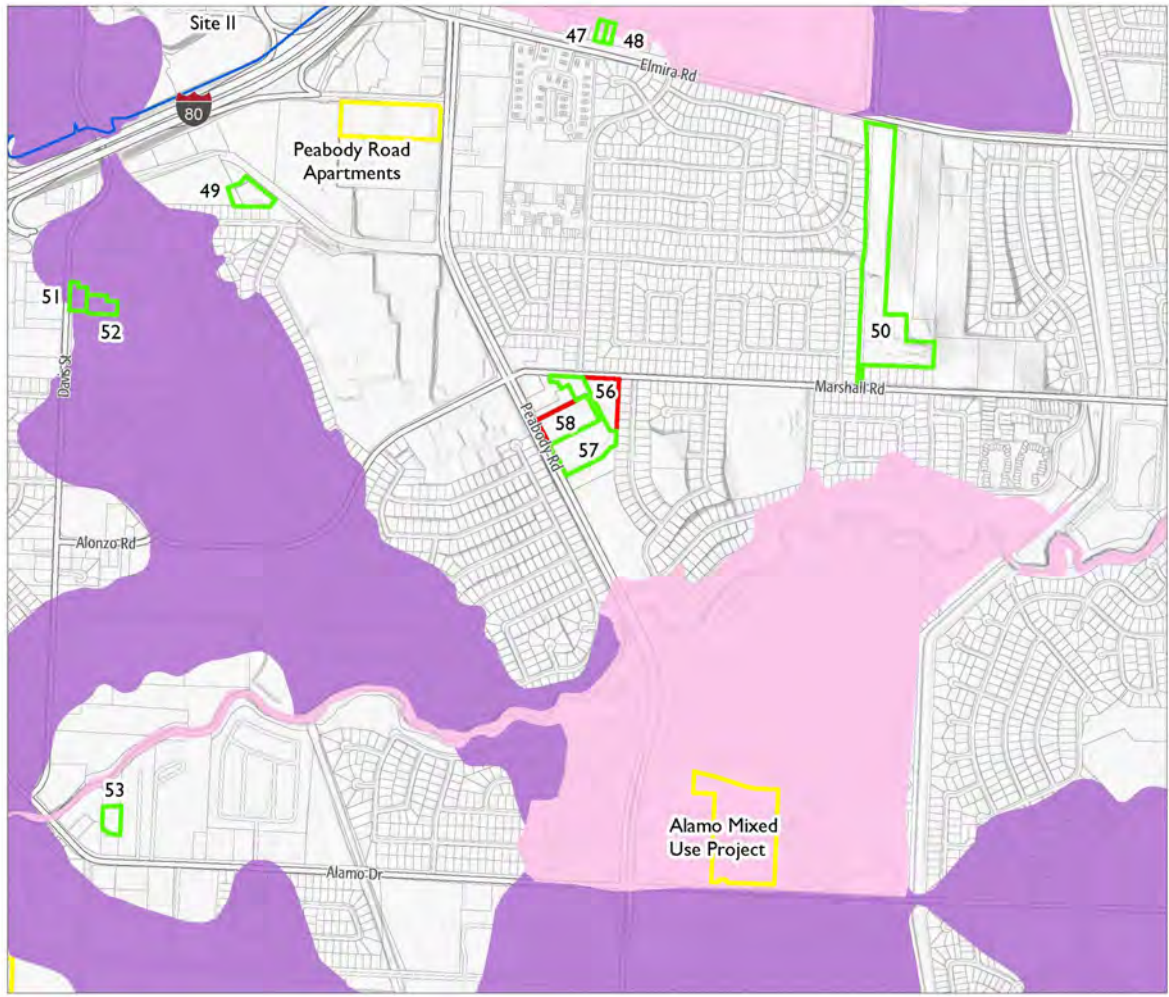
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- DWR Awareness 100 Year Flood Zone
- FEMA 100 year floodplain
- FEMA 500 year floodplain
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 8/29/2022

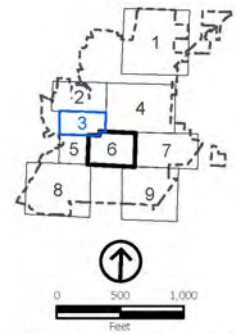
Figure 4-15 Flooding Map (6 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

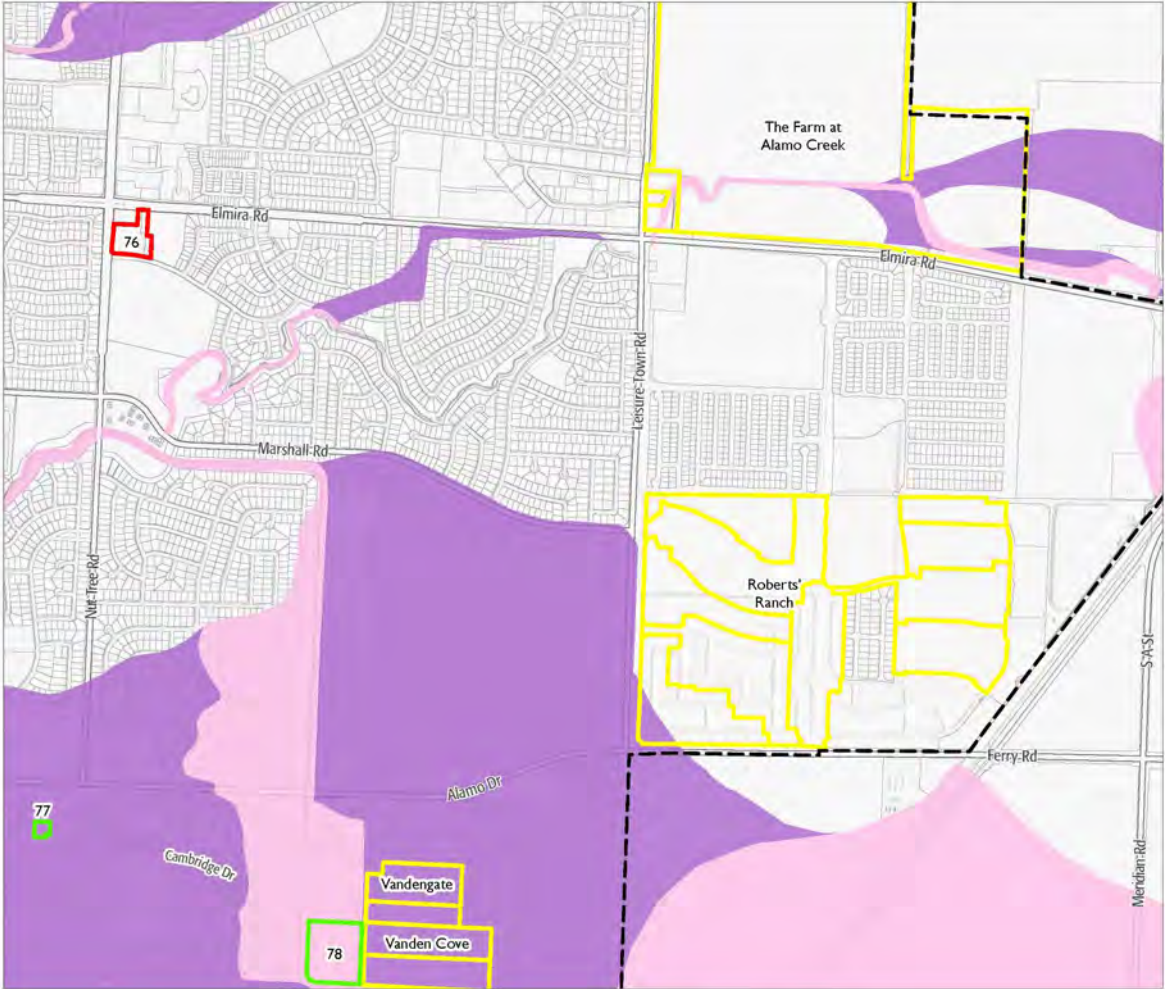
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- DWR Awareness 100 Year Flood Zone
- FEMA 100 year floodplain
- FEMA 500 year floodplain
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site



Revision Date: 8/29/2022

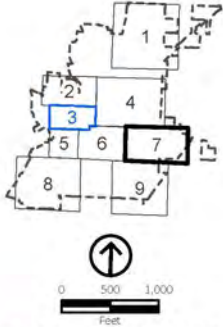
Figure 4-16 Flooding Map (7 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

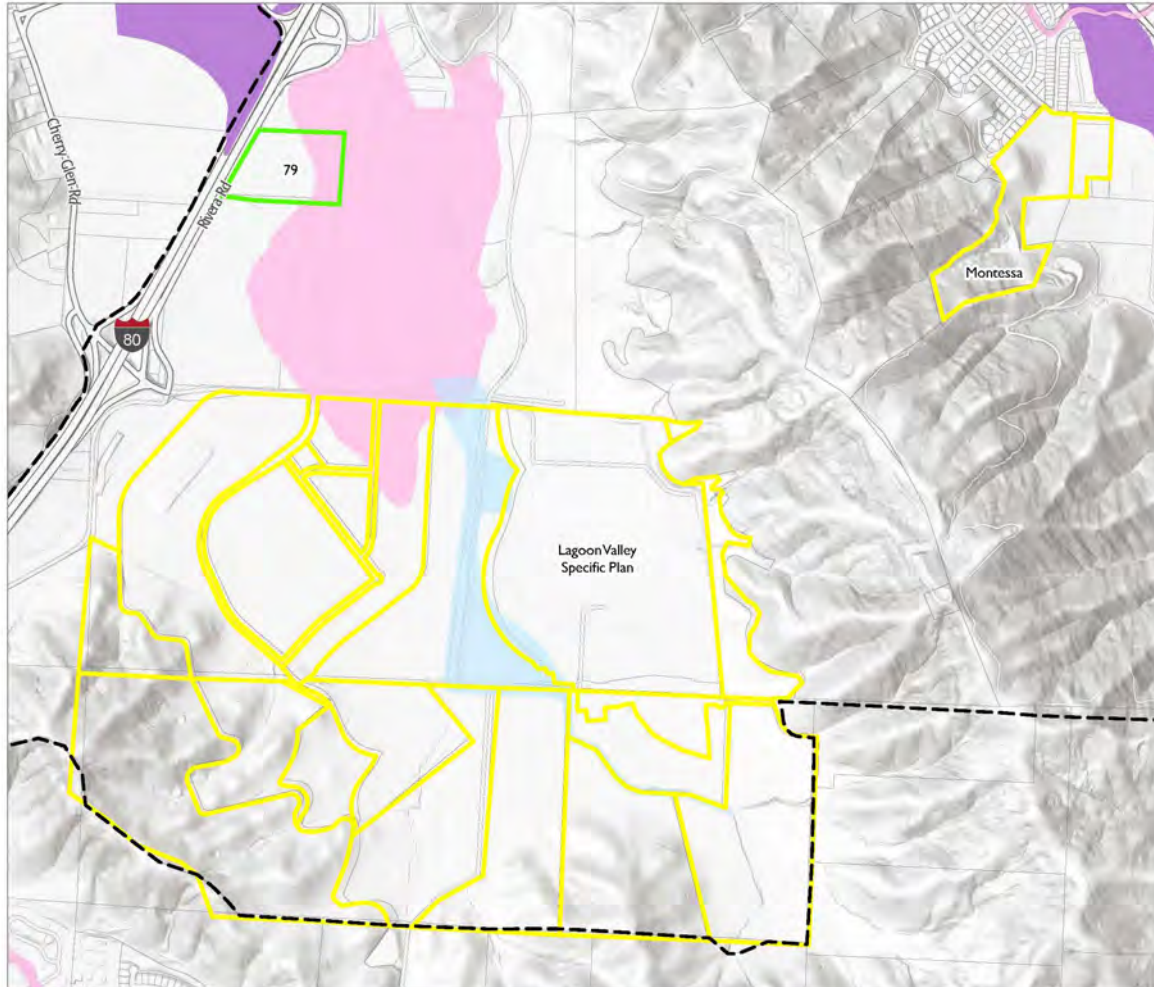
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- DWR Awareness 100 Year Flood Zone
- FEMA 100 year floodplain
- FEMA 500 year floodplain
- Housing Element Site Type**
- Pipeline Project
- Underutilized Site
- Vacant Site









Revision Date: 8/29/2022

Figure 4-17 Flooding Map (8 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



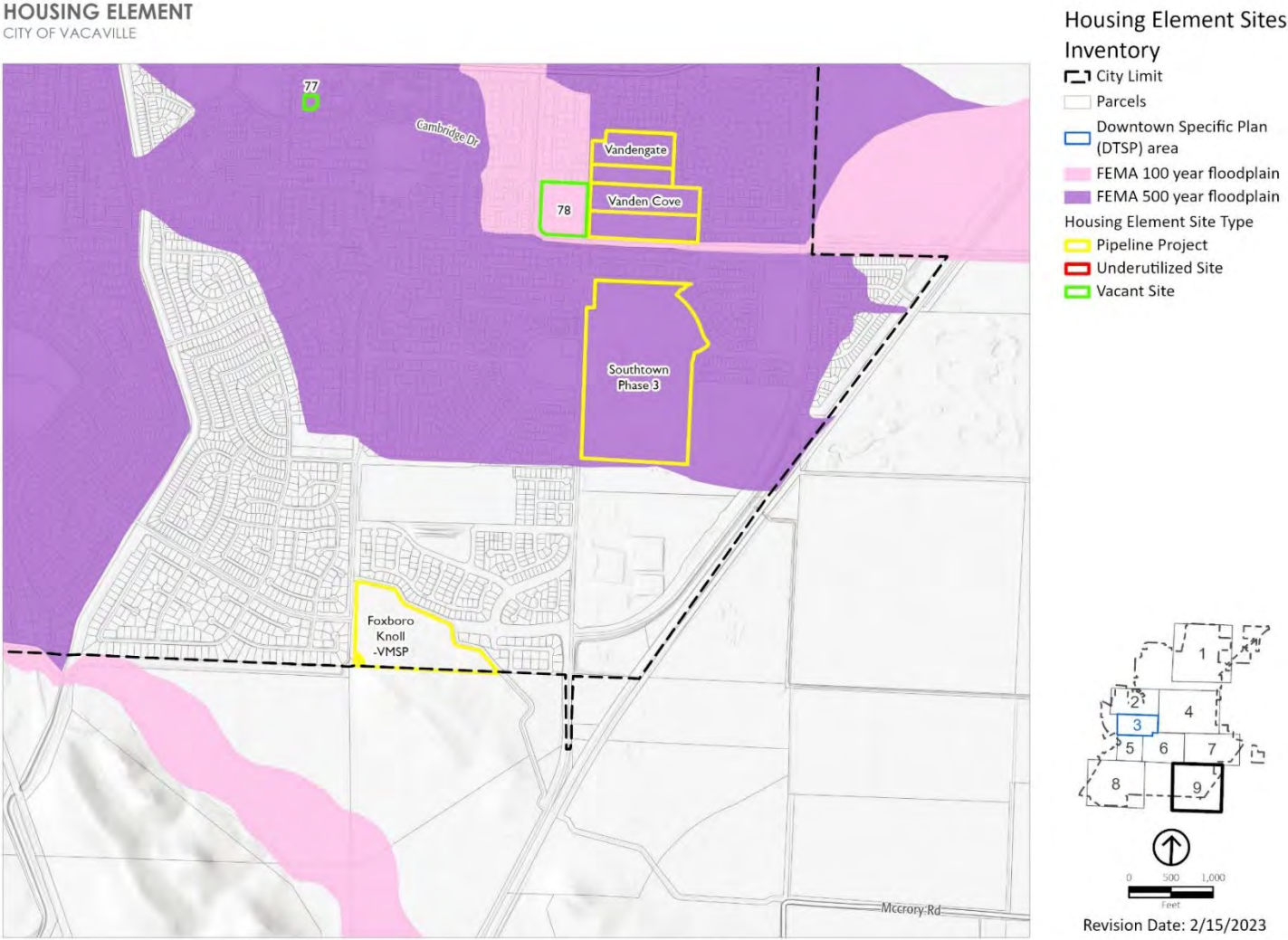
**Housing Element Sites  
 Inventory**

-  City Limit
-  Parcels
-  Downtown Specific Plan (DTSP) area
-  DWR Awareness 100 Year Flood Zone
-  FEMA 100 year floodplain
-  FEMA 500 year floodplain
- Housing Element Site Type**
-  Pipeline Project
-  Underutilized Site
-  Vacant Site



Revision Date: 8/29/2022

Figure 4-18 Flooding Map (9 of 9)



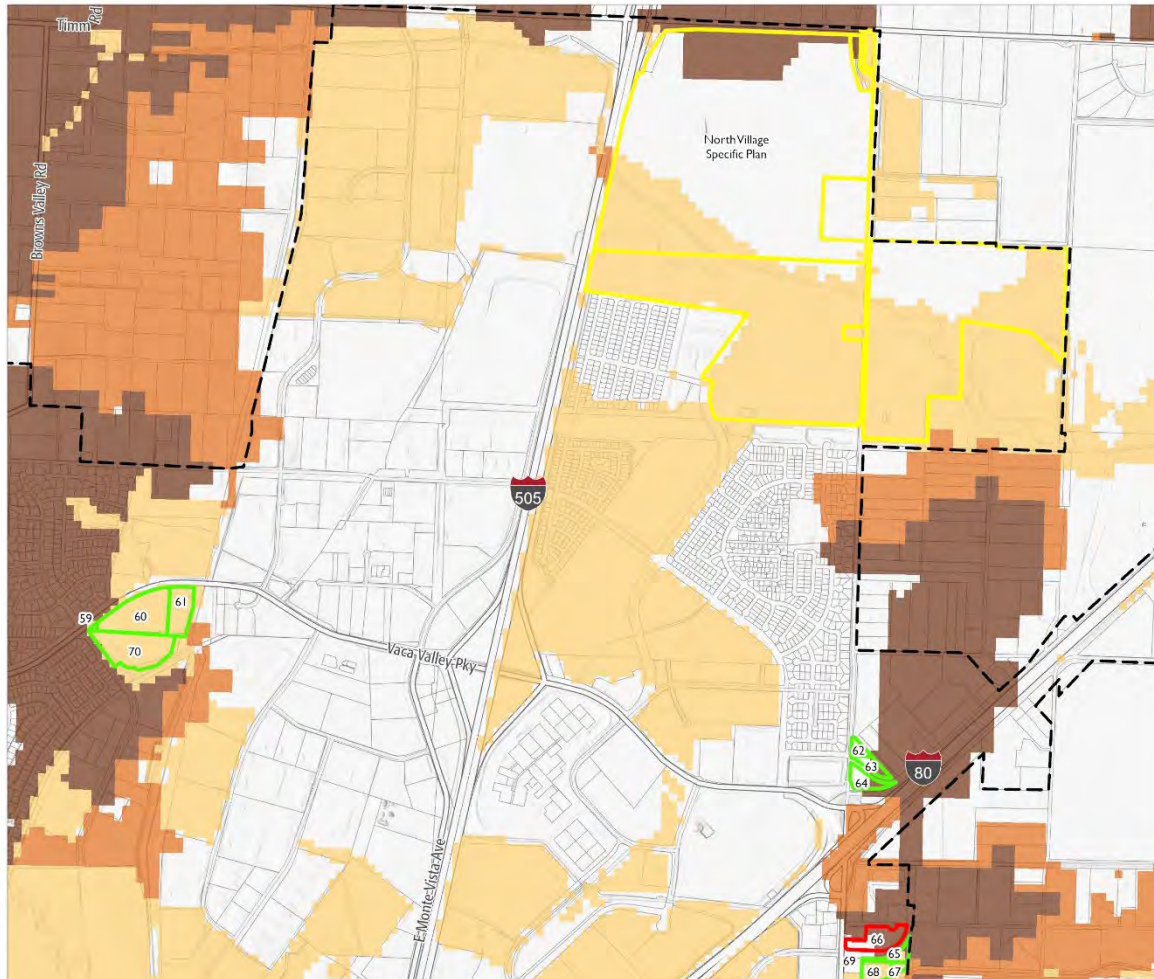
### **Wildland-Urban Interface**

The wildland-urban interface (WUI) is an area where buildings and infrastructure (e.g., cell towers, schools, water supply facilities) mix with areas of flammable wildland vegetation. See the Safety Element for mitigation measures. The WUI is made up of three distinct zones. The intermix zone contains housing development or improved parcels interspersed in an area dominated by wildland vegetation subject to wildfire. The interface zone contains dense housing next to vegetation that can burn in a wildfire, but not dominated by wildland vegetation. The influence zone contains wildfire-susceptible vegetation within 1.5 miles of the wildland-urban interface or wildland-urban intermix zones. To show the pipeline projects and sites in the inventory along with the three WUI zones, **Figures 4-19** through **4-27** are included. As shown on the maps, many sites in the inventory intersect with one of the three WUI zones.



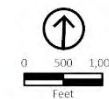
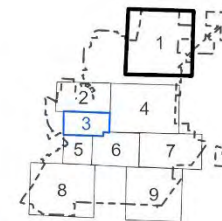
Figure 4-19 Wildland Urban Interface (WUI) Maps (1 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Wildland Urban  
 Interface (WUI)

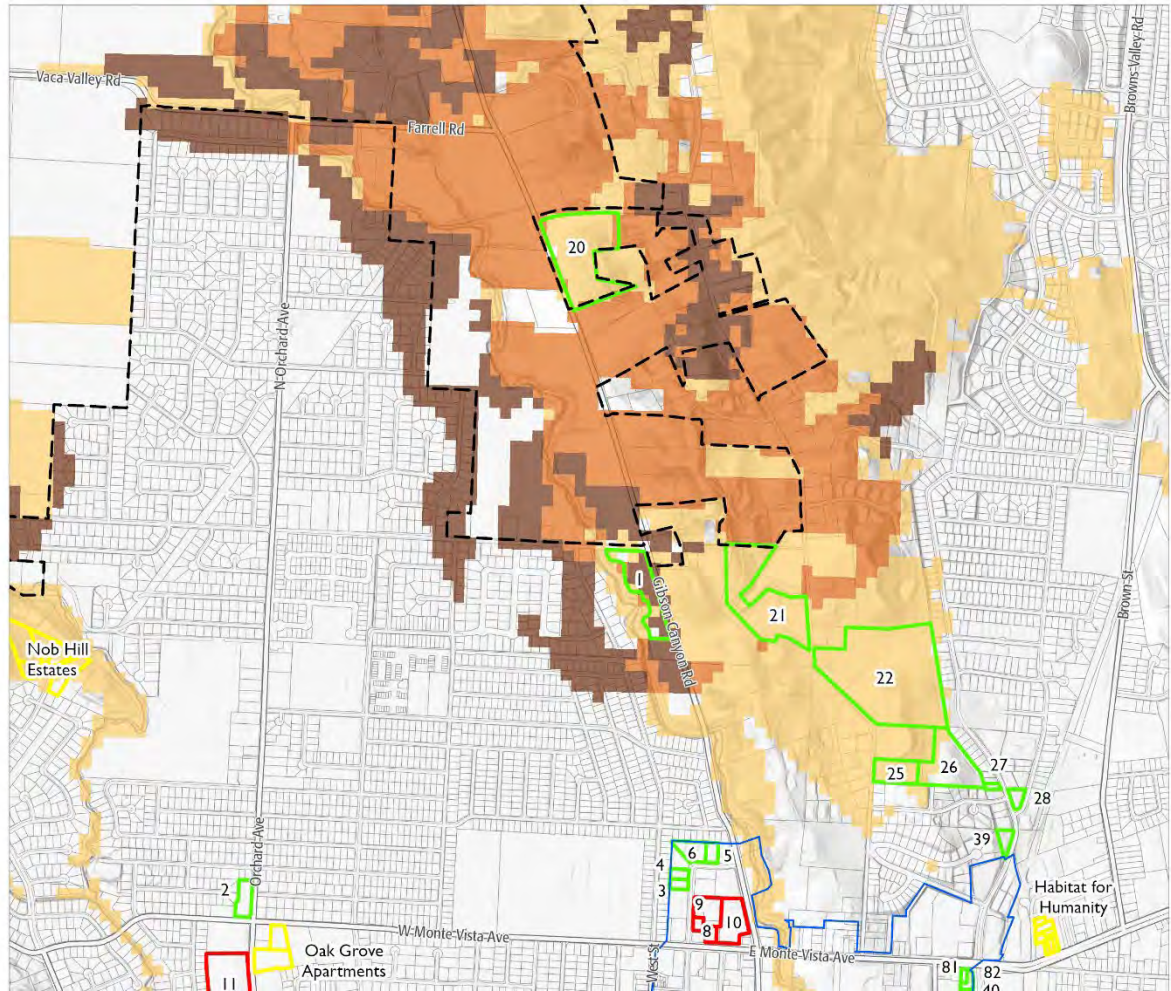
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface
  - Influence Zone
  - Intermix Zone
  - Interface Zone
- Housing Element Site Type
  - Pipeline Project
  - Underutilized Site
  - Vacant Site



Revision Date: 7/12/2023

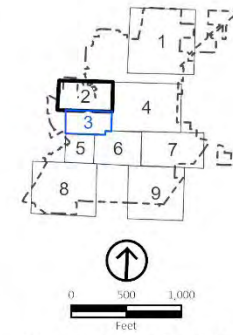
Figure 4-20 Wildland Urban Interface (WUI) Maps (2 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites  
 Wildland Urban  
 Interface (WUI)**

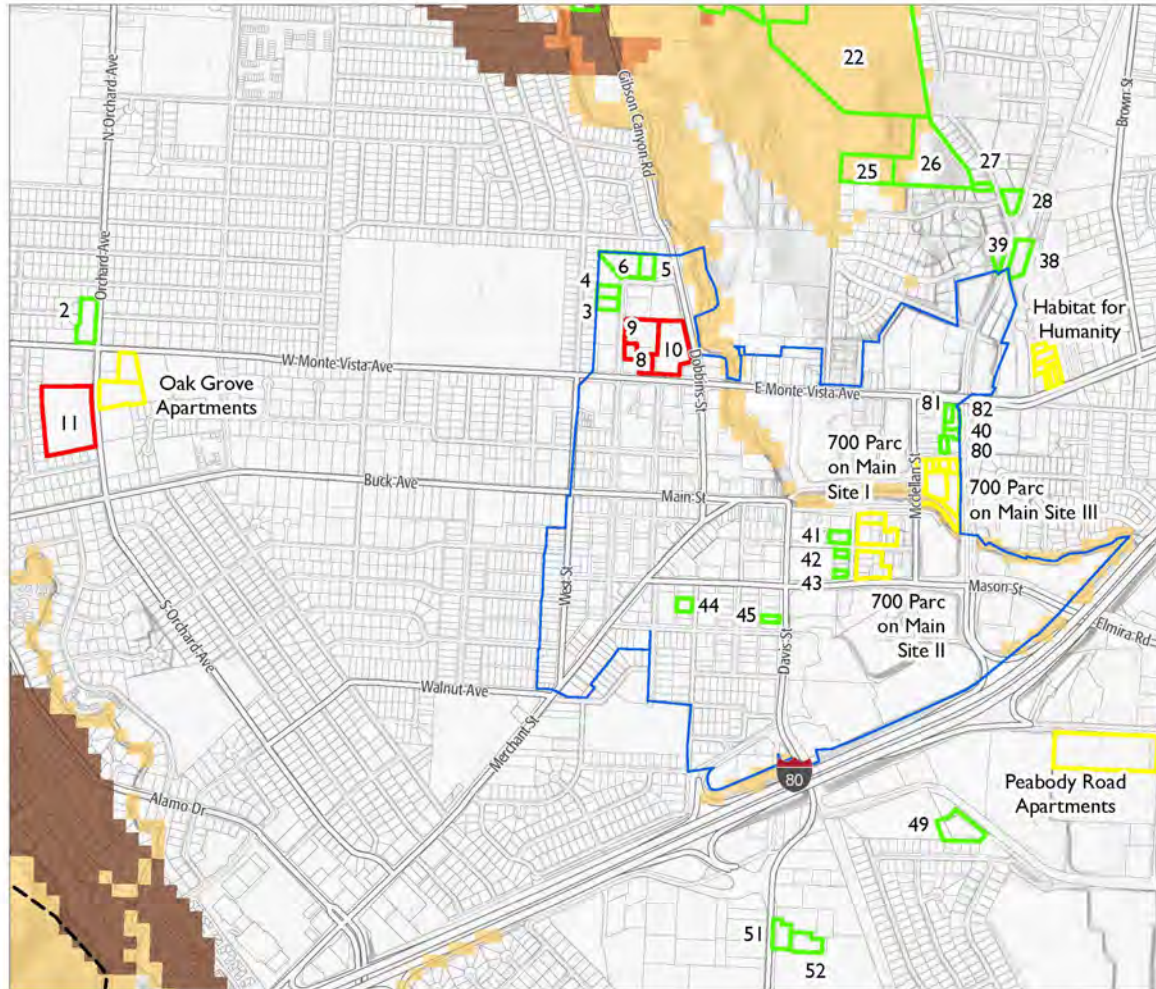
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface**
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  - Intermix Zone
  - Interface Zone
- Housing Element Site Type**
  - Pipeline Project
  - Underutilized Site
  - Vacant Site



Revision Date: 7/12/2023

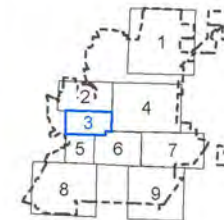
Figure 4-21 Wildland Urban Interface (WUI) Maps (3 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Inventory

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface**
  - Influence Zone
  - Intermix Zone
  - Interface Zone
- Housing Element Site Type**
  - Pipeline Project
  - Underutilized Site
  - Vacant Site

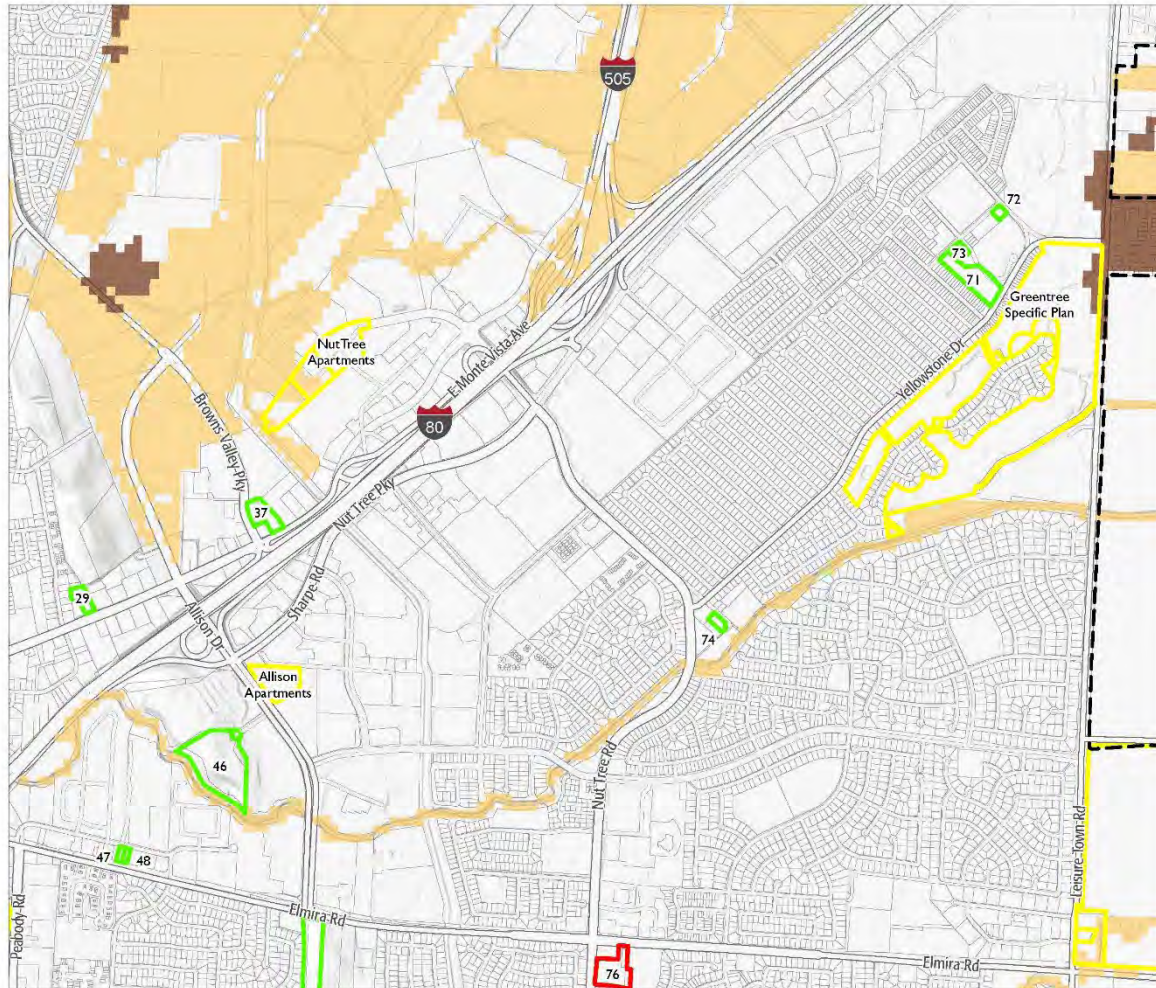


Revision Date: 8/29/2022

CITY OF VACAVILLE  
 VACAVILLE GENERAL PLAN  
 HOUSING ELEMENT

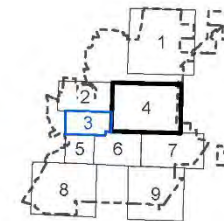
Figure 4-22 Wildland Urban Interface (WUI) Maps (4 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Inventory

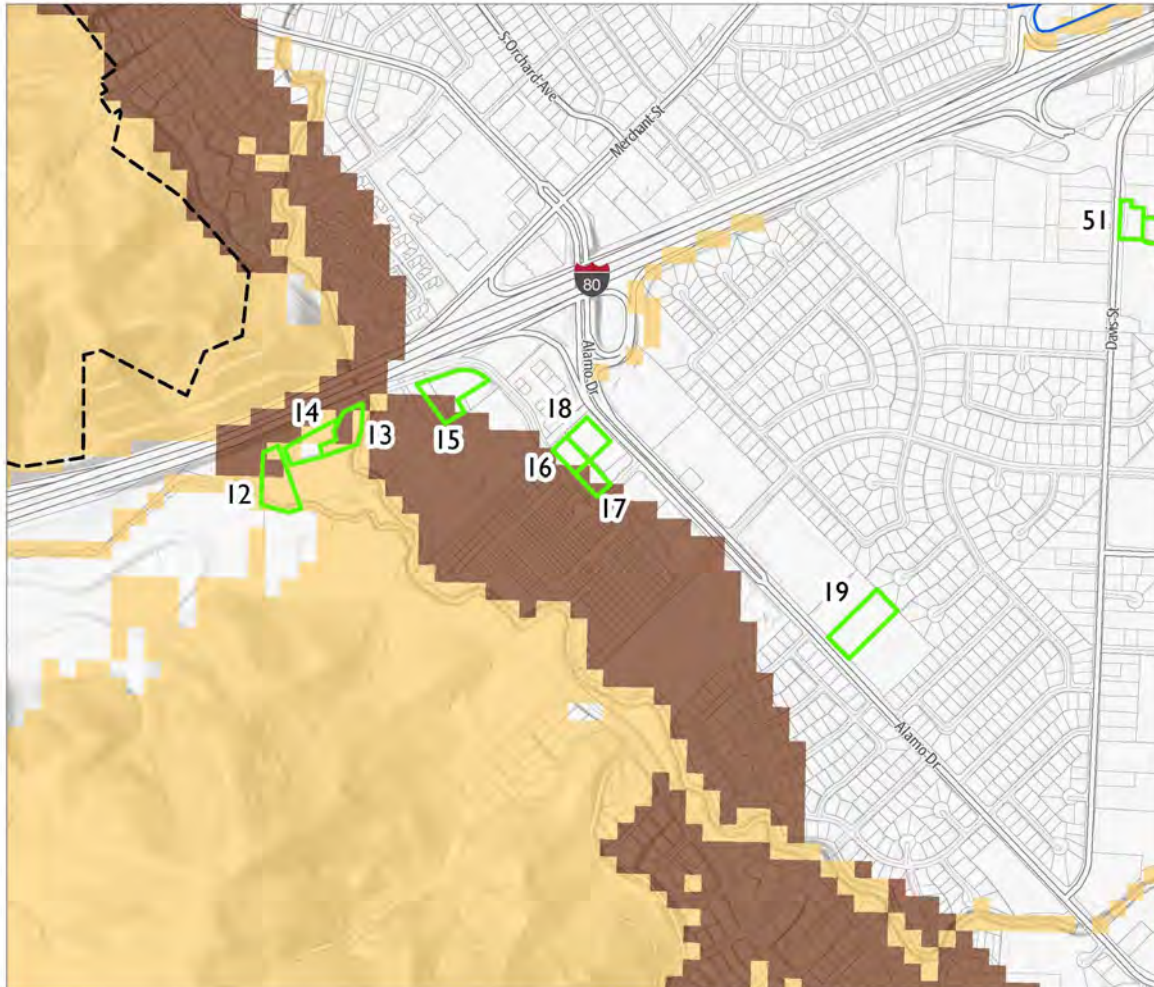
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface**
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  - Intermix Zone
  - Interface Zone
- Housing Element Site Type**
  - Pipeline Project
  - Underutilized Site
  - Vacant Site



Revision Date: 8/29/2022

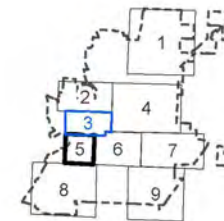
Figure 4-23 Wildland Urban Interface (WUI) Maps (5 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Inventory

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface**
  - Influence Zone
  - Intermix Zone
  - Interface Zone
- Housing Element Site Type**
  - Pipeline Project
  - Underutilized Site
  - Vacant Site

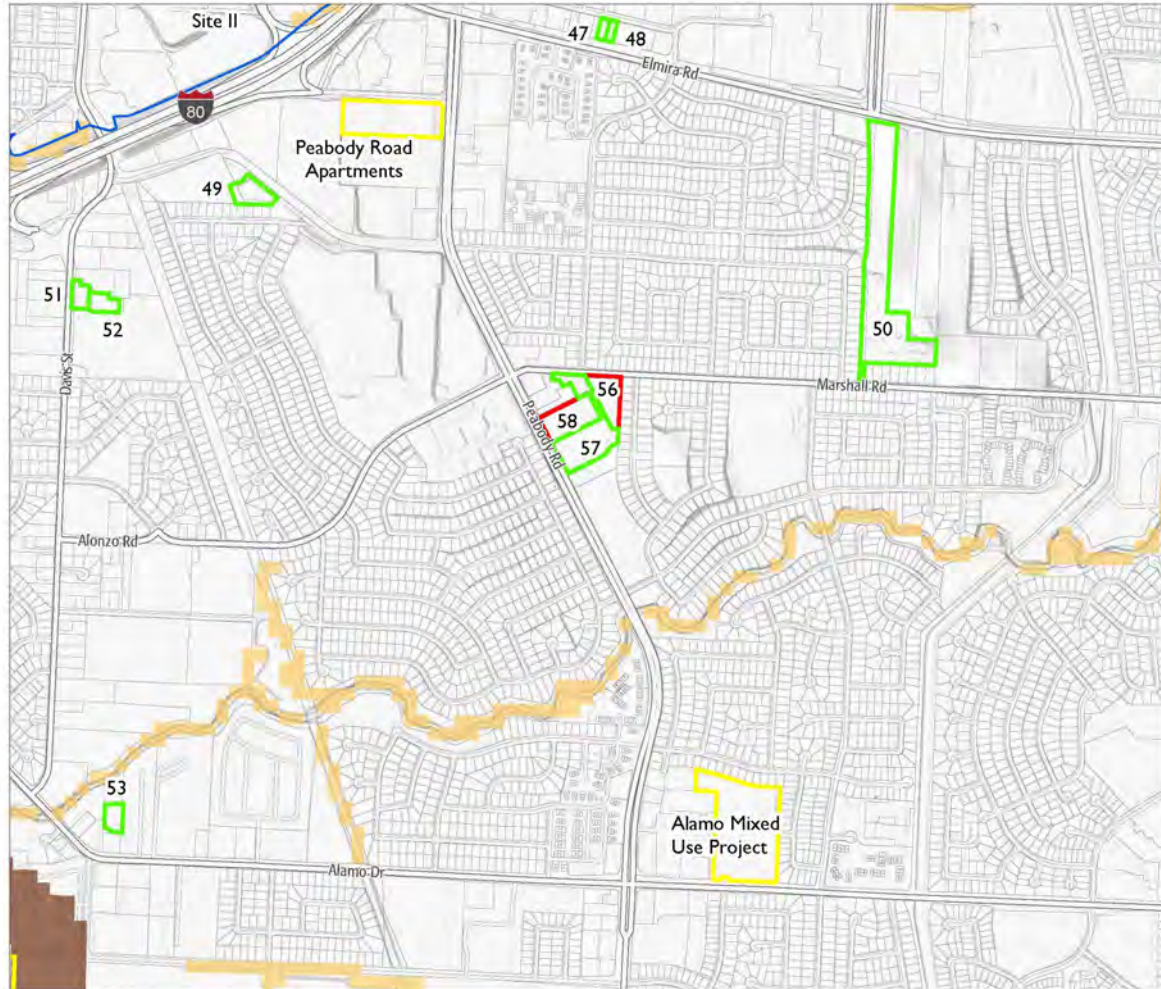


Revision Date: 8/29/2022

CITY OF VACAVILLE  
 VACAVILLE GENERAL PLAN  
 HOUSING ELEMENT

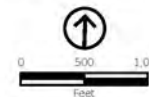
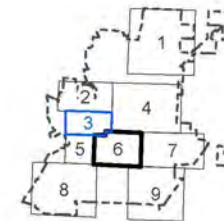
Figure 4-24 Wildland Urban Interface (WUI) Maps (6 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Inventory

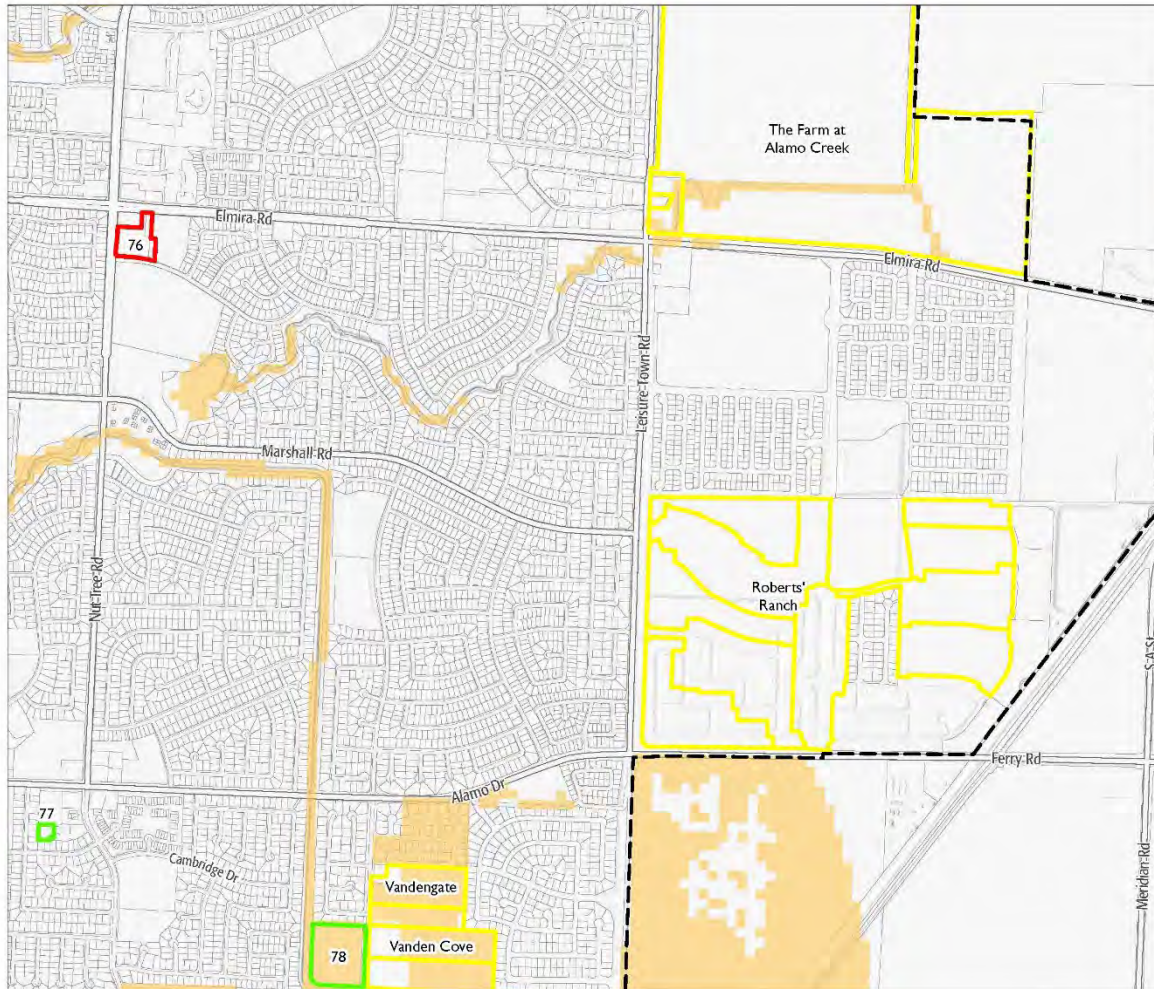
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface**
  - Influence Zone
  - Intermix Zone
  - Interface Zone
- Housing Element Site Type**
  - Pipeline Project
  - Underutilized Site
  - Vacant Site



Revision Date: 8/29/2022

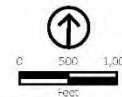
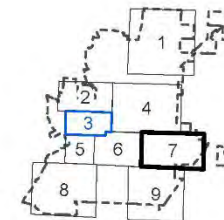
Figure 4-25 Wildland Urban Interface (WUI) Maps (7 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites  
 Inventory**

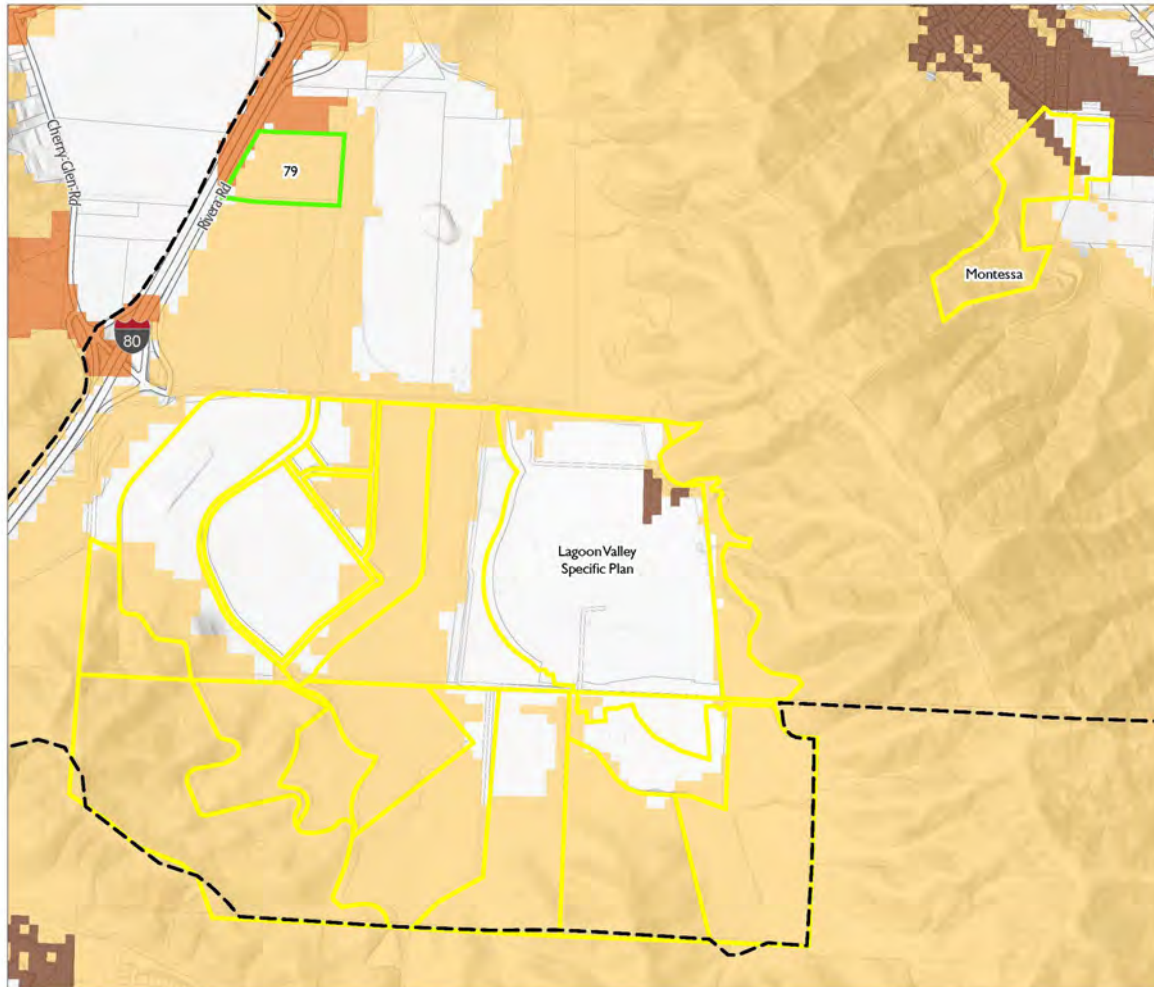
- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface**
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  - Intermix Zone
  - Interface Zone
- Housing Element Site Type**
  - Pipeline Project
  - Underutilized Site
  - Vacant Site



Revision Date: 8/29/2022

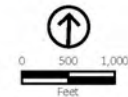
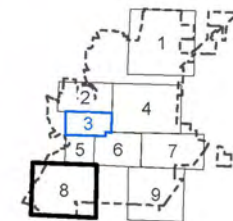
Figure 4-26 Wildland Urban Interface (WUI) Maps (8 of 9)

**HOUSING ELEMENT**  
 CITY OF VACAVILLE



**Housing Element Sites Inventory**

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface**
  - Influence Zone
  - Intermix Zone
  - Interface Zone
- Housing Element Site Type**
  - Pipeline Project
  - Underutilized Site
  - Vacant Site

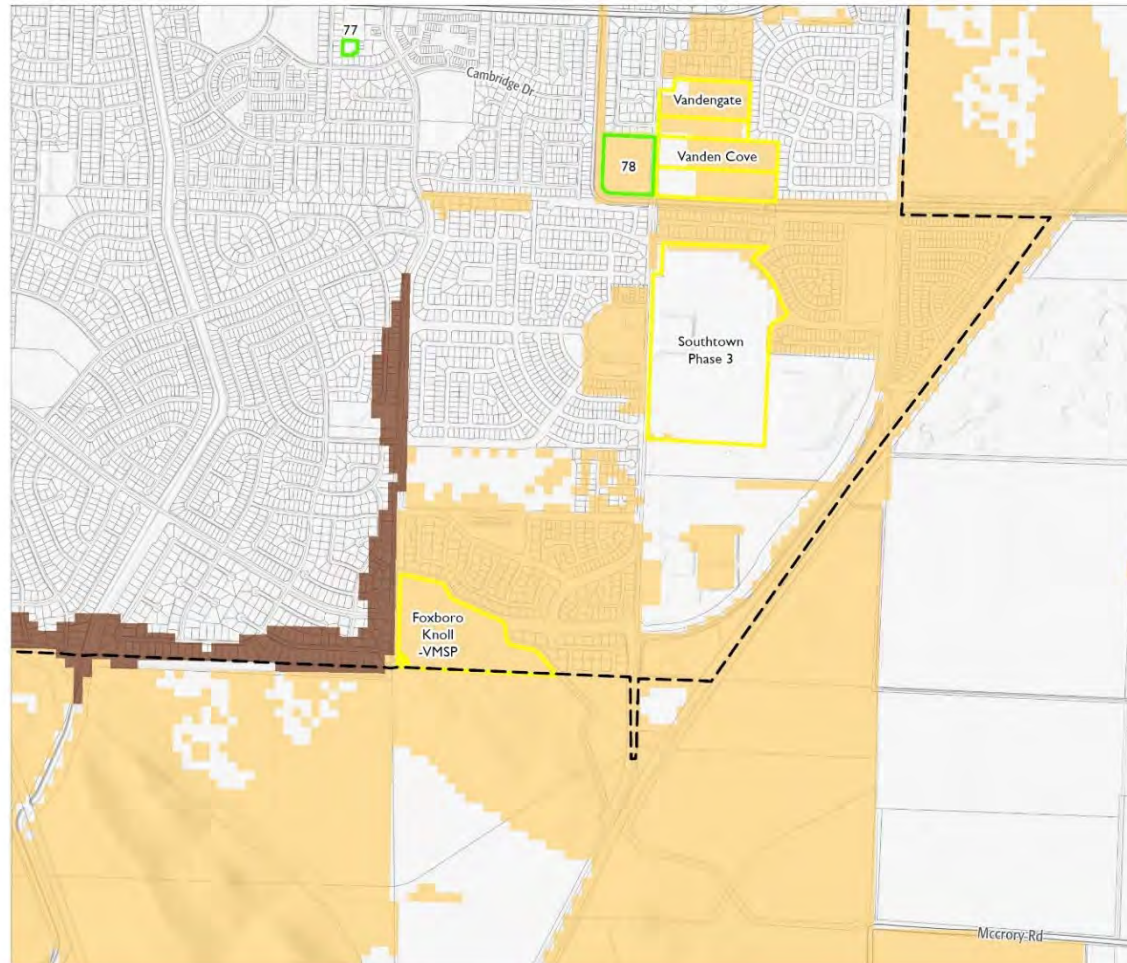


Revision Date: 8/29/2022



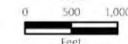
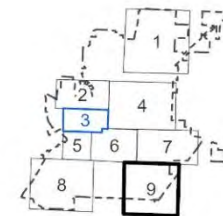
Figure 4-27 Wildland Urban Interface (WUI) Maps (9 of 9)

HOUSING ELEMENT  
 CITY OF VACAVILLE



Housing Element Sites  
 Inventory

- City Limit
- Parcels
- Downtown Specific Plan (DTSP) area
- CalFire Wildland/Urban Interface**
  - Influence Zone
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  - Interface Zone
- Housing Element Site Type**
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  - Vacant Site



Revision Date: 2/15/2023

CITY OF VACAVILLE  
VACAVILLE GENERAL PLAN  
HOUSING ELEMENT

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# 5 RESOURCES

## Financial and Administrative Resources

The City of Vacaville has access to a variety of existing and potential funding sources for affordable housing activities. These include programs from federal, state, local, and private resources. The following section describes the key housing funding sources currently used in the city. **Table 5-1** lists a range of potential financial resources that may be used in Vacaville.

TABLE 5-1 ADMINISTRATIVE AND FINANCIAL RESOURCES FOR HOUSING ACTIVITIES

Program Name	Description	Eligible Activities
<b>Federal Programs</b>		
Community Development Block Grant (CDBG)	Administered and awarded by the United States Department of Housing and Urban Development (HUD) to entitlement communities.	Acquisition Rehabilitation Homebuyer Assistance Economic Development Infrastructure Improvements Homeless Assistance Public Services
HOME Investment Partnership Act Funds	Flexible grant program for affordable housing activities awarded by the state on behalf of HUD to individual cities through an annual competitive process.	Acquisition Rehabilitation Homebuyer Assistance New Construction
Section 8 Rental Assistance Program	Rental assistance payments to owners of private market-rate units on behalf of very low-income tenants.	Rental Assistance
Section 203(k)	Federal Housing Administration single-family home mortgage program allowing acquisition and rehabilitation loans to be combined into a single mortgage directly to eligible homebuyers.	Land Acquisition Rehabilitation Relocation of Unit Refinancing of Existing Indebtedness
Section 202	HUD provides capital advances to finance the construction, rehabilitation, or acquisition with or without rehabilitation of structures that will serve as supportive housing for very low-income elderly persons, including the frail elderly, and provides rent subsidies for the projects to help make them affordable to private, nonprofit sponsors.	New Construction Rehabilitation Acquisition

CITY OF VACAVILLE  
VACAVILLE GENERAL PLAN  
HOUSING ELEMENT

Program Name	Description	Eligible Activities
<b>State Programs</b>		
Local Early Action Planning (LEAP) Grants	The LEAP grants provide over-the-counter grants complemented with technical assistance to local governments for the preparation and adoption of planning documents, and process improvements that accelerate housing production.	Housing Element Updates Updates to Zoning, Plans, or Procedures to Increase or Accelerate Housing Production Pre-Approved Architectural and Site Plans See Complete List in Program Materials
Senate Bill 2 Technical Assistance Grants	Financial and technical assistance to local governments to update planning documents and the Development Code to streamline housing production, including, but not limited to, general plans, community plans, specific plans, implementation of sustainable communities' strategies, and local coastal programs.	Technical Assistance Planning Document Updates
Rural Development Loans and Grants	Capital financing for farmworker housing. Loans are for 33 years at 1 percent interest. Housing grants may cover up to 90 percent of the development costs of housing. Funds are available under the Section 515 (Rental Housing), Section 502 (Homeownership Loan Guarantee), Section 514/516 (Farm Labor Housing), and Section 523 (Mutual Self-Help Housing) programs.	Purchase Development/Construction Improvement Rehabilitation
Multifamily Housing Program (MHP)	Deferred payment loans for new construction, rehabilitation, acquisition, and preservation of permanent and transitional rental housing for large families, special needs, senior, supportive housing, and high risk.	New Construction Rehabilitation Acquisition Preservation
California Housing Finance Agency (Cal HFA) Residential Development Loan Program	Low-interest, short-term loans to local governments for affordable infill, owner-occupied housing developments. Links with CalHFA's Down Payment Assistance Program to provide subordinate loans to first-time buyers. Two funding rounds per year.	New Construction Rehabilitation Acquisition
California Housing Finance Agency (Cal HFA) Homebuyer's Down Payment Assistance Program	CalHFA makes below-market loans to first-time homebuyers of up to 3% of sales price. Program operates through participating lenders who originate loans for CalHFA. Funds available upon request to qualified borrowers.	Homebuyer Assistance
California Housing Finance Agency (Cal HFA)	The Forgivable Equity Builder Loan gives first-time homebuyers a head-start with immediate equity in their homes via a loan of up to 10% of the purchase price of the home. The loan is forgivable if the borrower continuously occupies the home as their primary residence for 5 years.	Homeowner Assistance

Program Name	Description	Eligible Activities
Low-Income Housing Tax Credit (LIHTC)	Tax credits are available to persons and corporations that invest in low-income rental housing. Proceeds from the sale are typically used to create housing.	New Construction Rehabilitation
California Self-Help Housing Program	State program that provides technical assistance grants and loans as well as deferred-payment conditionally forgivable mortgage assistance loans for the rehabilitation or construction of new affordable housing.	New Construction Rehabilitation
CalHOME	Grants to cities and nonprofit developers to offer homebuyer assistance, including down payment assistance, rehabilitation, acquisition/rehabilitation, and homebuyer counseling. Loans to developers for property acquisition, site development, predevelopment, and construction period expenses for homeownership projects.	Predevelopment, Site Development, Site Acquisition Rehabilitation Acquisition/rehab Down Payment Assistance Mortgage Financing Homebuyer Counseling
California Community Reinvestment Corporation (CCRC)	The CCRC is a multifamily affordable housing lender whose mission is to increase the availability of affordable housing for low-income families, seniors, and residents with special needs by facilitating private capital flow from its investors for debt and equity to developers of affordable housing.	New Construction Rehabilitation Acquisition
Tax-Exempt Housing Revenue Bond	Supports low-income housing development by issuing housing tax-exempt bonds requiring the developer to lease a fixed percentage of the units to low-income families at specified rental rates.	New Construction Rehabilitation Acquisition
Affordable Housing Sustainable Communities Program (AHSC)	This program provides grants and/or loans, or any combination, that will achieve GHG emissions reductions and benefit Disadvantaged Communities through increasing accessibility of affordable housing, employment centers, and key destinations via low-carbon transportation.	New Construction
<b>Local Programs</b>		
Rebuilding Together (Solano County) (RTSC) <sup>1</sup>	RTSC provides necessary home repairs for low-income veterans/seniors/disabled homeowners.	Rehabilitation
Catholic Charities of Yolo and Solano	Catholic Charities of Yolo and Solano helps neighbors transition into safe and affordable homes through assistance with rent and move-in costs and a plan to prevent homelessness and poverty.	Rental assistance

CITY OF VACAVILLE  
 VACAVILLE GENERAL PLAN  
 HOUSING ELEMENT

Program Name	Description	Eligible Activities
Section 8 Home Ownership Program (Vacaville Housing Authority) <sup>2</sup>	The Vacaville Housing Authority (VHA) Homeownership Program assists Section 8 Housing Choice Voucher participants by paying a portion of their mortgage payment.	Homebuyer Assistance
Solano Habitat for Humanity	Homeownership through sweat equity. Homeowners also receive counseling and training on homeownership and maintenance. Homeowners buy their completed homes from Habitat for Humanity and repay them over 30 years through an affordable mortgage.	Homebuyer Assistance
California Home Energy Renovation Opportunity (HERO) Program	The HERO program allows residential and commercial property owners to finance energy-efficiency, renewable energy, and water conservation improvements through the State's Property Assessed Clean Energy (PACE) program.	Rehabilitation
<b>Private Resources/Lender/Bank Financing Programs</b>		
	Fixed-rate mortgages issued by private mortgage insurers.	Homebuyer Assistance
Federal National Mortgage Association (Fannie Mae) Community Homebuyers Program	Mortgages that fund the purchase and rehabilitation of a home.	Homebuyer Assistance Rehabilitation
	Low down payment mortgages for single-family homes in underserved low-income and minority cities.	Homebuyer Assistance
California Community Reinvestment Corporation (CCRC)	Nonprofit mortgage banking consortium designed to provide long-term debt financing for affordable rental housing. Nonprofit and for-profit developers contact member banks.	New Construction Rehabilitation Acquisition
Federal Home Loan Bank Affordable Housing Program	Direct subsidies to nonprofit and for-profit developers and public agencies for affordable low-income ownership and rental projects.	New Construction
Freddie Mac	Home Works – Provides first and second mortgages that include rehabilitation loans. County provides gap financing for rehabilitation component. Households earning up to 80% Median Family Income qualify.	Homebuyer Assistance Combined with Rehabilitation
Bay Area Local Initiatives Support Corporation (LISC)	Provides recoverable grants and debt financing on favorable terms to support a variety of community development activities, including affordable housing.	Acquisition New Construction Rehabilitation
Northern California Community Loan Fund (NCCLF)	Offers low-interest loans for the revitalization of low-income communities and affordable housing development.	Acquisition Rehabilitation New Construction

Program Name	Description	Eligible Activities
Low-Income Investment Fund (LIHF)	Provides below-market loan financing for all phases of affordable housing development and/or rehabilitation.	Acquisition Rehabilitation New Construction

Notes:

1. Rebuilding Together Solano County (RTSC) is not currently offering the Home Rehab Program during the first half of 2022 due to COVID-19 concerns for homeowners as well as volunteers.

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## 6 CONSTRAINTS

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Section 65583(a)(5) and (6) 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." Local policies and regulations can impact the price and availability of housing, and subsequently the provision of affordable housing. Land use controls, site improvement requirements, fees and exactions, permit processing procedures, and other factors can constrain the maintenance, development, and improvement of housing.

State and federal regulations can also affect the availability of land for housing and the cost of producing housing. Regulations related to environmental protection, prevailing wages for publicly assisted construction projects, construction defect liability, building codes, and other topics can increase housing cost and limit housing development.

In addition to constraints posed by policies and regulations, market constraints such as land costs, construction costs and the availability of financing can affect housing prices. Though the City has no direct control over these factors, City policies and programs can help limit the effect of these factors on the price of housing.

This chapter identifies the constraints to housing development and access in the city, and **Chapter 2** includes policies and implementation programs relevant to the reduction or elimination of the constraints identified.

### Governmental Constraints on the Production of Housing

#### Land Use Controls

The Land Use Element of the City of Vacaville General Plan was adopted in 2015. The Element sets forth the City's land use policies regarding development. The City implements the General Plan's land use policies through its Land Use and Development Code and zoning map as well as specific plans. Vacaville's General Plan has 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.

#### General Plan Land Use Designations

**Table 6-1** shows the residential General Plan land use designations for the City of Vacaville. The land use designations support a variety of housing types, ranging from very-low-density rural development, which generally includes single-family homes on large lots, to high-density development, which includes multifamily and mixed-use development. The City allows densities ranging from 0.05 units per acre up to 65 units per acre. Some commercial zones have no maximum

residential density. The California Department of Housing and Community Development (HCD) recently identified the default density for development suitable for lower income households in Vacaville to be a minimum of 30 units per acre. Therefore, the City’s Housing Element includes **Program HE-18** to increase the minimum density to 30 units per acre in the Residential High Density zone.

**TABLE 6-1 GENERAL PLAN LAND USE DESIGNATIONS**

Land Use Designation	Allowable Density	General Uses
Hillside Agriculture	up to 0.05 units per acre	Low-intensity agricultural uses with private hillside properties
Rural Residential	0.1 to 0.4 units per acre	Rural living, animal husbandry, limited horticulture
Residential Estate	0.5 to 3.0 units per acre	Very low-density residential uses
Residential Low Density	3.1 to 5.0 units per acre	Single-family residential uses
Residential Low Medium Density	5.1 to 8.0 units per acre	Single-family, duplex, and clustered housing
Residential Medium Density	8.1 to 14.0 units per acre	Residential uses, including duplexes, duets, attached or detached townhouses, and multi-dwellings
Residential Medium High Density	14.1 to 20.0 units per acre	Higher density multifamily residential uses, including attached or detached townhomes, condominiums, and apartments
Residential High Density	20.1 to 24.0 units per acre	High density multiple residential uses, including attached townhouses, condominiums, and apartments <sup>1</sup>
Residential Golf Course	1.0 to 2.0 units per acre	Residential uses in conjunction with a golf course development
Residential Manufactured Home Parks	6.0 to 10.0 units per acre	Affordable housing using manufactured or modular units
Mixed Use	10.0 to 40.0 units per acre and a maximum floor area ratio of 1.0	Residential uses with commercial, public, entertainment, and/or office uses

Source: City of Vacaville 2035 General Plan, 2015.

<sup>1</sup>Program HE-18 is included to increase the maximum density in Residential High Density to 30 units per acre.

### Zoning Districts

The City of Vacaville recently updated its Land Use and Development Code to create a more user-friendly, flexible land use code that is easier to read. The updated Land Use and Development Code was adopted by the City Council on February 22, 2022. The Land Use and Development Code establishes 15 zoning districts (outside of the Downtown Specific Plan Area) that permit or conditionally allow residential development at varying densities. As mentioned above, **Program HE-18** is included to increase the maximum density in the Residential High-Density zone to 30 units per acre.

The zoning districts and density permitted are:

- **Agriculture (AG):** One dwelling per 20 acres
- **Agricultural Hillside (AH):** One dwelling per 20 acres
- **Rural Residential (RR):** 0.1 to 0.4 units per acre
- **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 Medium High Density (RMH):** 14.1 to 20.0 units per acre
- **Residential High Density (RH):** 20.1 to 24.0 units per acre
- **Manufactured Housing Park (MHP):** 6.0 to 10.0 units per acre
- **Mixed Use (MX):** 10.0 to 40.0 units per acre
- **Neighborhood Commercial (CN):** Minimum 8.1 units per acre; no maximum
- **General Commercial (CG):** Minimum 8.1 units per acre; no maximum
- **Office Commercial (CO):** Minimum 8.1 units per acre; no maximum
- **Business Park (BP):** Minimum 8.1 units per acre; no maximum

### Other Specific Plans

The specific plan process is an additional tool to facilitate housing development. A specific plan implements the general plan by creating a bridge between general plan policies and individual development proposals. Ideally, a specific plan directs all facets of future development, including the distribution of land use, location of infrastructure, and financing mechanisms for providing the infrastructure. The City's specific plan process is designed to: encourage the master planning of development that promotes economical and efficient land use practices; permit flexibility in establishing development standards, public improvement systems, and a mix of land uses; and implement the goals, objectives, and policies of the General Plan and Land Use and Development Code. The City of Vacaville has five specific plans which are further described below:

- The **Downtown Specific Plan** encompasses the downtown area and includes six zoning districts that permit housing development with varying densities from low- to high-intensity housing development, dependent on the zone. The plan focuses on encouraging the development of smaller, high-quality residential projects that can serve as catalysts for furthering economic development in Downtown. Within the Downtown Specific Plan area, there are six zoning districts that permit housing development with varying densities, from low- to high-intensity housing development dependent on the zone. **Table 6-2** shows the allowable density and uses by zoning district for this area.

**TABLE 6-2 DOWNTOWN SPECIFIC PLAN ZONING DISTRICTS**

Land Use Designation	Allowable Uses and Density
Downtown Neighborhood Low (DNL)	Allows a variety of housing types between 3.0 and 8.0 dwelling units per acre depending on the location of the development. Housing developments are allowed up to 5.0 dwelling units per acre along Buck Avenue and a maximum of 8.0 dwelling units per acre for all other locations.
Downtown Neighborhood Medium (DNM)	Allows medium to high density residential development between 8.1 and 20.0 dwelling units per acre.
Downtown Neighborhood High (DNH)	Allows high density attached housing between 18.0 and 40.0 dwelling units per acre.
Downtown Mixed Use (DMU)	Allows a mix of high-density housing with active retail, dining, entertainment, cultural, and similar nonresidential uses on a single project site with a floor area ratio between a 0.5 and 4.0.
Downtown Core (DC)	Allows a mix of high-density housing and ground-floor retail, entertainment, cultural, civic, recreation, and uses that complement Downtown core's unique character. Allows residential development between a 0.5 and 4.0 floor area ratio.
Downtown General Commercial (DGC)	Allows a full range of full range of retail, service entertainment, office, lodging, and related uses to meet local and regional demand. Allows high-density housing between 18.0 and 40.0 dwelling units per acre and mixed-use development with a floor area ratio between 0.25 and 4.0.

Source: City of Vacaville Downtown Specific Plan, February 2022.

- The **Brighton Landing Specific Plan** is a master planned community on the east side of Vacaville. The specific plan includes 767 detached single-family homes distributed throughout 12 villages, a 50.0-acre private high school parcel, a 11.0-acre public school parcel, and a 6.0-acre park with many public trails. The majority of homes have already been constructed in this community.
- The **North Village Specific Plan** is a community comprising approximately 2,499 residential units in the northeast quadrant of the city. The Specific Plan is divided into two major areas: Area Plan 1 and Area Plan 2. Area Plan 1 is nearly built out, except for the commercial and business park area. Area Plan 2 is not built out, and the City is currently reviewing an amendment request for this area that includes a request to increase the number of units built in Area Plan 2 from 1,151 to 1,251.
- The **Roberts Ranch Specific Plan** is a 248-acre master planned community within the East of Leisure Town Growth Area of the city. The Specific Plan includes 785 single-family homes, neighborhood parks, and a 16.5-acre public school parcel, with open space and public trails. Construction of the homes in this community began in 2019.
- The **Vanden Meadows Specific Plan** is a community in the southeast corner of the city. The specific plan includes 780 single-family units, a 6.91-acre neighborhood park, a 28.41-acre school parcel, with various trails throughout the development. Development of the homes in this community is ongoing.

- The **Roberts' Ranch Specific Plan** is a 248-acre master planned community within the East of Leisure Town Growth Area in the City of Vacaville and contains 547 low density units and 251 moderate density residential units. This community will offer a variety of housing choices within a planned system of parks and trails providing connections throughout the project, with a buffer sensitive to nearby agriculture. Roberts' Ranch intends to set the standard for high quality community design and livability for the City of Vacaville

The City is also processing an application for a new specific plan called the Green Tree Specific Plan, which encompasses an area in the Green Tree Park Policy Plan and would allow residential uses.

### **Residential Development Standards**

The City of Vacaville regulates the type, location, density, and scale of residential development, primarily through the Land Use and Development Code. Zoning regulations seek to protect and promote the health, safety, and general welfare of residents as well as implement the policies of the General Plan. The Land Use and Development Code also serves to preserve the character and integrity of existing neighborhoods. **Table 6-3** summarizes the City's general development standards for residential development in the residential, agricultural, mixed use, commercial, and business park zoning districts. The City maintains the current Land Use and Development Code with zoning and development standards on the City's website.

The City's Adjustments application is used to provide greater flexibility in the design of developments than is otherwise possible using the zoning regulations. The adjustment process allows alternate standards for setbacks, driveway width reductions, fence height increases, and lot coverage increases. For more information about the Adjustment application process, see the Processing and Permit Procedures section.

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**TABLE 6-3 DEVELOPMENT STANDARDS FOR RESIDENTIAL USES (OUTSIDE OF DOWNTOWN)**

Development Standard	Residential and Agricultural Zoning Districts										Mixed Use, Commercial, and Business Park Zoning Districts				
	RR	RE	RL	RLM	RM	RMH	RH	MHP	AG	AH	MX	CN	CG	CO	BP
Minimum Density (du/ac) <sup>a</sup>	0.1	0.5	3.1	5.1	8.1	14.1	20.1	6.0	-	-	10	8.1	8.1	8.1	8.1
Maximum Density (du/ac)	0.4	3.0	5.0	8.0	14.0	20.0	24.0	10.0	0.05	0.05	40	-	-	-	-
Minimum Lot Area	2.5 - 10 ac <sup>b</sup>	1 ac - 10,000 sf <sup>c</sup>	10,000 - 5,000 sf	3,600 sf	40,000 sf <sup>6</sup>	40,000 sf <sup>6</sup>	40,000 sf <sup>6</sup>	10 ac	20 <sup>e</sup>	20 <sup>e</sup>	-	-	-	-	20,000 sf
Minimum Lot Width (ft) <sup>d</sup>	200 - 400	80 - 150	50 - 80	40	200	200	200	400	-	-	-	-	-	-	-
<i>Corner Lot</i>	200 - 400	90 - 150	55 - 90	45	200	200	200	400	-	-	-	-	-	-	-
Minimum Lot Depth <sup>d</sup> (ft)	200 - 250	100 - 200	90 - 100	60	200	200	200	400	-	-	-	-	-	-	-
<b>Minimum Setbacks (ft)</b>															
Front	50	25	15	15	15	15	15	20	30	30/50 <sup>f</sup>	CUP <sup>j</sup>	CUP <sup>j</sup>	CUP <sup>j</sup>	CUP <sup>j</sup>	CUP <sup>j</sup>
<i>Porch, balcony, deck</i>	45	20	10	10	10	10	10	10	-	-	-	-	-	-	-
<i>Attached Garage, Front Loaded</i>	50	25	20	20	18	18	18	20	-	-	-	-	-	-	-
<i>Attached Garage, Side Loaded</i>	50	20	15	15	15	15	15	20	-	-	-	-	-	-	-
<i>Garage, Recessed</i>	55	30	20	20	20	20	20	25	-	-	-	-	-	-	-

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Development Standard	Residential and Agricultural Zoning Districts										Mixed Use, Commercial, and Business Park Zoning Districts				
	RR	RE	RL	RLM	RM	RMH	RH	MHP	AG	AH	MX	CN	CG	CO	BP
Corner or Street	30	15	15	10	10	10	10	10	30	30/50 <sup>1</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>
<i>Porch, balcony, deck</i>	25	10	10	5	5	5	5	5	-	-	-	-	-	-	-
Interior Side	30	10	5/10 <sup>2</sup>	5	4	4	7.5	20	30	30/50 <sup>1</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>
Rear	40	20	20	15	15	20	20	20	30	30/50 <sup>1</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>
<i>Garage, Alley Loaded</i>	40	5	5	5	5	5	5	5	-	-	-	-	-	-	-
<i>Garage, Recessed</i>	40	20	10	5/0 <sup>3</sup>	5	5	5	20	-	-	-	-	-	-	-
<b>Other Development Standards</b>															
Maximum Building Height (ft)	35	35	35	40	45	45	45	30	30	30	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>
Minimum Setback from Adjoining Freeway (ft)	20	20	20	20	20	20	20	20	-	-	-	-	-	-	-
Minimum Setback from Adjoining Railroad (ft)	20	20	20	20	20	20	20	20	-	-	-	-	-	-	-
Minimum Setback from Curb Face on Adjoining Arterial (ft)	30	30	30	30	30	30	30	30	-	-	-	-	-	-	-

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Development Standard	Residential and Agricultural Zoning Districts										Mixed Use, Commercial, and Business Park Zoning Districts				
	RR	RE	RL	RLM	RM	RMH	RH	MHP	AG	AH	MX	CN	CG	CO	BP
Maximum Lot Coverage (%)	5-10 <sup>4</sup>	20-45 <sup>4</sup>	-	-	-	-	-	-	2	2	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>	CUP <sup>5</sup>

Source: City of Vacaville Land Use and Development Code, February 2022.

Notes: (du/ac) stands for dwelling units per acre.

(ac) stands for acre.

(sf) stands for square feet.

(ft) stands for feet.

In the RLM, RM, RMHD, and RH Districts, smaller lots may be allowed.

A parcel of less than 20 acres may be created if it is the remainder resulting from a subdivision of land in a Residential District.

See Table 14.09.060.A, Development Regulations—Residential Zoning Districts in the Land Use and Development Code for complete list of development standards and related footnotes.

1. 50 feet is required if the Alternative Policy in Reference to Hillside Development is implemented.
2. On lots 6,000 square feet or larger in the RL District developed with two or more stories, one interior side setback shall be a minimum of 10 feet. The other interior side setback shall be a minimum of five feet.
3. When located 20 feet behind front façade of house.
4. Maximum lot coverage varies by zone and whether the building is one or two stories.
5. Development standards, including, but not limited to, parking, site coverage, open space and recreation area, building height, separation between uses, and required yards shall be determined through the conditional use permit (CUP) process.
6. Smaller lots may be allowed, see subsection on Multifamily Residential Districts herein for details on the process.



### Single-Family Residential Districts

The single-family standards are designed to allow development of single-family homes on a variety of lot sizes. **Table 6-4** summarizes the City’s development standards for single-family residential zoning districts, including the RR, RE, RL, and RLM zone. The minimum lot size for single-family homes ranges from 3,600 square feet in the RLM zone to 10 acres in the RR zone. The maximum height limit ranges from 30 to 45 feet. Front setbacks for new single-family homes in these zones range between 15 and 50 feet; side yards between 5 and 30 feet; and rear yards between 15 and 40 feet. Manufactured homes are permitted in the MHP zoning district. Residential densities between 6 to 10 dwelling units per acre are permitted in the MHP zone. The development standards for manufactured homes are similar to the standards for single-family residential zoning districts.

In the RR, RE, and RL zones, the density ranges are further defined through specific lot size suffixes. For example, the RL zoning district has four suffixes that correlate with the density permitted. The RL-5 zoning district permits a minimum lot size of 5,000 square feet, and the RL-6 zoning districts has a minimum lot size requirement of 6,000 square feet. The RE and RR zones also have similar suffixes. **Table 6-4** summarizes the minimum lot area and dimensions for the RR, RE, and RL zones. These districts primarily support single-family dwellings. The RLM district is a transitional district that supports a variety of housing types at densities ranging from 5.1 to 8.0 dwelling units per acres. Small-lot single-family and apartments are permitted in this zone.

**TABLE 6-4 MINIMUM LOT AREA AND DIMENSIONS FOR RR, RE, AND RL ZONES**

Development Standard	RR-10	RR-5	RR-2.5	RE-1	RE-20	RE-15	RE-12	RE-10	RL-10	RL-8	RL-6	RL-5
Minimum Lot Size (sf, unless noted)	10 acres	5 acres	2.5 acres	1 acre	20,000	15,000	12,000	10,000	10,000	8,000	6,000	5,000
Minimum Lot Width (ft)	400	250	200	150	110	80	80	80	80	70	60	50
Corner Lot (ft)	400	250	200	150	110	100	90	90	90	85	65	55
Minimum Lot Depth (ft)	200	250	200	200	100	100	100	100	100	100	95	90

Source: City of Vacaville Land Use and Development Code, February 2022.

Notes: (sf) stands for square feet.

(ft) stands for feet.

The AG and AH zones are mainly intended for agricultural uses such as raising crops or livestock, and commercial and industrial services related to agriculture. Detached single-family residences up to one unit per 20 acres are permitted in these zones. The development standards in the agriculture zones are intended to ensure that development occurs in a manner that minimizes the risk from hazards and impacts on the sensitive natural environment of hillside areas and to help ensure compatibility between residential and agricultural uses.

Single-family attached dwellings are permitted in the CG, CO and CN commercial zoning district. The minimum density in these zones are 8.1 units per acre. Development standards for new homes in the commercial zoning districts, including but not limited to parking, site coverage, open space and recreation area, building height, separation between uses, and required yards, are determined through the City’s conditional use permit process.

**Multifamily Residential Districts**

The RM, RMH, RH, and MX zoning districts are intended for higher density multifamily development, including rental apartments, condominiums, and mixed use. As previously discussed, the RLM district can also support multifamily construction. The CG, CO and CN commercial zoning district and BP business park zoning district all permit multifamily dwellings as a conditional use. Development standards for new multifamily units in the commercial zoning districts and business park zoning district, including but not limited to parking, site coverage, open space and recreation area, building height, separation between uses, and required yards, are determined through the City’s conditional use permit process.

The RM zoning district provides for a variety of housing types, including duplexes, townhouses, apartments, detached single-unit residential development on small lots, and other compatible uses appropriate in a medium density residential environment. The allowed density ranges from 8.1 to 14.0 units per gross developable acre.

Density can be increased with the approval of a density bonus. As shown in **Table 6-5**, Vacaville recently approved three apartment complexes with a density bonus.

**TABLE 6-5 PROJECTS CONSTRUCTED WITH DENSITY BONUSES**

Project Name	Zoning Designation/ Density Range	Units in Project	Approved Density (Units per Acre)
Rocky Hill Veterans Housing (approved 2015, completed 2018)	RH (20.1–24.0 un/ac)	39	27
Pony Express Senior Housing Project (approved in 2018)	RH (20.1–24.0 un/ac)	60	33
Allison Apartments (approved in 2022)	RH (20.1–24.0 un/ac)	135	50.3

Source: Community Development Department, 2022.

The RM district requires a minimum lot area of 40,000 square feet. There is no maximum site coverage for this zone. This district was established to reserve appropriately located areas for a variety of housing types at a medium density, including duplexes, townhomes, apartments, detached single-family homes on small lots, and other similar residential uses. The allowable density in the RMH zone is 14.1 to 20.0 dwelling units per acre. The RMH district requires a minimum lot area of 40,000 square feet. In the RM and RMH districts, smaller lots less than 40,000 square feet may be allowed with approval of a Minor Use Permit. The application process for a Minor Use Permit is further explained in the later Processing and Permit Procedures section. There

is no maximum site coverage requirement for new residential development in the RMH district. This district was established to allow a variety of housing types at a medium high density, including townhomes, condominiums, attached and detached single-family dwellings, two-unit dwellings, multiunit apartments, and apartments.

The RH Density district provides for higher density housing, including townhouses, condominiums, and apartments. The allowed density ranges from 20.1 to 24.0 units per gross developable acre, with a minimum lot area of 40,000 square feet. Smaller lots less than 40,000 square feet may be allowed within the RH district with approval of a Minor Use Permit, which is described in the later Processing and Permit Procedures section. There is no maximum site coverage for this zone. This district was established to reserve appropriately located areas for high-density, multifamily residential development. As mentioned previously, HCD recently identified the default density for development suitable for lower income households in Vacaville at a minimum of 30 units per acre. **Program HE-18** is included to increase the minimum density to 30 units per acre for the RH zone. The MX district is intended to provide areas for mixed-use centers containing a mix of compatible residential and nonresidential uses in a vertical or horizontal configuration. The allowable density for this district is 10 to 40 dwelling units per acre. There is no minimum lot area requirement for the MX district. Development standards for this district, including but not limited to parking, site coverage, open space and recreation area, building height, separation between uses, and required yards, shall be determined through the conditional use permit process.

### **Development Standard for the Downtown Specific Plan**

The Downtown Specific Plan focuses on encouraging the development of smaller, high-quality residential projects that can serve as catalysts for furthering economic development in Downtown. Within the DTSP area, six zoning districts permit housing development with varying densities, from low to high intensity housing development dependent on the zone. **Table 6-6** shows development standards for the six zoning districts that allow residential development in the DTSP. The DTSP includes development incentives for higher density housing and mixed-use development. These incentives include reduced setback and parking requirements and increased permitted densities and building heights. Qualifying projects consistent with required findings in the DTSP are exempt from the California Environmental Quality Act, not subject to public hearings, and are ministerially approved.

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**TABLE 6-6 DEVELOPMENT STANDARDS FOR DOWNTOWN**

Development Standard	DNL	DNM	DNH	DMU	DC	DGC
Minimum Building Intensity (units per acre)	3.0	8.1	18.0	18.0	18.0	18.0
Maximum Building Intensity (units per acre)	5.0 along Buck 8.0 all other locations	20.0	40.0	65.0	65.0	40.0
Minimum Floor Area Ratio (FAR)	-	-	-	0.5	0.5	0.25
Maximum FAR	-	-	-	4.0	4.0	4.0
Maximum Building Height	2 stories, 35 feet	3 stories, 45 feet	4 stories, 60 feet	5 stories, 70 feet	5 stories, 70 feet	5 stories, 70 feet
Minimum Ground-Floor Ceiling Height	-	-	-	-	15 feet along priority pedestrian frontages	-
Minimum Lot Area	6,000 square feet along Buck Avenue 3,600 square feet all other locations	-	-	-	-	-
Minimum Lot Width – Interior (feet)	50 along Buck Avenue 35 all other locations	-	-	-	-	-
Minimum Lot Width – Corner	55 along Buck Avenue 40 all other locations	-	-	-	-	-
Minimum Lot Depth	90 along Buck Avenue 70 all other locations	-	-	-	-	-

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Development Standard	DNL	DNM	DNH	DMU	DC	DGC
Front Setback – Building (feet)	12 minimum	10 minimum 15 maximum	10 minimum 15 maximum	0 minimum 10 maximum	0 minimum –5 maximum along priority pedestrian frontages 0 minimum –10 maximum in all other locations	5 minimum 15 maximum
Front Setback – Unenclosed Porch, Stoop, Balcony, Steps (feet)	10 minimum	5 minimum	5 minimum	0 minimum	0 minimum	5 minimum
Front Setback – Garage, Street Loaded (feet)	18 minimum	-	-	-	-	-
Side Street Setback – Building	10 minimum 15 maximum	10 minimum 15 maximum	10 minimum 15 maximum	0 minimum 10 maximum	0 minimum 5 maximum	5 minimum 15 maximum
Side Street Setback – Unenclosed Porch, Stoop, Balcony, Steps	10 minimum	5 minimum	5 minimum	0 minimum	0 minimum	5 minimum
Side Street Setback – Garage, Street Loaded	18 minimum	-	-	-	-	-
Side Interior Setback – Building	5 minimum	5 minimum	7.5 minimum, 15 minimum adjacent to a DNL, RL, or RLM District	0 minimum, 15 minimum adjacent to a DNL, RL, or RLM District	0 minimum, 15 minimum adjacent to a DNL, RL, or RLM District	0 minimum, 15 minimum adjacent to a DNL, RL, or RLM District
Rear Setback – Building, Interior	15 minimum	15 minimum	15 minimum	0 minimum, 15 minimum adjacent to a DNL, RL, or RLM District	0 minimum, 15 minimum adjacent to a DNL, RL, or RLM District	0 minimum, 15 minimum adjacent to a DNL, RL, or RLM District
Rear Setback – Building, Alley	5 minimum	5 minimum	5 minimum	5 minimum	5 minimum	5 minimum

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Development Standard	DNL	DNM	DNH	DMU	DC	DGC
Rear Setback – Garage, Alley Loaded	5 minimum	5 minimum	5 minimum	5 minimum	5 minimum	5 minimum
Rear Setback – Garage, Recessed	5 minimum, 0 minimum when located 20 feet behind front of house	5 minimum	5 minimum	-	-	-
Minimum Open Space	-	Multi-unit projects of more than 10 units shall include delineated private common-use open space. For projects of more than 150 units, at least 1,000 square feet of common use open space shall be provided.	Multi-unit projects of more than 10 units shall include delineated private common-use open space. For projects of more than 150 units, at least 1,000 square feet of common-use open space shall be provided.	-	-	-
Parking Front Setback	-	-	40 minimum, if common parking lot	40	40	40
Parking Street Side Yard Setback	-	-	10	10	40 minimum along priority pedestrian frontages, 10 minimum in all other locations	10

Source: City of Vacaville Downtown Specific Plan, February 2022.

**Parking Standards**

The City’s Land Use and Development Code and the Downtown Specific Plan regulate off-street parking requirements by the number of bedrooms. Fewer parking spaces are required for housing projects in the Downtown Specific Plan area than in other parts of the city. **Table 6-7** shows the parking requirements outside of the Downtown area, and **Table 6-8** shows parking requirements within the Downtown area.

**TABLE 6-7 REQUIRED PARKING FOR RESIDENTIAL (OUTSIDE OF DOWNTOWN)**

No. of Bedrooms per Unit	No. of Parking Spaces Required
Studio	1
1 bedroom	1
2 or more bedrooms	2, plus 1 guest space per every 3 dwellings
Accessory Dwelling Unit	1, except in any instances where parking for the accessory dwelling unit is not required by State law

Source: City of Vacaville Land Use and Development Code, February 2022.

Note:

1. The City added Program HE-19 to lower the parking requirements for studios to 0.5 spaces per unit.

**TABLE 6-8 REQUIRED PARKING FOR RESIDENTIAL (IN DOWNTOWN)**

No. of Bedrooms Per Unit	No. of Parking Spaces Required
Studio Unit or 1 bedroom unit	1
2 or more bedrooms	1.25
Guest Parking	Multifamily projects with 10 or more units must provide 1 guest parking space per every 10 units.
Existing Building	Parking requirements for existing buildings are waived for permitted uses unless an existing building is expanded by greater than 15%.
Accessory Dwelling Unit	1, except in any instances where parking for the accessory dwelling unit is not required by State law

Source: City of Vacaville Downtown Specific Plan, February 2022.

Note:

1. The City added Program HE-19 to lower the parking requirements for studios to 0.5 spaces per unit.

The Land Use and Development Code allows a developer the opportunity to reduce the number of required parking spaces by up to 10 percent if any portion of the new development is within 1,000 feet of a transit stop with regular scheduled service (every 30 minutes) during the weekday hours of 7:00 a.m. to 9:00 a.m. and 5:00 p.m. to 7:00 p.m. The Land Use and Development Code also allows uses that have a designated passenger loading area the ability to reduce the parking requirement by 5 parking spaces for every passenger loading area, up to 10 parking spaces. Motorcycle parking can also substitute for up to 5 percent of the required parking spaces. As noted above, fewer parking spaces are already required for housing projects in the DTSP area than in other parts of the city. Due to the variations permitted in the code for new housing projects,

including the lower parking requirement in downtown, the City’s parking standards are not considered a constraint to housing. To continue ensuring that parking standards are not a constraint to housing, the City will consider allowing developers the opportunity to provide creative solutions, where feasible, that could result in reductions in parking requirements (**Program HE-19**).

**Residential Design Guidelines**

In January 2019, the City of Vacaville adopted objective design guidelines for residential development. The design guidelines were recently revised as part of the Land Use and Development Code update. The City’s objective design guidelines establish architectural criteria for new residential development, set minimum outdoor recreation space requirements, encourage infill development by allowing flexibility in development standards, and set other design-related requirements for new housing projects. The Downtown Specific Plan also includes design regulations and guidelines for private development aimed at enhancing the downtown area.

The City held a stakeholder meeting with developers on November 18, 2021, to discuss barriers to housing production. During the developers meeting, a comment arose about the City’s outdoor recreation space requirements being a barrier to housing production. Per the City’s objective guidelines, permanently maintained useable outdoor recreation space is required as shown in **Table 6-9**.

**TABLE 6-9 OUTDOOR RECREATION SPACE REQUIREMENT**

Housing Type	Private Recreational Area	Common Recreational Area
One or two units per building (i.e., single-family subdivisions)	200 sq. ft. per dwelling	200 sq. ft. per dwelling
Three or more units (i.e., multifamily apartments)	100 sq. ft. /du (ground floor) 50 sq. ft./du (upper floors)	100 sq. ft. per dwelling

Source: City of Vacaville Land Use and Development Code, February 2022.

In response to the issue raised during the developers meeting, the City included **Program HE-17f** to review of the outdoor recreation space standards to see if there is an opportunity to lessen the requirements or allow flexibility for multifamily, mixed-use, and affordable housing projects throughout the city, particularly as an incentive for multifamily, mixed-use, and affordable housing projects, as described in **Program HE-5d**. However, reducing these requirements could reduce the quality-of-life experience for those units without balconies or private patios. No other constraints to developing housing were found in the City’s objective design guidelines.

**Typical Densities for Development**

The typical built density for residential projects in Vacaville is usually the midpoint density of each zoning district. For example, the typical built density for residential projects in the RM zoning district, which permits housing types at densities in the range of 8.1 to 14.0 units per acre, would be about 11.05 units per acre. In the RH zone, the City usually sees project that are built at the



lower end of the density range, which is 20.1 units per acre, but the City has recently seen more requests for higher density apartment sites that exceed the 20 units per acre, including several density bonus projects, as shown in **Table 6-5**.

## **Cumulative Impact of Development Standards**

### **Residential Zones**

**Residential Estate (RE)** zones in Vacaville have development standards for residential density, maximum building height, maximum lot coverage, and setbacks, as well as parking requirements for residential uses that apply in all zones. There are also subzones for RE parcels of different minimum lot sizes, ranging from 10,000 square feet to one acre. Generally, the cumulative impacts of development standards for parcels in RE zones do not restrict the feasibility of residential development that achieves the maximum stated density of three dwelling units per acre (du/ac).

*For example, a hypothetical parcel of one acre (43,560 square feet) in the RE-1 zone has a maximum lot coverage of 20 percent (8,712 square feet) for housing up to 35 feet in height, or maximum coverage of up to 25 percent (10,890 square feet) for one-story housing. There are no other development standards (e.g. setbacks) that further restrict this maximum building footprint. The area of this building footprint is more than sufficient to achieve the maximum density for this zone with three units exceeding 1,500 square feet each. These units could be built as three single family detached homes, a duplex and one single-family detached home, or triplex. Assuming each of the three units has two or more bedrooms, seven total parking spaces are required (two for each unit, and one guest parking space for every three units). Assuming a gross 450 square feet are required for each parking space, these spaces could be accommodated in two- and three-car garages with a combined area of 3,150 square feet, or as surface parking.*

The **Residential High Density (RH)** zone in Vacaville have development standards for residential density, maximum building height, setbacks, and requirements for both private and common recreation space, as well as parking requirements for residential uses that apply in all zones. Generally, the cumulative impacts of development standards for parcels in RH zones do not restrict the feasibility of residential development that achieves the proposed maximum density of 30 du/ac. The City will increase density in the RH zone citywide concurrently with the adoption of this Housing Element. Additionally, per **Program HE-17c**, the City will amend all development standards as appropriate to facilitate achieving maximum densities and housing types, including, but not limited to, adjusting zoning requirements to increase height limits to allow taller buildings and reduced setbacks in moderate- and high-density zones.

*For example, a hypothetical rectilinear parcel of 40,000 square feet with a frontage of 200 feet has a buildable area within the setbacks of 30,525 square feet. Achieving the proposed maximum density on this site requires 27 dwelling units. Required common recreation space for the 27 units (200 square feet/unit) is 5,400 square feet. This restricts the maximum building footprint to 25,125.*

*Assuming a blended required parking ratio for a given unit mix (25 percent studio, 25 percent one-bedroom, 25 percent two-bedroom, and 25 percent three-bedroom) of 1.67 parking spaces per unit, 45 parking spaces are required. The area required to provide these parking spaces with gross 450 square feet per stall is 20,250 square feet, which can be accommodated on the ground floor.*

*The net leasable space within the building footprint (excluding building systems, circulation, interior common areas) can be assumed at 80 percent of the gross floorplate, or 20,100 square feet. Upper floors have units with an average size of 950 square feet plus 200 square feet of required private recreation space. 17 units are feasible on each of the upper floors and the desired 27 units can be achieved with two residential floors over a single floor of parking: achieving the maximum proposed density of 30 units per acre. Alternative configurations are also possible with up to three residential floors and a smaller floor plate. In those alternative configurations, surface parking would replace the reduced parking capacity of the ground floor.*

### **Commercial and Mixed-Use Zones**

In the MX, CN, CG, CO, and BP zones, exceptions to development standards, including parking, site coverage, open space and recreation area, building height, separation between uses, and required yards are determined through the conditional use permit (CUP) process. Per **Program HE-15k**, the City will amend its Municipal Code to ensure the CUP process relies on objective standards. Per **Program HE-17c**, in commercial and mixed-use zones, the City will amend standards as needed to ensure that maximum residential densities are achievable and that at least 30 units per acre are achievable where there are no set maximum densities.

The **General Commercial (CG)** zone allows commercial and residential uses. Development with 100 percent residential use is allowed. Development standards include maximum building height, setbacks, requirements for both private and common recreation space and parking requirements. Nonresidential uses in the CG zone are subject to Floor-Area Ratio (FAR), while residential uses are not subject to FAR. There is no maximum residential density in the CG zone; however, 30 units per acre is used to demonstrate feasibility in this example. Generally, the cumulative impacts of development standards for parcels in CG zones does not restrict the feasibility of residential development that achieve a density of **30 du/ac**.

*For example, a hypothetical rectilinear parcel of one acre (43,560 square feet) with a frontage of 200 feet has a buildable area within the setbacks of 35,604 square feet assuming side street adjacency on one side, and non-residential adjacencies along the other side and rear. (Parcels with residential adjacencies require increased setback and further limit the buildable area to as small as 23,492.) The hypothetical site is one-acre; therefore, the target number of units is 30. Required common recreation space for the 30 units (100 square feet/unit) is 3,000 square feet, which further reduces the maximum building footprint to 32,604 square feet.*

*Assuming a blended required parking ratio for a given unit mix (25 percent studio, 25 percent one-bedroom, 25 percent two-bedroom, and 25 percent three-bedroom) of 1.67 parking spaces per unit, 50 parking spaces are required. The area required to accommodate these parking spaces assuming gross 450 square feet per stall is 22,500 square feet. If parking is provided as surface lot, the maximum building footprint is reduced to 10,104 square feet. (The footprint is reduced to zero on lots with residential adjacencies on both sides and to the rear).*

*Providing some parking on the ground floor is also possible and would enable a larger maximum building footprint, resulting in fewer floors required to meet the maximum density. With the assumption of surface parking and 100% residential use on all floors, the net leasable space within the building footprint (excluding building systems, circulation, interior common areas) can be assumed at 80 percent of the gross floorplate, or 8,083 square feet. With an average unit size of 950 square feet and 100 square feet of required private recreation space for each unit (reduced to 50 square feet per unit on upper floors), eight units are feasible on each floor. The maximum building height of 40 feet may enable the construction of a 4-story residential building, thereby achieving a density of 30 units is feasible. (45 feet would improve feasibility. Up to 70 feet is possible with CUP.)*

*Alternative configurations may also be possible, whereby the building footprint could be expanded to 13,068 with parking on the ground floor in addition to some parking on a surface lot. Using the same assumptions described above, 10 units would be possible on each of the upper floors, resulting in three residential floors over ground floor parking. This scenario also results in achieving the target density of 30 units per acre.*

The **Office Commercial (CO)** zone in Vacaville has development standards similar to those for General Commercial (CG) described previously. However, the maximum height in the CO zone is 30 feet, which, together with the cumulative impacts of the other development standards, *restricts* the feasibility of residential development that achieves a density of 30 du/ac. Although there is no maximum density in the CO zone, this figure is used to calculate the desired density level for RHNA housing opportunity sites.

*For example, the same hypothetical parcel described in the scenario for CG zones above has identical development constraints if it were zoned CO. In the two configurations described there, the maximum residential density for the CO zone is adjusted as follows:*

- *Surface parking with residential on all floors: Three story building with 8 units on each floor, achieving a density of 24 units per acre.*
- *Surface and ground floor parking with residential on upper floors: Three story building with 10 units on upper two floors, achieving a density of 20 units per acre.*

As stated previously, **Programs HE-15k** and **HE-17c** address the cumulative impacts of development standards in the CO zone.

The **Mixed Use (MX)** zone in Vacaville has development standards similar to those for General Commercial (CG) described previously, including a maximum height of 40 feet (up to 70 feet with CUP approval). Key differences include a maximum density of 40 units per acre, a requirement for 25 percent nonresidential ground-floor use, and an increased allowable FAR for nonresidential uses at 1.0. Together, these key differences, along with the cumulative impacts of all other development standards, do not restrict the feasibility of residential development that achieves the maximum allowed density of density of 40 du/ac.

*For example, a hypothetical rectilinear parcel of one acre (43,560 square feet) with a frontage of 200 feet has a buildable area within the setbacks of 35,604 square feet assuming side street adjacency on one side, and non-residential adjacencies along the other side and rear. (Parcels with residential adjacencies require increased setback and further limit the buildable area to as small as 23,492) The hypothetical site is one-acre; therefore, the target number of units is 40. Required common recreation space for the 40 units (100 square feet/unit) is 4,000 square feet, which further reduces the maximum building footprint to 31,604 square feet.*

*Assuming a blended required parking ratio for a given unit mix (25 percent studio, 25 percent one-bedroom, 25 percent two-bedroom, and 25 percent three-bedroom) of 1.67 parking spaces per unit, 67 parking spaces are required for residential use. The area required to accommodate these parking spaces assuming gross 450 square feet per stall is 30,150 square feet, which can be accommodated as structured parking on the ground floor and second floor.*

*Twenty-five percent of the ground floor must be reserved for non-residential use. Assuming a 31,604 square foot building footprint, 7,901 square feet must be reserved, for which there must be an additional 27 parking spaces provided. These additional spaces bring the total area required for parking to 42,300 square feet. Assuming that the ground floor retail space is double height, the first two floors of parking can feasibly accommodate all required parking for both residential and non-residential use (23,703 square feet on the first two floors, or 47,406 square feet total).*

*Upper floors are reserved for residential units, and the leasable area for each floor (excluding building systems, circulation, interior common areas) can be assumed at 80 percent of the gross floorplate, or 25,283 square feet. With an average unit size of 950 square feet and 50 square feet of required private recreation space for each unit, 25 units are feasible on each floor. This calculation indicates that **40 units can be achieved** on two residential floors in a four-story building (2 over 2). Note that a building of this size may require an interior courtyard or another massing strategy to ensure adequate light and air to all units. In this case, the leasable space on each floor would be reduced further and achieving the maximum density may require an additional residential floor (allowable with CUP up to 70 feet in height). Alternative configurations may also be possible that incorporate below grade parking, rather than parking on the second floor.*

As stated previously, **Programs HE-15k** and **HE-17c** address the cumulative impacts of development standards in the MX zone.

The **Downtown Core (DC)** zone in Vacaville has development standards for residential density, FAR, maximum building height, setbacks, and parking requirements. Although the zone accommodates other uses, 100 percent residential use is allowed. Generally, the cumulative impacts of development standards for parcels in DC zones does not restrict the feasibility of residential development that achieve the maximum allowed density of 65 du/ac.

*For example, a hypothetical rectilinear parcel of one acre (43,560 square feet) with a frontage of 200 feet has a buildable area within the setbacks of 39,482 square feet, assuming five feet for all setbacks (may vary between zero to ten feet depending on adjacencies). The hypothetical site is one-acre; therefore, the target number of units is 65.*

*Assuming a blended required parking ratio for a given unit mix (25 percent studio, 25 percent one-bedroom, 25 percent two-bedroom, and 25 percent three-bedroom) of 1.175 parking spaces per unit, 77 parking spaces are required. The area required to accommodate these parking spaces assuming gross 450 square feet per stall is 34,650 square feet, which can be accommodated as structured parking on the ground floor.*

*Upper floors are reserved for residential units, and the leasable area for each floor (excluding building systems, circulation, interior common areas) can be assumed at 80 percent of the gross floorplate, or 31,585 square feet. A floor plate of this size will require one or more interior courtyards or other architectural massing strategies to ensure adequate light and air to all units. As such, an additional reduction in the maximum feasible floor plate is required and the leasable floorplate in these calculations is reduced by one third to accommodate variations in massing, resulting in 21,000 square feet of leasable residential space on each floor. With an average unit size of 950 square feet, 22 units are feasible on each floor. This calculation indicates that 65 units can be achieved on three residential floors in a three-story building (3 over 1), fewer than the maximum of five stories (70 feet). Total FAR in this scenario falls below the maximum allowance of 4.0.*

### **Provision for a Variety of Housing Types**

The Housing Element must identify housing opportunities at a range of types and sizes to ensure that options are available to meet the needs of all segments of the population. The City's Land Use and Development Code provides for a variety of housing types, including single-family dwellings, duplexes, multifamily dwellings, group residential homes, manufactured housing parks, residential assisted living facilities, small residential care facilities, supportive housing, transitional housing, accessory dwelling units, and employee housing. **Table 6-10** summarizes the housing types permitted and conditionally permitted by zone.

**TABLE 6-10 HOUSING TYPES PERMITTED BY ZONING DISTRICT**

Residential Uses	Residential and Agricultural Zoning Districts									Mixed Use, Commercial, and Business Park Zoning Districts						
	RR	RE	RL	RLM	RM	RMH	RH	MHP	AG	AH	MX	CN	CG	CO	CH	BP
Single-Family Dwelling, Detached	P	P	P	P	C	C		P	P	P						
Single-Family Dwelling, Attached	P	P	P	P	C	C	C	P			P	C	C	C		
Duplex	P	P	P	P	P	P	P	P								
Multiunit Dwelling				P	P	P	P				P	C	C	C		C
Group Residential, Shared Living Quarters					P	P	P									
Manufactured-Home Park			C	C	C	C	C	P								
Manufactured Housing	P	P	P	P	C	C		P	P	P						
Mobile Homes <sup>1</sup>																
Residential Facility Assisted Living, includes care facilities with more than 6 persons <sup>2</sup>			M	M	M	M	M				C	C	C	C		
Small Residential Care Facilities, less than 6 persons	Small residential care facilities constitute a residential use and are subject only to those restrictions that apply to other residential uses of the same type in the same district.															
Supportive Housing	Supportive housing constitutes a residential use and are subject only to those restrictions that apply to other residential uses of the same type in the same district.															
Transitional Housing	Transitional housing constitutes a residential use and are subject only to those restrictions that apply to other residential uses of the same type in the same district.															

Residential Uses	Residential and Agricultural Zoning Districts									Mixed Use, Commercial, and Business Park Zoning Districts						
	RR	RE	RL	RLM	RM	RMH	RH	MHP	AG	AH	MX	CN	CG	CO	CH	BP
Accessory Dwelling Units <sup>4</sup>	P	P	P	P	P	P	P	P	P	P	P					
Junior Accessory Dwelling Units	P	P	P	P	P	P	P	P	P	P	P					
Lodging Housing											P		P		P	
Employee Housing <sup>3</sup>									P	P						
Emergency Shelter													C <sup>7</sup>		C	C
Single Room Occupancy Units <sup>4</sup>																
Low-Barrier Navigation Centers <sup>5</sup>																

Source: Vacaville's Land Use and Development Code, February 2022.

P= Permitted, C = Conditional Use Permit, M = Minor Use Permit

1. The City will amend the Land Use and Development Code to allow and permit mobile homes in the same manner and same zone as conventional single-family residential dwellings, in compliance with California Government Code Section 65852.3(a) (see **Program HE-15c**).
2. The City will amend the Land Use and Development Code to allow residential care facilities for 7 or more persons subject only to those restrictions that apply to other residential uses of the same type in the same district, in accordance with the State's definition of family (see **Program HE-15f**).
3. The City has included **Program HE-15a** to amend the Land Use and Development Code to treat employee housing that serves six or fewer persons as a single-family structure and permit it in the same manner as other single-family structures of the same type within the same zone across all zones that allow single-family residential uses. Additionally, the City will amend the Land Use and Development Code to specify that employee housing consisting of no more than 12 units or 36 beds are permitted in the same manner as other agricultural uses in the same zone, in compliance with the California Employee Housing Act (Health and Safety Code Sections 17021.5 and 17021.6).
4. The City will amend the Land Use and Development Code to allow accessory dwellings in all zones where single family and multifamily uses are permitted, in accordance with State law (see **Program HE-4a**).
5. The City will amend the Land Use and Development Code to allow Single Room Occupancy Units in compliance with Government Code Section 65583 (see **Program HE-15b**).
6. The City will amend the Land Use and Development Code to allow low-barrier navigation centers in compliance with Government Code Section 65662 (see **Program HE-15d**).
7. The City will amend the Land Use and Development Code to Remove the Conditional Use Permit requirement and permit emergency shelters without discretionary action in the CG zone in compliance with Government Code Section 65583(a)(4) (see **Program HE-15e**).

### **Accessory Dwelling Units and Junior Accessory Dwelling Units**

Accessory dwelling units (ADU) are attached or detached residential dwellings that provide complete, independent living facilities for one or more persons. That is, they include permanent provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as a single-family dwelling or multi-family dwelling. To comply with Government Code Section 65852.2, ADUs must be permitted ministerially subject to objective design standards.

Junior accessory dwelling units (JADU) are ADUs of less than 500 square feet and must be permitted within the walls of the proposed or existing single-family dwelling. An existing bedroom or interior entry into the single-family home is not required for JADUs. Currently, ADUs and JADUs are permitted in residential or mixed-use zoning districts where single-family dwellings are a permitted or conditional use.

The City permits ADUs and JADUs in all residential or mixed-use zoning districts where single-family dwellings are a permitted or conditional use and where there is one existing or proposed single-family dwelling on site. The City also allows ADUs within a multifamily dwelling in all residential and mixed-use zones provided they are created outside of the living area of any dwelling unit. Per **Program HE-4a**, in accordance with State law, the City will allow ADUs in all zones where single-family and multifamily are permitted.

ADUs and JADUs offer an opportunity for homeowners to earn additional income and provide an opportunity for affordable housing units. The City is currently exploring initiatives to promote ADU development as an affordable housing option, including creating a City program to encourage ADU/JADU construction and market ADU/JADU development opportunities to residents (**Program HE-4**).

### **Community Care Facilities**

Health and Safety Code Sections 1267.8, 1566.3, and 1568.08 require local governments to treat licensed group homes and residential care facilities with six or fewer residents no differently than other by-right single-family housing uses. “Six or fewer persons” does not include the operator, the operator’s family, or persons employed as staff. Local agencies must allow these licensed residential care facilities in any area zoned for residential use and may not require licensed residential care facilities for six or fewer persons to obtain conditional use permits or variances that are not required of other family dwellings.

The City of Vacaville Land Use and Development Code defines small residential care facilities as “a facility licensed by the State of California to provide living accommodations, 24-hour care for six or fewer persons requiring personal services, supervision, protection, or assistance with daily tasks.” Small residential care facilities (six or fewer occupants) are a permitted use in all residential zoning districts. These facilities are treated as a residential use and are subject only to the restrictions that apply to other residential uses of the same type in the same district.



Residential care facilities that provide a combination of housing and supportive services for the elderly or functionally impaired, including personalized assistance, congregate dining, and recreational and social activities for more than six persons are permitted in the RL, RLM, RM, RMH, and RH zone with approval of a minor use permit. These facilities are conditionally permitted in the MX, CN, CG, and CO zones. The City has included **Program HE-15f** to allow facilities for seven or more persons in all residential zones, only subject to the restrictions that apply to other residential uses of the same type in the same zone.

### **Transitional and Supportive Housing**

Transitional housing is defined in Section 50675.2 of the Health and Safety Code as rental housing for stays of at least six months but where the units are recirculated to another program recipient after a set period. It may be designated for a homeless individual or family transitioning to permanent housing. This housing can take many structural forms, such as group housing and multifamily units, and may include supportive services to allow individuals to gain necessary life skills in support of independent living. California Government Code Section 65583(c)(3) requires that jurisdictions consider transitional housing a residential use and only require the same restrictions as those applied to other residential dwellings of the same type in the same zone. The City's Land Use and Development Code (Chapter 14.09.060, Residential Zoning Districts; Chapter 14.09.050, Agriculture Zoning Districts; and Chapter 14.09.070, Commercial and Mixed-Use Zoning Districts) considers transitional housing the same as a residential use, and it is only subject to the restrictions that apply to other residential uses of the same type in the same zoning district. This applies to all districts that allow residential uses. Since the City's Code allows multi-unit dwellings as a permitted use in multifamily and mixed-use zones, supportive housing would also be allowed as a permitted use, allowed by right in these zones.

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 transition 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 specific 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 is defined by Section 50675.14 of the Health and Safety Code as housing with linked on-site or off-site services with no limit on the length of stay and occupied by a target population, as defined in Health and Safety Code Section 53260 (i.e., low-income person with mental disabilities, AIDS, substance abuse or chronic health conditions, or persons whose

disabilities originated before the age of 18). Services linked to supportive housing usually focus on retaining housing, living and working in the community, and/or health improvement. State law requires supportive housing be “considered a residential use of property and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone” (California Government Code Section 65583(c)(3)); additionally, supportive housing must be permitted by right in all residential and nonresidential zones where multifamily and mixed uses are permitted. The City’s Land Use and Development Code (Chapter 14.09.060, Residential Zoning Districts; Chapter 14.09.050, Agriculture Zoning Districts; and Chapter 14.09.070, Commercial and Mixed-Use Zoning Districts) considers supportive housing the same as a residential use, and it is only subject to the restrictions that apply to other residential uses of the same type in the same zoning district. This applies to all districts that allow residential uses. Since the City’s Code allows multi-unit dwellings as a permitted use in multifamily and mixed-use zones, supportive housing would also be allowed as a permitted use, allowed by right in these zones.

### **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.” California Government Code Section 65583(a)(4)(A) requires jurisdictions to allow emergency shelters in at least one zone with adequate vacant land without a conditional use permit. The City of Vacaville conditionally allows emergency shelters in the CG, CH, BP, DC, and DMU zones.

In late 2008 and early 2009, the City Council adopted two special standard overlay zones (SS-10 and SS-11) that permit social services facilities—including emergency shelters, homeless shelters, food banks, and similar types of facilities—without the need for a conditional use permit or other discretionary action. 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 or transitional or supportive housing. These uses are subject to the design and development standards applicable to the residential zoning district. Opportunity House, the city’s homeless facility was constructed in 2012. It is located at 267 Bennett Hill Court, which is in the SS-10 special standards overlay zoning district. There are no remaining vacant or underutilized parcels in the SS-10 and SS-11 overlay zones. Therefore, per **Program HE-15e**, the City will remove the Conditional Use Permit requirement and permit emergency shelters without discretionary action in the CG zone, so that a sufficient amount of vacant or underutilized land is available.

As shown in **Table 6-11**, in the CG, CH, DC, and DMU zones, there are 29 parcels (26 vacant and 3 underutilized) on a total of 18.69 acres available for the construction of one or more new emergency shelters. A description of each site follows **Table 6-11**. Of the 29 parcels, 13 (10.73 of the 18.69 acres) are both vacant and in the CG zone, which, per **Program HE-15e**, will allow emergency shelters without discretionary action. The 2022 PIT count identified 139 unsheltered individuals in Vacaville. At 200 square feet per bed, a site of at least 27,800 square feet (0.64 acres) would be needed to accommodate 139 beds.

Additionally, per **Program HE-15e**, the City will allow sufficient parking to accommodate all staff working in the emergency shelter, provided that the standards do not require more parking for emergency shelters than other residential or commercial uses within the same zone.

**TABLE 6-11 CAPACITY FOR EMERGENCY SHELTERS**

Zone	Vacant					Underutilized				
	Number of Parcels	Acres				Number of Parcels	Acres			
		Total	Largest Parcel	Smallest Parcel	Average		Total	Largest Parcel	Smallest Parcel	Average
CG	13	10.73	1.95	0.23	0.83	0		0		
DC	13	3.90	1	0.12	0.3	0		0		
DMU	3			0		3	4.06	2.11	0.61	1.35
<b>Total</b>	<b>26</b>	<b>14.63</b>	1.95	0.12	<b>0.56</b>	<b>3</b>	<b>4.06</b>	<b>2.11</b>	<b>0.61</b>	<b>1.35</b>
<b>Total Parcels</b>	<b>29</b>									
<b>Total Acres</b>	<b>18.69</b>									

Note: Sites that will be rezoned to RH (Program HE-18) are not included.

Source: City of Vacaville, 2022.

Sites listed in **Table 6-11** are suitable for emergency shelters, as discussed herein.

**General Commercial (CG):** 13 vacant sites totaling 10.73 acres

Butcher Road Sites (Sites 12, 13, and 14) are vacant sites near the terminus of Butcher Road. These sites are 1.29, 0.85, and 0.84 acres, respectively. These sites are between two tributaries of Alamo Creek, known Laguna Creek, and borders Interstate 80. These sites are approximately 0.40 miles from a transit stop and a shopping center that contains a large grocery store and several smaller uses ranging from offices to fast food. In addition, there is another commercial center that contains a gas station, a coffee shop, and two fast food restaurants.

Butcher Road sites (Sites 16, 17, and 18) are on Butcher Road, near Alamo Drive. These vacant sites are adjacent to each other and could be combined to provide a 1.67-acre parcel suitable for an emergency shelter. Together, these sites are within approximately 750 to 850 feet from a shopping center that contains a large grocery store and several smaller uses ranging from offices to fast food. In addition, these sites are also approximately 750 to 850 feet from another commercial center that includes a gas station, coffee shop, and two fast food restaurants. There are two transit stops, one on each side of Alamo Drive, within 600 to 1,000 feet from the site.

1312 Callen Street (Site 29) is a 0.85-acre landlocked, vacant parcel on Callen Street behind several automobile repair and testing facilities. Various uses, including fast food restaurants, automobile repair shops, and a large grocery store, are within walking distance. A transit stop is approximately 1,000 feet from the property.

1521 East Monte Vista Avenue (Site 37) is a 1.95-acre site near the corner of East Monte Vista Avenue and Browns Valley Road, and it borders a gas station and hotel. The site is also across the street from a shopping center that includes a large grocery store and two fast food restaurants. There is also a transit stop in front of the shopping center on East Monte Vista Avenue.

The Elmira Road and Aegean Way properties (Sites 47 and 48) are adjacent to each other and are accessible on Aegean Way. Together, these two properties are 0.50 acres in size. The sites are bordered by apartment complexes and a model home park to the north along Aegean Way, and Elmira Road, a six-lane arterial to the south. To the east and the west of the sites are various commercial uses, such as automobile repair shops and a gas station with a convenience market. There are two transit stops on Aegean Way within close proximity to the properties, and the site is 0.75 miles from the Vacaville Transportation Center. The sites are also approximately 0.75 miles from the Vacaville Cultural Center and the Solano County Cultural Library. These uses are across the street from the Transportation Center.

The Hume Way property (Site 49) is a 1.26-acre property on Hume Way across the street from a large, big box retailer, and it is close to a high school. There is a transit stop within approximately 750 feet from the property.

The Davis Street properties (Sites 51 and 52) are building pads within an existing shopping center that contains a large grocery store and a car wash. The surrounding area includes a self-storage, a recycling center, and a few single-family homes. A transit stop is in front of the shopping center.

Downtown Core (DC): 13 vacant sites totaling 3.9 acres

The sites on Cernon Street (Sites 3, 4, 5, and 6) are relatively small; however, Sites 3 and 4 and Sites 5 and 6 are adjacent to each other, and when combined, create a 0.7-acre site and a 1.46-acre site, respectively. These sites are within Downtown Vacaville and are within 1,000 feet to the Vacaville Transit Plaza. Being located downtown, the sites are within walking distance of various restaurants, offices, and services, such as the Vacaville Senior Center and the Solano County Town Square Library.

East Monte Vista Avenue and Depot Street Properties (Sites 40, 80, 81, and 82) are at 140 Depot Street (0.12 acres), 150 Depot Street (0.28 acres), 818 Monte Vista Avenue (0.16 acres), and 133 Bush Street (0.16 acres). These sites are on the same block and could be consolidated to create a 0.72-acre property. The City of Vacaville owns Sites 40, 80, and 82. There is a shopping center north of the site with a large grocery store, restaurants, and other retail uses. The Solano County Mental Health Department building is approximately 0.3 miles to the northeast, and the food bank is approximately 0.40 miles to the northeast.

The northwest Corner of Wilson and Catherine Street (Site 41) is a 0.31-acre property that is currently being used as an unauthorized temporary parking lot. The property is surrounded by parking lots on two sides and services are minimal in this area. There is a transit stop across Mason Street that can safely be accessed by using the signalized crosswalk at either Davis Street or Mason Street, which would increase the distance to 1,200 to 1,450 feet.

324 Wilson Street (Site 42) is a vacant 0.13-acre site across the street from Site 41. The site is surrounded by a parking lot to the west and a single-family home to the south. Services are minimal in this area. There is a transit stop across Mason Street that can safely be accessed by using the signalized crosswalk at either Davis Street or Mason Street, which would increase the distance to approximately 1,140 to 1,400 feet.

342 Wilson Street (Site 43) is a vacant 0.12-acre site on the corner of Wilson and Mason Streets. The site borders a parking lot to the west, and a single-family home on the north. Services are minimal in this area. There is a transit stop across Mason Street that can safely be accessed by using the signalized crosswalk at either Davis Street or Mason Street, which would increase the distance to approximately 900 to 1,075 feet.

409 Boyd Street (Site 44) is a vacant 0.26-acre lot that borders a home that has been converted to a business to the north, a single-family home to the south, and a small strip retail center to the west. This is an area of transition where many homes have been converted into businesses such as offices and salons. Services are minimal in this area. There is a transit stop on Davis Street that is approximately 900 feet away.

424 Davis Street (Site 45) is a vacant 0.15-acre property that borders single-family homes that have been converted into businesses on the north and south, and a single-family home to the west. This is an area of transition where many homes have been converted into businesses such as offices and salons. Services are minimal in this area. There is a transit stop on Davis Street that is less than 100 feet away.

Downtown Mixed Use (DMU): 3 nonvacant sites totaling 4.06 acres

The three sites listed in **Table 6-11** in the DMU zone are known as the old CVS and Furniture Store (Sites 8, 9, and 10). Due to the deteriorating conditions of the buildings, redevelopment of the site is more likely than reuse of the buildings. The sites are near the Downtown Transit Plaza and have convenient roadway access via East Monte Vista Avenue. The site is near Vacaville High School, several churches, and numerous commercial businesses.

### **Employee Housing**

Local service providers believe most farmworkers live in lower-rent mobile home parks and apartments. While the special housing needs of the farmworker population are similar to those of other lower income residents, there is more need for larger units (with three or more bedrooms), access to social services that serve their specialized needs (including ESL, naturalization, and health services) and access to transportation routes to outlying agricultural (employment) sites.

To the extent that farmworkers are primarily low-income residents, their housing needs are similar to other low-income households. Because many farmworkers in Solano County 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 farmworker labor.

Health and Safety Code Section 17021.5 requires employee housing for six or fewer persons to be treated as a single-family structure and residential use. No conditional use permit, zoning variance, or other zoning clearance shall be required for this type of employee housing that is not required of a family dwelling of the same type in the same zone. Section 17021.6 requires that employee housing consisting of no more than 36 beds in group quarters (or 12 units or less) designed for use by a single family or household to be treated as an agricultural use. Section 17021.8 requires that agricultural employee housing developments be subject to a streamlined, ministerial approval process. No conditional use permit, zoning variance, or other zoning clearance shall be required for this type of employee housing that is not required of any other agricultural activity in the same zone.

The City permits employee housing as defined in the Health and Safety Code Section 17008 by right in the agricultural zones. The City has included **Program HE-15a**, which will amend the Land Use and Development Code to allow employee housing in accordance with Health and Safety Code Sections 17021.5 and 17021.6.

### **Extremely Low-Income Households**

Extremely low-income households typically consist of persons with special housing needs, including but not limited to persons experiencing homelessness or at risk of homelessness, persons with substance abuse problems, and farmworkers. AB 2634 (Lieber 2006) requires the quantification and analysis of existing and projected housing needs of extremely low-income households. Housing Elements must also identify zoning to encourage and facilitate supportive housing and single-room (SRO) occupancy units.

Currently, the City does not allow SRO facilities. To encourage and facilitate the development of housing affordable to extremely low-income households, the City has included **Program HE-15b** to allow SROs in compliance with Government Code Section 65583.

### **Lodging houses**

The Land Use and Development Code defines a lodging house as “an establishment providing overnight lodging to transient patrons for payment periods of 30 consecutive calendar days or less. These establishments may provide additional services and amenities, such as conference and meeting rooms, restaurants, bars, or recreation facilities available to guests or to the public.” These types of facilities typically provide room and board to individuals with low- or very low-incomes. Lodging houses are permitted within the mixed-use and commercial zones of CG, CH, and MX.

### **Manufactured Homes, Mobile Homes and Manufactured Housing Parks**

Mobile homes and manufactured housing offer an affordable housing option to many low- and moderate-income households. Under California Government Code Section 65852.3(a), jurisdictions must allow certified manufactured homes on all lots zoned for conventional, stick-

built single-family dwellings. The only difference in regulation between manufactured homes and conventional single-family dwellings may be with respect to architectural requirements.

In accordance with State law, the City of Vacaville Land Use and Development Code allows manufactured homes as single family detached housing units. The same development regulations that apply to single-family detached dwellings also apply to manufactured homes.

The City defines mobile homes as “a structure that was constructed prior to June 15, 1976, is transportable in one or more sections, is eight body feet or more in width, or 40 body feet or more in length, in the traveling mode, or, when erected onsite, is 320 or more square feet, is built on a permanent chassis and designed to be used as a single-unit dwelling with or without a foundation system when connected to the required utilities, and includes the plumbing, heating, air conditioning, and electrical systems contained therein. “Mobile Home” is further defined in California Health and Safety Code § 18008.” Mobile homes are not currently permitted in the same way as a single family dwelling. Per **Program HE-15c**, the City will ensure compliance with Government Code Section 65852.3 by allowing mobile homes in all zones where single-family homes are allowed with the same approval process that is used with single-family homes.

The City defines Manufactured Home Park as “a development occupied by manufactured housing units, including facilities and amenities used in common by residents who rent, lease, or own spaces for manufactured housing units through a subdivision, cooperative, condominium, or other form of resident ownership.” The City also has a Manufactured Housing Park zoning district that 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. A maximum of 10 mobile home spaces per gross developable acre is permitted. Each development is required to provide 1 parking space per dwelling unit plus 1 guest space for every 7 dwelling units. Manufactured-home parks are permitted in the MHP zoning district and conditionally permitted in the RL, RLM, RM, RMH, and RH zoning districts.

To remove barriers to the development of a potential affordable housing option, the City will amend the Land Use Ordinance to allow and permit mobile homes in the same manner and same zone as conventional single-family residential dwellings, in compliance with State law (see **Program HE-15c**).

### **Low Barrier Navigation Centers**

Government Code Section 65662 requires that low-barrier navigation centers be allowed as a use by right in zones where mixed uses are allowed or in nonresidential zones that permit multifamily housing. For a navigation center to be considered “low barrier,” its operation should incorporate best practices to reduce barriers to entry, which may include but are not limited to:

- Permitting the presence of partners if it is not a population-specific site, such as for survivors of domestic violence or sexual assault, women, or youth.
- Permitting pets.
- Providing access to store possessions.

- Providing privacy, such as private rooms or partitions around beds in a dormitory setting or in larger rooms with multiple beds.

Currently, the City does not allow low-barrier navigation centers. **Program HE-15d** has been included to comply with Government Code Section 65662 to allow this use.

### **Housing for Persons with Disabilities**

According to state law, the Housing Element must analyze constraints upon the development, maintenance, and improvement of housing for persons with disabilities (California Government Code Section 65583 (a)(4)). Health and Safety Code Section 1568.0831 requires that residential care facilities for six or fewer persons be considered a residential use of property and be permitted in the same manner as other single-family structures of the same type within the same zone. Additionally, State law defines a family as “one or more persons living together in a dwelling unit,” which, under fair housing law, means that residential care facilities for seven or more persons must be treated as a residential use, and a jurisdiction cannot regulate how many unrelated persons live together.

State and federal housing laws encourage an inclusive living environment where persons from all walks of life can find housing suited to their needs. As discussed earlier, small residential care facilities (six or fewer occupants) are a permitted use in all residential zoning districts. Residential care facilities that provide a combination of housing and supportive services for the elderly or functionally impaired, including personalized assistance, congregate dining, and recreational and social activities for more than six persons, are permitted in the RL, RLM, RM, RMH, and RH zones with approval of a minor use permit. These facilities are conditionally permitted in the MX, CN, CG, and CO zones. The City has included **Program HE-15f** to allow residential care facilities for seven or more persons, only subject to the restrictions that apply to other residential uses of the same type in the same zone.

### *Procedures for Ensuring Reasonable Accommodations*

California Government Code Section 65583 requires that the Housing Element analyze potential and actual constraints upon the development, maintenance, and improvement of housing for persons with disabilities and demonstrate local efforts to remove governmental constraints that hinder the locality from meeting the need for housing for persons with disabilities (California Government Code Section 65583(a)(4)). As part of the required constraints program, the element must include programs that remove constraints or provide reasonable accommodations for housing designed for persons with disabilities (California Government Code Section 65583(c)(3)).

To provide exceptions in zoning and land use for housing for persons with disabilities, the City of Vacaville adopted Chapter 14.09.330 of the Land Use and Development Code, which provides reasonable accommodations for persons with disabilities seeking equal access to housing under the California Fair Employment and Housing Act, the Federal Fair Housing Act, and the Americans with Disabilities Act (“the Acts”) in the application of zoning law and other land use regulations, policies, procedures, and conditions of approval.



The City's reasonable accommodation includes procedures to facilitate requests for variations in the enforcement of development standards to accommodate special requirements resulting from a disability. In compliance with SB 520, a complete evaluation of the City's zoning laws, practices, and policies was done as part of the Housing Element update process.

- **Reasonable accommodations.** Reasonable accommodations can be requested as an application that is approved by the Director of Community Development as described in Chapter 14.09.330 of the Land Use and Development Code. Requests submitted for concurrent review with another discretionary land use application are reviewed by the decision maker for the discretionary land use application. A written determination of approval or denial is provided to the applicant within 45 calendar days of the application being deemed complete. The existing findings to approve, deny, or approve with conditions a reasonable accommodation request are listed herein. Two of the findings pose a potential constraint to persons with disabilities: there are no alternatives to the requested waiver or exception that could provide the same benefits without the requested accommodation and other reasonable accommodations that may provide an equivalent level of benefit. The City has included **Program HE-15i** to remove these two findings from a reasonable accommodation request. The current findings for reasonable accommodation requests per Chapter 14.09.330 of the Land Use and Development Code are:
  - The housing, which is the subject of the request, will be used by an individual defined as disabled under the Acts.
  - The reasonable accommodation is necessary to make specific housing available to an individual with a disability under the Acts.
  - The reasonable accommodation would not impose an undue financial or administrative burden on the City.
  - The reasonable accommodation would not require a fundamental alteration of the City's land use and zoning.
  - There are no alternatives to the requested waiver or exception that could provide the same benefits to the applicant without the requested accommodation or with less deviation from standards.
  - Other reasonable accommodations that may provide an equivalent level of benefit.
- **Separation requirements.** The City's Land Use and Development Code does not impose any separation requirements between supportive housing or residential care facilities.
- **Site planning requirements.** The site planning requirements for residential care facilities are no different than for other residential uses in the same zone.
- **Definition of family.** The City's Municipal Code does not include a definition of family. To ensure the City does not have any practices that could discriminate against persons with disabilities and impede the availability of such housing for these individuals or discriminate based on familial status, the City has included **Program HE-15j** to define family in accordance with Federal and State fair housing standards, such as, "A Family is one or

more individuals who live together. Members of the family do not need to be related by blood, marriage or in any other legal capacity.”

Housing and Community Services staff or their designee will provide annual training to landlords regarding fair-housing requirements, including the requirements to address reasonable accommodation requests. When a complaint regarding a reasonable accommodation request is received by the City, Staff will provide the landlord with information on the requirements to address reasonable accommodation requests. See **Programs HE-28, Fair Housing, and HE-33, Housing Choice Voucher 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 or fewer persons by right, as required by State law. A conditional use permit or other special permitting requirements do not apply to such homes. The City does require a minor use permit or conditional use permit for residential care facilities that provide a combination of housing and supportive services for the elderly or functionally impaired, including personalized assistance, congregate dining, and recreational and social activities for more than six persons. The City has included **Program HE-15f** to allow residential care facilities for seven or more persons only subject to the restrictions that apply to other residential uses of the same type in the same zone.

The City 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 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. See the subsection on Building Codes and Enforcement, under Processing and Permit Procedures, later in this chapter for more information.

#### **Review of Local Ordinances**

The City of Vacaville has one locally adopted ordinance that limits the development of housing in the city. In 1991, City of Vacaville adopted a planned growth ordinance that was revised in 2000 to ensure that new residential development has adequate infrastructure and public services to serve the new housing units and future residents.

### **Planned Growth Ordinance**

The planned growth ordinance 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 planned growth ordinance was 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 planned growth ordinance, as amended in 2000, is based on maintaining an inventory of 1,000 units within approved and unbuilt projects that have building permit allocations and are eligible to be issued building permits at any time. 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.

In October 2019, California adopted Senate Bill 330, which directs cities to not implement zoning or land use regulations that cap the number of housing units that can be approved annually. SB 330 is currently authorized until 2030. On March 10, 2020, the City Council adopted a resolution that suspends the implementation of the planned growth ordinance until December 31, 2024. Per **Program HE-15h**, to help facilitate housing production, the City will adopt a new resolution to extend the suspension of the planned growth ordinance until January 1, 2030, since the General Plan and Municipal Code set policies and standards to ensure development is adequately serviced by public utilities and infrastructure.

### **Senate Bill 330 Processing Procedure**

Senate Bill (SB) 330, the Housing Crisis Act of 2019, established specific requirements and limitations on development application procedures. The bill allows housing developments, for which a preliminary application is submitted and that complies with applicable general plan and zoning standards, subject only to the development standards and fees that were applicable at the time of submittal. This applies to all projects unless the project square footage or unit count changes by more than 20 percent after the preliminary application is submitted. The developer must submit a full application for the development project within 180 days of submitting the preliminary application.

SB 330 prohibits a city or county from conducting more than five hearings if a proposed housing development project complies with the applicable, objective general plan and zoning standards in effect at the time an application is deemed complete (Government Code 65905.5(a)). The City follows the requirements of SB 330 by not requiring more than five hearings as defined by

Government Code Section 65905.5(b)(2). The City of Vacaville does not have an established application process related to SB 330 adopted policy; however, the City reviews all development projects in accordance with State laws and uses the SB 330 preliminary application form prepared by the Department of Housing and Community and Development. The City included **Program HE-11c** to add a preliminary application process that allows applicants the ability to submit a formal preliminary application for new residential projects.

### **Senate Bill 35 Approvals**

SB 35 requires jurisdictions that fail to meet their RHNA to provide a streamlined, ministerial entitlement process for housing developments that incorporate affordable housing. The City has included **Program HE-11d** to establish a written policy or procedure and other guidance as appropriate to specify the SB 35 streamlining approval process and standards for eligible projects. The established procedure aids in minimizing the review time required for development processes and, in turn, reducing costs to developers, which may increase the housing production in the city.

### **Density Bonus**

Recent changes to state law (Government Code Section 65915) requires cities and counties to provide a density increase up to 80 percent (previously 35 percent) over the otherwise maximum allowable residential density under the municipal code and the land use chapter of the General Plan (or bonuses of equivalent financial value) when builders agree to construct housing with units affordable to low- or moderate-income households. Cities and counties must also provide a density increase of up to 80 percent over the otherwise maximum allowable residential density under the municipal code and the Land Use Element of the General Plan (or bonuses of equivalent financial value) when builders agree to construct housing developments with 100 percent of units affordable to low- or very low-income households. Through **Program HE-15g**, the City will continue to comply with California Government Code Section 65915, as revised, and amend Planning Regulations to be consistent with State density bonus law.

### **General Plan Policies**

The Land Use Element has policies that encourage development of a variety of housing types; however, there are also policies that may be considered potential constraints to housing production. The City's current General Plan was adopted in 2015 and includes policies and actions that are based on a 2035 horizon year. As stated earlier, per **Program HE-15h**, the City will adopt a new resolution to extend the suspension of the planned growth ordinance until January 1, 2030. The following four policies are evaluated herein to determine whether they are a constraint to housing production. Per **Program HE-17g**, the City will revise the Land Use Element to remove any current constraints and continue to monitor the implementation of these land use policies, which may become constraining in the future.

- *Industrial Buffers: Land Use Element Policy LU-P11.4*
- *Housing Mix Policy: Land Use Element Policy LU-P12.3*
- *Maximum Development Projects: Land Use Element Policy LU-P3.1*
- *Growth Areas: Land Use Element Policy LU-P17.10*

*Industrial Buffers: Land Use Element Policy LU-P11.4*

One policy in the Land Use Element of the General Plan could be changed and reevaluated, either immediately or during the next General Plan update, to help increase housing production in Vacaville. General Plan Policy LU-P11.4 encourages a minimum separation of 200 feet between residential areas and business parks, industrial parks, and technology parks. Per **Program HE-17g.i.**, the City will revise Policy LU-P11.4 to lower the buffer requirement between residential and industrial uses from 200 feet to 50 feet. The Land Use and Development Code could then be amended to include provisions that require an industrial buffer yard between residential and industrial uses. Typical minimum widths of industrial buffer yards are 25 feet within a 50-foot minimum setback area. As part of this effort, to promote fair housing, the City will carefully evaluate the transitional buffers or screening between residential and heavy industrial uses to help ensure sensitive receptors are not negatively affected by heavy industrial uses.

*Housing Mix Policy: Land Use Element Policy LU-P12.3*

The previous General Plan required a housing mix of approximately 60 percent standard single-family detached units, 20 percent moderate density units, and 20 percent apartment-type units. As part of the General Plan update, completed in 2015, the City of Vacaville revised the housing mix policy to instead strive to maintain a citywide housing mix of approximately 75 percent single-family and 25 percent multifamily attached housing.

As shown in **Chapter 4, Housing Sites Inventory**, there is more than an adequate inventory of lands, including for apartments, to satisfy Vacaville's housing need. Additionally, there is a track record of recent construction of affordable units. Since 2017, there have been four affordable housing projects approved—the Pony Express Senior Housing, Rocky Hill Veterans Housing, Oak Grove Senior Apartments, and Allison Apartments. Although the surplus of suitable sites and track record for building affordable housing provides evidence that Policy LU-P12.3 has not acted as a constraint thus far, it is important that the policies and programs of all the General Plan elements are internally consistent. Therefore, per **Program HE-17g.ii.**, the City will revise LU-P12.3 so it is consistent with this Housing Element.

*Maximum Development Projects: Land Use Element Policy LU-P3.1*

The General Plan Update Environmental Impact Report (EIR) assumed a maximum of 7,340 residential units would be constructed within the city between 2015 and 2035. As shown in **Table 7-1**, 2,936 units were built from 2015 to 2021. This is an annual average of 419 homes. To estimate how many homes were built in 2022, the annual average of 419 is used, resulting in an estimated 3,355 new homes built between 2015 and 2022. This is 45.7 percent of the total buildout evaluated in the EIR (3,355 of 7,340). The remaining buildout anticipated by 2035 is 3,985. Vacaville's total RHNA is 2,595 (which is an annual rate of 324 over the eight-year planning period from 2023 to the end of 2031). At the end of the Housing Element planning period in 2031, if all of the RHNA is built, that leaves an additional 1,390 units that could be built between 2032 and 2035 under the EIR (which is an annual rate of 348 over the four-year period from 2032 to 2035).

Land Use Policy LU-P3.1 requires an EIR to be prepared when approved residential development exceeds the amount of development projected by the General Plan Update EIR. The land use policy aims to ensure that land use development does not exceed the City's ability to provide services and infrastructure. This is not a constraint because adequate buildout capacity remains for anticipated growth; however, per **Program HE-17g.iii.**, the City will continue to monitor the remaining capacity and growth projections and address any unexpected results, accordingly.

*Growth Areas: Land Use Element Policy LU-P17.10\_*

With the adoption of the East of Leisure Town Road Growth Boundary in 2008, two new growth areas were established: the East of Leisure Town Road Growth Area and the Northeast Growth Area. The East of Leisure Town Road Growth Area is approximately 1,300 acres in size and is primarily designated for future residential growth. The Northeast Growth Area is approximately 1,400 acres in size and is primarily designated as an economic development area. These growth areas are not anticipated to fully develop within the 2035 horizon year of this General Plan. As such, an Urban Reserve land use designation has been applied to relatively large, contiguous geographic areas within the East of Leisure Town Road Growth Area, and to a small area within the Northeast Growth Area. Neither area is served by sewer or water infrastructure. There are no services or resources to support residential neighborhoods in these areas. Approximately 660 acres of Urban Reserve land are east of the city and remain as prime agricultural land within the unincorporated county.

Lands designated as Urban Reserve are recognized by the City as areas that may be annexed and developed in the future. Areas within the East of Leisure Town Road Growth Area with an Urban Reserve land use designation will require comprehensive planning and the preparation of a Specific Plan prior to development. In conjunction with a Specific Plan, a General Plan amendment will be necessary to establish specific General Plan land use designations for each parcel of land.

Chapter 14.04.040, Urban Reserve, of the Land Use and Development Code identifies a process for converting Urban Reserve lands. The City Council will consider permitting the conversion of Urban Reserve land when the City has a land inventory that supports less than 20 years of residential growth. The City is currently evaluating the process to convert Urban Reserve lands.

With the implementation of the housing programs, the City is focusing its efforts on supporting and providing additional, denser housing developments within city limits without the need of developing additional Urban Reserve land. These efforts support proposed Housing Element Guiding Policy HE.5-GP4 to promote mixed-income neighborhoods with an equitable distribution of housing types for people of all incomes throughout the city by encouraging new affordable housing in high and moderate resource areas; and proposed Housing Programs HE-2, HE-3, HE-4, HE-10, and HE-17, which all call for the production of denser housing projects and mixed-income neighborhoods in areas with high and moderate resource area designations. Policy LU-P17.10 is not a constraint because the City has a surplus of land available to meet its RHNA and the residential growth projections within the 2035 horizon year of this General Plan. Per **Program HE-17g.iv.**, the City will continue to monitor the implementation of its housing programs, with a particular focus on the availability of land relative to its RHNA and the residential growth

projections of the 2035 horizon year of this General Plan and address any unexpected results, accordingly.

## **Processing and Permit Procedures**

### **Development Review and Permit Processing**

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. The time frames 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 California Department of Fish and Wildlife and the US Fish and Wildlife Service is required for many projects. Because of a federal requirement that the City prepare a Habitat Conservation Plan, development proposals in areas denoted as habitat for the California red legged frog or vernal pool shrimp must receive clearance from US Fish and Wildlife Service. In addition, normal preconstruction surveys for burrowing owls or Swainson's hawk can sometimes affect the plan check review timelines.

#### *Preliminary Review*

As part of the project review process, the City encourages preliminary review applications to provide comments to the applicant prior to submission of the official application and associated application fees. This allows the applicant to amend the project prior to the submittal of the planning application, which can expedite the project review and entitlement timeline.

#### *Project Review Committee*

The Community Development Department has established processes to provide streamlined reviews and comprehensive comments for development projects in Vacaville through the City's Project Review Committee (PRC). PRC is staffed by department representatives from various divisions throughout the city, including the Fire, Police, Public Works, Utilities, Parks and Recreation, and Housing and Community Services. In addition, other outside responsible agencies attend PRC, including representatives from Solano Irrigation District, Solano County Water Agency, Travis AFB, Vacaville Unified School District, and Solano Transportation Authority. Representatives review projects to ensure compliance with standards and procedures in the Vacaville Municipal Code and other regulatory documents, such as the California Fire Code and California Building Code.

### *Single-Family Development*

Residential developments consisting of single-family homes in city limits must obtain discretionary approval from the Planning Commission for a Tentative Subdivision Map and major Design Review. For development projects requiring exceptions to development standards, applicants must also obtain discretionary approval from City Council for a Planned Development. In both cases, environmental assessments must be performed for each project to ensure compliance with the California Environmental Quality Act (CEQA). Projects exempt from CEQA are typically processed in 90-180 days, while other projects requiring more environmental review and City Council approval may be processed in 180-270 days; reasons for extended timelines could include incomplete applications or project revisions due to public comments. It is also 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 to identify and resolve neighborhood issues prior to the formal public hearing process, thus eliminating the risk of a continued public hearing because of new issues that arise at a public hearing. The typical processing layout for a new residential subdivision for single-family homes consists of the following tasks:

- Initial application submittal
- Distribution of a new project notice
- Review of the project application with the City's Project Review Committee
- Determination of project completeness
- One to two neighborhood meetings depending on the scale and potential issues with the proposal
- Conditions of approval
- One to two public hearings depending on the decision maker
- Planning Commission action if the applicant isn't requesting a Vesting Tentative Map or Planned Development. If these two applications are included, then the City Council is the decision maker.
- Approval letter issued
- Filing of the environmental assessment determination

### *Multifamily Development*

Residential developments consisting of multifamily apartments or townhomes (e.g., 60-245 units) in city limits must obtain discretionary approval from the Planning Commission for a major Design Review. For development projects requiring exceptions to development standards, applicants must also obtain discretionary approval from City Council for Planned Development. In both cases, environmental assessment must be performed for each project to ensure compliance with CEQA. The application and approval process are the same as it is for a typical single-family home subdivision. Projects exempt from CEQA are typically processed in 90-180 days, while other



projects requiring more environmental review and City Council approval may be processed in 120-210 days; reasons for elongated timelines include incomplete applications or project revisions due to public comments. The typical processing for a new multifamily project consists of the following tasks:

- Initial application submittal
- Distribution of a new project notice
- Review of the project application with the City's Project Review Committee
- Determination of project completeness
- One-two neighborhood meetings depending on the scale and potential issues with the proposal
- Conditions of approval
- One-two public hearings depending on who the decision maker is
- Planning Commission action, unless requesting a Planned Development, which is subject to another public hearing before City Council.
- Approval letter issued
- Filing of the environmental assessment determination

The RM, RMH, RH, and MX zoning districts are intended for higher-density multifamily development, including rental apartments, condominiums, and mixed use. As previously discussed, the RM, RMH, and RH districts require a lot area of 40,000 square feet. Smaller lots less than 40,000 square feet may be allowed with approval of a Minor Use Permit.

#### *Minor Use Permit*

This application is typically processed concurrently with a Design Review application as part of a larger development proposal. The application would follow the same development review procedures as the Design Review application. Stand-alone Minor Use Permits are typically processed in 90 days. Additional information can be found in Section 14.09.060.040.B (Supplemental Regulations) of the Land Use and Development Code.

The applicant starts the Minor Use Permit process by submitting an application to the Community Development Department with the appropriate application fee, which was \$3,766 in 2022. Along with the application, the applicant also submits the items required per the Land Use and Development Code, which include a project description, site plan, architectural elevations, and building colors/materials.

Once the application is submitted, City Staff prepares and mails a notice to all property owners and occupants within a 600-foot radius to notify them about the new development application. City staff reviews the application to determine consistency with City development standards and required findings for approval. The application is also referred to the City's Project Review

Committee to solicit comments or review from other City departments (e.g., Police, Fire, Public Works, and Utilities).

During the application review process, an Administrative Hearing is scheduled and public notices are mailed to all property owners and occupants within a 600-foot radius of the property boundaries. City staff facilitates an online or in-person hearing, during which, information about the project is discussed and questions answered but no decision is made. Noticing information can be found under Section 14.09.030.070 (Public Notice) of the Land Use and Development Code. For standalone Minor Use Permits, an administrative hearing is required. If the project is processed concurrently with another development application that is subject to Planning Commission review, then the Planning Commission assumes authority as the decision maker and a public hearing would be required. If the Planning Commission's decision is appealed, then a subsequent City Council public hearing would be required as well.

The Director of Community Development is the decision maker for all projects that require a Minor Use Permit, and that do not require Planning Commission or City Council approval based on consideration of the requirements of the Land Use and Development Code. The Director may approve the project, approve with modifications, or deny the application subject to applicable findings for approval or denial. Pursuant to Section 14.09.030.090 (Conditions of Approval) of the Land Use and Development Code, the decision maker may apply standard conditions of approval and any site-specific conditions to ensure the use or development meets all the required findings. These conditions are shared with the application prior to making a decision on the project.

If a Minor Use Permit is proposed concurrently with a larger development application (e.g., Design Review), then depending on the size of the project, the decision maker may be the Director or the Planning Commission. Section 14.09.290.020 (Design Review – Applicability) of the Land Use and Development Code identifies the type of Design Review application and the applicable decision maker. The Director of Community Development could also decide to refer any application for a Minor Use Permit to the Planning Commission, where it is determined the project involves a significant policy issue.

The findings required for approval of a Minor Use Permit application are as follows, per Section 14.09.300.050 (Use Permit Findings) of the Land Use and Development Code:

1. That the subject site is suitable for the type and intensity of use or development proposed, and the proposed location, size, and design are compatible with adjacent uses or with natural resources;
2. The operating characteristics of the proposed use, including traffic, noise, light, and others, will be or with conditions of approval applied, will be in keeping with the character of the neighborhood and other adjacent uses or uses in the vicinity;
3. The proposed improvements of the site, including building design, height and bulk of buildings, setbacks, fencing, landscaping, signage size and location, are compatible with, or can be made compatible with by conditions of approval applied to with the surrounding neighborhood;

4. That the proposed use shall not result in conditions that would be detrimental to the public health, safety, or welfare of the community;
5. Adequate public facilities and services are available to serve the proposed use or will be made available concurrent with the proposed development;
6. Allowing the proposed use at the proposed location would be consistent with and help achieve the goals, objectives, and policies of the City General Plan and the Land Use and Development Code, including the applicable zoning district; and
7. The project would not result in a negative effect to the City's land use inventory available for residential and economic development, consistent with the intent of the City's General Plan Land Use Element.

Some of the findings required for approval of a Minor Use Permit, per Section 14.09.300.050, are subjective. Therefore, per **Program HE-15k**, the City will amend Chapter 14.09.300.050 to remove findings that are considered a constraint due to their subjectivity or rewrite them using objective standards.

#### *Conditional Use Permits*

Attached single-family dwellings and multifamily dwellings require a Conditional Use Permit in the CN, CG, and CO zoning districts. In the mixed-use zoning district, attached single-family and multifamily dwellings are permitted, which require a Design Review approval. The minimum density for residential development in commercial or mixed-use zoning districts is 8.1 units/acre. Development standards, including, but not limited to, parking, site coverage, open space and recreation area, building height, separation between uses, and required yards shall be determined through the conditional use permit process.

The applicant starts the Conditional Use Permit process by submitting an application to the Community Development Department with the appropriate application fee, which was \$9,043 in 2022. Along with the application, the applicant also submits the items required per the Land Use and Development Code, which include a project description, site plan, architectural elevations, and building colors/materials.

Once the application is submitted, City Staff prepares and mails a notice to all property owners and occupants within a 600-foot radius to notify them about the new development application. City staff reviews the application to determine consistency with City development standards and required findings for approval. The application is also referred to the City's Project Review Committee to solicit comments or review from other City departments (e.g., Police, Fire, Public Works, and Utilities).

During the application review process, City staff facilitates a neighborhood meeting to solicit comments and feedback from the public. Comments and feedback from the meeting are used to enhance the project and identify any areas of incompatibility with the surrounding uses. A public hearing is required and public notices are mailed to all property owners and occupants within a

600-foot radius of the property boundaries. Noticing information can be found under Section 14.09.030.070 (Public Notice) of the Land Use and Development Code. The Planning Commission will make a decision on the project. A decision is based on (1) compliance with the criteria and required findings, (2) public comments, and (3) the type of environmental determination for the project.

The Planning Commission is the decision maker for all projects that require a Conditional Use Permit. Pursuant to Section 14.09.030.090 (Conditions of Approval) of the Land Use and Development Code, the decision maker may apply standard conditions of approval and any site-specific conditions to ensure the use or development meets all the required findings. These conditions are shared with the applicant prior to making a decision on the project.

The Land Use and Development Code contains objective standards and findings required for approval to remove uncertainty in the development review process. Certainty is present for developers when a project demonstrates compliance with these standards and findings for approval. Residential projects in the CN, CG, CO, and MX districts must comply with the applicable development standards associated with their proposed density under Chapter 14.09.060 (Residential Zoning Districts) of the Land Use and Development Code. The required Conditional Use Permit findings are as follows per Section 14.09.300.050 (Use Permit Findings):

1. That the subject site is suitable for the type and intensity of use or development proposed, and the proposed location, size, and design are compatible with adjacent uses or with natural resources;
2. The operating characteristics of the proposed use, including traffic, noise, light, and others, will be or with conditions of approval applied, will be in keeping with the character of the neighborhood and other adjacent uses or uses in the vicinity;
3. The proposed improvements of the site, including building design, height and bulk of buildings, setbacks, fencing, landscaping, signage size and location, are compatible with, or can be made compatible with by conditions of approval applied to with the surrounding neighborhood;
4. That the proposed use shall not result in conditions that would be detrimental to the public health, safety, or welfare of the community;
5. Adequate public facilities and services are available to serve the proposed use or will be made available concurrent with the proposed development;
6. Allowing the proposed use at the proposed location would be consistent with and help achieve the goals, objectives, and policies of the City General Plan and the Land Use and Development Code, including the applicable zoning district; and
7. The project would not result in a negative effect to the City's land use inventory available for residential and economic development, consistent with the intent of the City's General Plan Land Use Element.

Some of the findings required for approval of a Conditional Use Permit, per Section 14.09.300.050, are subjective. Therefore, per **Program HE-15k**, the City will amend Chapter 14.09.300.050 to remove findings that are considered a constraint due to their subjectivity or rewrite them using objective standards.

### *Design Reviews*

Design Review applications are required for plans submitted for land use approval or a building permit, including new uses and revisions to uses, structures, site improvements, or expansions to existing uses, structures, or site improvements. The level of design review is either minor or major design review, depending on the scope of the project. Residential projects for multifamily or single-family attached units up to 10 units, and custom single-family homes require minor design review. Residential projects for multifamily or single-family attached units (either on one site, or new subdivision) over 10 units, and single-family developments that include a request for design exceptions require a major design review. Development projects that require Planning Commission approval also require a major design review.

The applicant starts the Design Review process by submitting an application to the Community Development Department with the appropriate application fee, which was \$8,418 in 2022 for a major design review and \$3,721 for a minor design review of a multifamily project. The fee for a minor design review for a single-family residence was \$2,031 in 2022. Along with the application, the applicant submits the items required by the City's submittal checklist, which includes a project description, site plan, architectural elevations, civil engineering drawings, and building colors/materials.

Once the application is submitted, City staff prepares and mails a notice to all property owners and occupants within a 600-foot radius to notify them about the new development application. City staff reviews the application to determine consistency with City development standards and required findings for approval. The application is also referred to the City's Project Review Committee to solicit comments or review from other City departments (e.g., Police, Fire, Public Works, and Utilities).

During the application review process for major design reviews, City Staff will facilitate a neighborhood meeting to solicit comments and feedback from the public for projects that are likely to generate community interest. Comments and feedback from the meeting are used to enhance the project and address any areas of potential incompatibility with the surrounding uses. An administrative hearing is required for minor design reviews, while a public hearing is required for major design reviews. In both cases, public notices are mailed to all property owners and occupants within a 600-foot radius of the property boundaries. Noticing information can be found under Section 14.09.030.070 (Public Notice) of the Land Use and Development Code.

The Director of Community Development is the decision maker for all projects that require minor design review, and that do not require Planning Commission or City Council approval based on consideration of the requirements in Chapter 14.09.290 (Design Review) of the Land Use and Development Code. The Director of Community Development can decide to refer an application

for a minor design review to the Planning Commission, if it is determined that the project involves a significant policy issue. The Planning Commission is the decision maker for all major design review projects, and projects that would otherwise require Planning Commission approval, based on the Land Use and Development Code.

Pursuant to Section 14.09.030.090 (Conditions of Approval) of the Land Use and Development Code, the decision maker may apply standard conditions of approval and any site-specific conditions to ensure the use or development meets all the required findings. These conditions are shared with the applicant prior to making a decision on the project.

The required findings for Design Review are as follows, per Section 14.09.300.050 (Design Review Findings) of the Land Use and Development Code:

1. The design, size, and other physical characteristics of the proposed use are compatible with adjacent uses, activities, structures, and adjacent natural resources.
2. The subject site is suitable for the type and intensity of uses, activities, and structures proposed.
3. The project will not be detrimental to the public health, safety, or welfare of the community.
4. The project is consistent with the goals, objectives, and policies of the General Plan, the Zoning Ordinance, and the Land Use and Development Code.

#### *Post Approval Process*

Once a project receives discretionary approval, the customer must obtain ministerial permits from various departments and agencies, such as the Building Division, Fire Department, Public Works, Solano County, and Yolo-Solano Air Quality Management District. In some situations, customers must file maps or agreements with the Solano County Assessor/Recorder Division. Ministerial permits include, but are not limited to:

- Building Permits (the length of time between receiving approval for a housing development and submittal of an application for building permits is often determined by the applicant. The typical length of time in Vacaville is four weeks.)
- Fire Permit
- Grading Permit
- Encroachment Permit
- Solano Irrigation District review process
- Solano County Assessor/Recorder for Parcel/Final Maps

### *Ministerial Permits*

The acquisition of a ministerial Building Permit, Grading Permit, or Encroachment Permit marks an important step in the timeline for constructing new projects. The City's initial review for Building Permits is typically three to four weeks, with various subsequent reviews to address corrections within one to two weeks. The overall timeline for issuance can be elongated due to delayed resubmittals from applicants, but generally, a permit is issued between one to three months after initial submittal. Construction documents submitted for Building Permits are routed to various City departments to confirm compliance with discretionary approvals and conditions of approval, and compliance with other regulatory documents, including the California Fire Code and California Building Code. Following the issuance of a ministerial permit, customers will generally adhere to the following process:

- Retain contractors
- Begin construction
- Schedule inspections
- Obtain final inspections
- Obtain a Certificate of Occupancy

Larger residential subdivisions require separate ministerial approval for Improvement Plans, Final Maps, and Landscape Plans.

### *Adjustments Applications*

As mentioned previously, the City has an Adjustments application that is used to provide greater flexibility in the design of developments than is otherwise possible using the zoning regulations. The adjustment process allows alternate standards for setbacks, driveway width reductions, fence height increases, and lot coverage increases. An Adjustment application takes the City approximately 30-45 days to process. The applicant starts the process by submitting an application to the Community Development Department with the appropriate application fee, which was \$793 in 2022. Along with the application, the applicant also submits the items required, including a project description, site plan, architectural elevations, and building colors/materials. The application submittal requirements are identified in Section 14.09.030.030 (Application Forms and Fees) of the Land Use and Development Code. The project description must include specific language demonstrating how the request meets the applicable findings identified in Section 14.09.310.050 (Adjustment Review Findings) of the Code.

Once the application is submitted, City Staff prepares and mails a notice to all property owners and occupants within a 600-foot radius to notify them about the new development application. City staff reviews the proposal to determine consistency with City development standards and required findings for approval. The application is also referred to the City's Project Review Committee to solicit comments or review from other City departments (e.g., Police, Fire, Public Works, and

Utilities). Typically, the small scale of these types of projects does not necessitate additional review from other departments.

During the application review process, an Administrative Hearing is scheduled, and public notices are mailed to all property owners and occupants within a 600-foot radius of the property boundaries. City Staff facilitates an online or in-person hearing, during which, information about the project is discussed and questions answered but no decision is made. Noticing information can be found under Section 14.09.030.070 (Public Notice). Only one administrative meeting is required, which is different from a public hearing since no decision is made at the administrative hearing. Instead, the hearing is used to collect public comments. If subsequent appeals are filed, then public hearings would be required for Planning Commission and City Council action

The Adjustment application is subject to review and approval by the Director of Community Development. The Director may approve the project, approve with modifications, or deny subject to applicable findings for approval or denial. The Director's action can be appealed to the Planning Commission, and the Planning Commission's action can be appealed to the City Council. Pursuant to Section 14.09.310.060 (Conditions of Approval) of the Land Use and Development Code, the decision maker may apply standard conditions of approval and any site-specific conditions to ensure the use or development meets all the required findings. These conditions are shared with the applicant prior to making a decision on the project.

The findings required for approval of an Adjustment application are as follows, per Section 14.09.310.050 (Adjustment Review Findings) of the Land Use and Development Code:

1. The adjustment would allow reasonable use of property consistent with the overall objectives of the General Plan and Zoning Ordinance;
2. The adjustment would not result in an undue impact on surrounding properties;
3. The adjustment would not compromise the health, safety, or welfare of City residents or businesses;
4. The adjustment would allow efficient use of the property, while maintaining adequate amenities, including parking spaces, outdoor recreational space, on-site storage, etc.;
5. The adjustment would maintain neighborhood compatibility;
6. The adjustment is the minimum necessary to accommodate reasonable use of the property; and
7. The adjustment would result in enhanced, improved or mitigating features, including efficient site use, building design excellence, additional landscaping, etc.

The findings required per items four through seven are subjective. Therefore, per **Program HE-15k**, the City will amend Chapter 14.09.310.050 to remove the four findings that were found to be a constraint, or rewrite them using objective standards.



### *Permit Streamlining Act*

The Permit Streamlining Act was enacted in 1977 to expedite the processing of permits for development projects. Government Code Section 65921, the Permit Streamlining Act, achieves this goal by (1) setting forth various time limits within which state and local government agencies must either approve or disapprove permits and (2) providing that these time limits may be extended once (and only once) by agreement between the parties. The Permit Streamlining Act does not apply to legislative land use decisions or to ministerial permits. The City regularly adheres to the time limitations by providing completeness responses to applicants within 30 days of receiving a development application. The completeness response includes a detailed list of missing items that were identified on the permit-specific submittal checklist, but were omitted from the initial application submittal.

Projects that are exempt from CEQA must be processed within 60 days of deeming the application complete. However, projects that require additional environmental analysis and disclosures to the public are granted additional time to prepare an initial study and circulate the environmental findings for public comments.

### *Environmental Review*

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.

### *Concurrent Review*

In some cases where it is clear an efficient project review will be achieved, the Planning Division will consider concurrent processing of applications. For example, a project requiring a General Plan Amendment, Zone Change, and a Planned Development can be processed through a single review and hearing process.

### **Building Codes and Enforcement**

In December 2022, the City of Vacaville adopted the 2022 California Building Code along with the California Residential Code, California Fire Code, California Electrical Code, California Plumbing Code, California Mechanical Code, California Energy Code, Historical Building Code, Existing Building Code, Green Building Code, Referenced Standards Code, and the International Property Code and supplemental secondary references. Though building code requirements have, over the years, greatly improved the safety and energy efficiency of homes, it is undeniable that modern codes require more costly construction of dwelling units than codes from 20, 30, or 40 years ago. The City considers the Building Code a “minimum” standard for building construction. Though it may lead to increased costs of construction, reducing building code requirements can lead to long-term health and safety risks, particularly in a seismically active area like Vacaville.

The City has an active Code Enforcement Program, within the Fire Department, that responds to complaints. The Fire Department Code Enforcement Division works closely with all City departments 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. In addition, the City has a Neighborhood Team made up of staff from multiple departments that have been proactively working to improve neighborhood quality of life by addressing distressed properties and proactively enforcing housing codes in certain multifamily properties (e.g., Alamo Gardens).

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

The City currently has local amendments to the 2022 California Building, Fire, and Electrical Codes. They include:

1. California Building Code –

- a. All factory-built chimneys installed in a chase or shaft in or adjacent to all occupancies of Type V-A and Type V-B construction shall be protected to the top of chase and fully enclosed by not less than one layer of 5/8” Type ‘X’ gypsum wallboard installed between the combustible framing and the factory-built chimney per the current Building Standards, and the latest edition of the Fire Resistance Design Manual for Gypsum Systems.
- b. Roof coverings shall be applied in accordance with the applicable provisions of Chapter 15 of the California Building Code, 2019 Edition, and the manufacturer’s installation instructions. Wood shingles, wood shakes, or other wood materials applied as roof covering shall be fire rated as ‘Class B’ or better, treated in accordance with the current Building Standards. All wood shingle or wood shake reroofing exceeding 25% of the total roof area will have a minimum ‘Class B’ rating.

2. California Fire Code - Fire extinguishing systems shall comply with the applicable and most current codes and standards currently adopted by CSFM California State Fire Marshal and published by the National Fire Protection Association (NFPA) and the policies of the Fire Department. Exceptions include automatic sprinkler systems in Group R Occupancies of four stories or less that are designed in accordance with the NFPA standards shall have sprinklers installed in attics, balconies, porches, and open corridors.

3. California Electrical Code –

- a. Construction documents for electrical work shall be provided at the time of the permit application or at any time, as determined by the Building Official. Such documents shall include, but not be limited to, bonding and grounding details; wiring plan runs and details, single line diagrams, load calculations, wire sizing calculations, conduit sizing calculations, and derating calculations.
- b. The Building Official may withhold or disconnect power from any dangerous building as defined in the code, or due to other hazardous condition(s).
- c. Access to a concrete-encased electrode (UFER) shall be provided either on the interior with a cover plate or on the exterior with a weatherproof access panel immediately adjacent to the electrode for newly constructed single-family dwelling units.

Local amendments are to ensure public health and safety and do not unduly increase construction costs or pose a constraint on development.

**On- and Off-Site Improvements**

Site improvements necessary to facilitate the production of housing vary greatly. Some housing developments can connect to existing infrastructure facilities. While greenfield developments are required to construct all the infrastructure necessary to support its development. While land costs are lower in greenfield areas, which are at the edge of a city, these areas typically require a greater amount of investment in backbone infrastructure and site improvements. In infill areas, site improvement costs are typically lower since the infrastructure is already in place. However, if required, the cost to repair aging infrastructure can be high and must be borne by the developer, as opposed to financing districts that can distribute the costs more evenly.

- Requirements for on- and off-site improvements vary with the project and the site. All on- and off-street improvements must be designed and constructed in accordance with the City’s standard specifications and, if applicable, any master facility plan, plan line, or specific plan.
- On-site improvements for all residential developments typically include grading, water, sewer, and utility infrastructure, storm drainage features, curb, lighting, landscaping, walls and fences, and streets with curbs, gutters, and sidewalks. The minimum standards for a residential street is as follows:
  - 36 feet wide
  - Consists of paving, curb, gutter
  - Minimum 4.5-foot sidewalk
  - Raised medians to accommodate vehicular turning movements
  - Ancillary facilities included within the right-of-way, such as water and sanitary sewer lines, storm drain facilities, public utilities, and streetlights

- Off-site improvements for infill developments typically include frontage improvements. Typical frontage improvements for infill residential subdivisions may include the following, depending on the location of the site:
  - Undergrounding of all existing and proposed utility distribution or transmission facilities, such as telephone poles, within or abutting the subdivision.
  - Transportation improvements, such as street paving, raised medians, turning pockets, curbs, gutters, sidewalks, trails, paths, and bus turnouts.
  - Landscaping within the right-of-way adjacent to the project site.
- For greenfield developments, developers are responsible for constructing typical on-site improvements and all off-site public infrastructure associated with the new development. In addition, greenfield development is required to contribute fees to support the City's construction of critical infrastructure, such as sewer and water facilities, and parks.
- Off-site improvements for greenfield developments typically include frontage improvements required of all residential developments, as well as the construction of new streets, the widening of existing streets, traffic light installation, and a detention basin, depending on the location.
- Typical frontage improvements for new residential subdivisions in greenfield areas include, but are not limited to:
  - Undergrounding of all existing and proposed utility distribution or transmission facilities, such as irrigation district canals and telephone poles, within or abutting the subdivision.
  - Transportation improvements, such as street paving, raised medians, turning pockets, curbs, gutters, sidewalks, trails, paths, and bus turnouts.
  - Water improvements to ensure the development is served by the City's water system.
  - Drainage improvements to ensure proper drainage of all proposed lots and improvements.
  - Sewer improvements to ensure the development is served by the City's sewer system.
- Requiring developers to make site improvements increases the cost of housing and impacts the affordability of the homes; however, this is standard for most jurisdictions. Site improvements are necessary to maintain the quality of life desired by existing and future residents and ensure that public services and facilities are in place when needed. Curb, gutter, and sidewalk improvements, in particular, are necessary to avoid drainage problems and ensure pedestrian access and accessibility.
- For large, master planned development projects in greenfield areas, such as the Robert's Ranch Specific Plan, which is identified in **Table 4-6** as a pipeline project and is currently under construction, the City required that the developer construct all the infrastructure and public improvements needed to serve the new development.

**Website Publication and Transparency**

Consistent with transparency requirements (Government Code Sections 65940.1 (a)(1)(A) and (B)), the City of Vacaville’s zoning and development standards are published on the City’s website. There are several pages on the website dedicated to development standards that include links to the City’s Municipal Code, General Plan, Residential Design Requirements, and information about Accessory Dwelling Units. Planning and building fees are also posted on the website.

**Development Fees**

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 they are necessary 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.

Development fees in Vacaville include impact fees for traffic, fire, police, and sewer. Other fees in Vacaville include water connection, parks and recreation, drainage, and general facilities. The City also collects planning application fees and building plan check fees. Payment of development fees is typically a requirement for development approvals. Fees are also charged to process development applications. Fees are tied to the City service provided, such as application processing and plan checking. **Table 6-12** shows the impact fees effective July 1, 2023, for traffic, fire, police, sewer, water connection, parks and recreation, greenbelt preservation, drainage, and general facilities.

**TABLE 6-12     IMPACT FEES**

Fee Type	Fee <sup>1</sup>
<b>Single-Family Residential</b>	
Parks & Recreation Fee	\$3,879 - \$13,988
Greenbelt Preservation Fee	\$163 - \$589
General Facilities Development Impact Fee	\$461 - \$1,662
Police Development Impact Fee	\$344 - \$1,241
Fire Development Fee	\$483 - \$1,739
Traffic Impact Fee	\$6,471 - \$19,412
Storm Drainage Fee	\$120 - \$487
Water Connection Fee	\$341 - \$2,728 <sup>2</sup>
Sewer Connection Fee	\$4,814 - \$11,906 <sup>3</sup>

Fee Type	Fee <sup>1</sup>
<b>Multifamily Residential</b>	
Parks & Recreation Fee	\$7,191
Greenbelt Preservation Fee	\$303
General Facilities Development Impact Fee	\$855
Police Development Impact Fee	\$638
Fire Development Fee	\$894
Traffic Impact Fee	\$8,513
Storm Drainage Fee	\$120 - \$487
Water Connection Fee	\$887 - \$12,753 <sup>2</sup>
Sewer Connection Fee	\$3,439 - \$10,205 <sup>3</sup>

Source: City of Vacaville, Building Fees, effective July 1, 2023.

Notes:

1. Some fees are based on a per unit count basis while others are based on the square footage, density, or other factors.
2. The water connection fee shown is the fee with complete water rights. A different fee range is applied for partial water rights. The fee range for partial water rights is \$4,258 to \$34,064 for single family residential and \$11,071 to \$159,249 for multifamily. The fee is determined based on the meter size needed to serve the development.
3. Fee varies based on the dwelling unit size and whether the development is within or outside of the Downtown Specific Plan.

**Table 6-13** shows the fees effective July 1, 2022, for planning applications, including planned developments, tentative maps, design review, and specific plans. Planning and Building fees are also available on the City’s website. As shown in **Table 6-13**, the planning fees for Conditional Use Permits and Density Bonus Agreements may seem high; however, per **Program HE-14**, the City is currently preparing a comprehensive update to the City’s planning fees and as part of this effort, the City is currently evaluating the fees charged for the Conditional Use Permit and Density Bonus Housing Agreements (senior-restricted and not senior-restricted) to ensure these fees do not exceed the amount of staff time needed to process these applications. Per **Program HE-14**, the City will reduce the fee amounts shown in **Table 6-13** so that they only recover the cost of the staff time needed to process these applications and do not provide any profit to the City. Per **Program HE-18**, the City will redesignate and rezone certain identified commercial sites to residential sites, which would eliminate the need for a Conditional Use Permit for those sites.

In 2022, the City conducted a study of development impact fees. The purpose of the study is to establish the nexus (or reasonable relationship) between new development in the City and the need for additional public facility improvements as a result of this new development. The study and supporting documents serve as the basis for requiring development impact fees under AB 1600 legislation, as codified by the Mitigation Fee Act (California Government Code Sections 66000 et seq.). The study resulted in a maximum justifiable fee increase of about 27 percent for single-family development and 15 percent for multifamily, with increases in some fee categories and decreases in others. The City Council adopted the fee study on June 28, 2022.

**TABLE 6-13 PLANNING FEES (EFFECTIVE JULY 1, 2022)**

Fee Type	Cost
Accessory Dwelling Units	\$2,471
Airport Area of Influence Review	\$2,265
Minor Use Permit	\$3,766
Conditional Use Permit	\$9,043
Density Bonus Housing Agreement (Senior Restricted) <sup>1</sup>	\$5,303
Density Bonus Housing Agreement (Not Senior Restricted) <sup>1</sup>	\$12,158
Design Review (Staff: Single-Family Residence)	\$2,031
Design Review (Staff: Multifamily)	\$3,721
Design Review (Planning Commission)	\$8,418
General Plan Amendment (Map/Text)	\$16,081
Parcel Maps (Tentative Parcel Map: Max 4 Parcels)	\$8,191
Vesting Tentative Parcel Map	\$11,774
Planned Development (up to 49 units)	\$13,359
Planned Development (50–199 units)	\$19,960
Planned Development (200–499 units)	\$25,049
Planned Development (500+ units) <sup>2</sup>	\$25,049
Rezoning	\$15,855
Specific Plan	\$45,300
Tentative Map Review (5–49 lots)	\$15,688
Tentative Map Review (50–199 lots)	\$23,531
Tentative Map Review (200–499 lots)	\$29,415
Tentative Map Review (500+ lots) <sup>3</sup>	\$29,415
Vesting Tentative Map Review (5–49 lots)	\$19,657
Vesting Tentative Map Review (50–199 lots)	\$29,122
Vesting Tentative Map Review (200–499 lots)	\$36,822
Vesting Tentative Map Review (500+ lots) <sup>4</sup>	\$36,822
Variance	\$9,089

Source: City of Vacaville Planning Application Fees, July 2022.

Notes: Refer to the City's Planning Applications Fee list for a comprehensive list of all planning fees, including development agreement, environmental review, time extensions, and LAFCO related application fees.

1. Density Bonus Housing Agreement fees are based on Development Agreement Fees
2. Base fee for 499 units + \$2,330 per each additional 100 units.
3. Base fee for 499 lots + \$2,029 per each additional 100 lots.
4. Base fee for 499 lots + \$2,509 per additional 100 lots.

### **Development Fees for Single-Family Dwellings**

The fees shown in **Table 6-14** are typical building fees for single-family dwellings in Vacaville as adopted by City Council. The building fee includes costs for plan check review, energy plan review, plumbing, electrical, mechanical, landscape plan review, water installation, traffic impact, drainage, fire, police, parks and recreation, and sewer impacts in addition to other related development fees. The typical building fees do not include fees for schools, County facilities, or benefit districts, and community benefit contributions are not included in the estimates. The City has initiated modifications to existing Development Agreements to remove the Community Benefit Contribution (CBC) requirement. It is anticipated that the Development Agreement amendments will be brought to Council for final action by the end of 2023.

As shown in the table, typical fees for single-family units range from \$43,140 to \$48,528 for dwellings between 1,000 and 1,400 square feet, to \$53,553 for a 3,500-square-foot home. In addition to building fees, planning fees also apply to new single-family dwellings. Planning fees for single-family residential developments depend on several factors, including, but not limited to, the number of units within the proposed subdivision, fees for a tentative or vesting tentative map, and the type of environmental analysis required. In 2022, a residential subdivision consisting of 114 single-family homes on 26.7 acres of land paid \$58,484 in planning application fees. This project required a rezoning of the property, a tentative map, a planned development, and a mitigated negative declaration. The typical planning fee for a single-family home, such as a custom home, that is categorically exempted from CEQA is \$2,175. In 2022, a typical 2,333-square-foot home with three bedrooms and two bathrooms paid \$50,768 in building and development impact fees. Of this amount, \$47,802 was development impact fees.

According to construction cost data provided by the Craftsman Book Company, a wood-framed, single-story, four-cornered home in Vacaville is estimated to cost approximately \$330,589 to build, excluding the cost of buying land. This cost estimate is based on a 2,000-square-foot house of good quality construction with a two-car garage and forced-air heating and cooling. Based on the typical fees shown in **Table 6-14**, this house would incur approximately \$51,833 in development impact fees and \$2,175 in planning fees. Construction costs plus development and planning fees would be \$384,597, of which, 14 percent are the fees. While this scenario includes labor, materials, and equipment for construction, it does not include the cost of buying land, architecture and design, and other soft costs. If it did, the percentage of costs made up by fees would be much lower. The City Council adopted a fee study on June 28, 2022. As part of this fee study, the City Council adopted reduced water and sewer connection fees for projects within the Downtown Specific Plan, which was prepared and adopted for the downtown priority development area. During the first quarter of 2023, the City Council will consider a fee deferral program that will help incentivize single-family and multifamily residential development. In addition, the City Council will be asked to consider other incentives that, if approved, would benefit residential development. These incentives could include fee reductions for infill projects and impact fee credits and reimbursements for development within priority development areas.



**TABLE 6-14 TYPICAL SINGLE-FAMILY BUILDING FEES**

Size of Single-Family Home	Building Fee
1,000 to 1,400 Square Feet	\$43,286–\$48,701
1,600 to 2,000 Square Feet	\$46,493–\$51,833
2,500 Square Feet	\$50,1194–\$52,577
3,000 Square Feet	\$53,254
3,500 Square Feet	\$53,879

Source: City of Vacaville, Typical Fees for Single-Family Dwellings, effective July 1, 2022.

**Development Fees for Multifamily Development**

Fees for apartments are significantly less than for single-family development. Estimated local development impacts fees and local permit fees for the affordable Pony Express Project, a 60-unit senior housing apartment project, averaged \$23,975.30 per unit based on a pro forma prepared for the project, which is 4 percent of total development costs for that project. Local permit fees for Peabody Road Apartments, a 120-unit, market-rate apartment project, averaged \$22,682.09 per unit based on building fee records. Total development costs for that project were not readily available; however, the fees per unit costs for the two projects are comparable.

According to construction cost data provided by the Craftsman Book Company, the estimated cost to construct a multifamily, three-story building in Vacaville with 40 units and an average unit size of 1,000 square feet each is \$115,466 for each unit and \$4,855,861 for the entire building. Based on the example projects in the last paragraph, each unit would incur approximately \$23,328.70 in local development impacts fees and local permit fees. Construction costs plus local development impacts fees and local permit fees would be \$138,794.70, of which, 16.81 percent are the fees. While this scenario includes labor, materials, and equipment for construction, it does not include the cost of buying land, off-street parking, architecture and design, and other soft costs. If it did, the percentage of costs made up by fees would be much lower.

**Community Facility Districts for Police and Fire Services**

Historically, the City’s General Fund revenues have been the primary source of funding for police and fire protection services. As access to alternative sources of funding has declined over the years due to State takeaways and the limits placed on property taxes by Proposition 13, the City has been tasked with the need to establish new funding sources to continue to provide public safety services. In accordance with the Mello-Roos Community Facilities Act of 1982, the City has utilized community facilities districts (CFD) to establish funding sources in order to balance the cost of providing public safety services for new development (see Government Code Sections 53311 to 53317.5). Such districts also serve to mitigate service impacts to avoid any degradation of public safety services to current residents.

Ongoing 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 noncapital equipment. Because of this, the City has had to consider other sources of recurring revenue for services and equipment associated with supporting new development.

The City has been using CFDs as a tool to assess new residential development for the direct or proportional costs associated with police and fire services. As of FY 21/22, the City has seven CFDs. Examples of residential developments where CFDs have been created are: Gentry-Meadowlands, North Village, Southtown, Reynolds Ranch (Cheyenne), Lagoon Valley, and Portofino. In newly annexed areas, participation in a CFD has been negotiated as a requirement in the projects' Development Agreements. New annexation areas and areas of future annexation are not proposed to be a part of the City's existing infill CFD because the costs and issues associated with expansion of services to such areas are different than in undeveloped pockets of land already within the City's boundaries.

## **Nongovernmental Constraints on the Production of Housing**

Land costs, construction costs, and market financing contribute to the cost of housing reinvestment and production. Although market conditions are a primary factor, the County has some leverage in instituting responsive policies and programs to address market factors. The following discussion highlights market constraints to the production, maintenance, and improvement of housing.

The price of single-family housing and rents for apartments largely reflect construction costs, the cost of land, and labor costs. As housing development costs increase, so does the price of housing. The following discussion details the various components to development costs, including construction costs, land costs, and the cost of labor.

Per **Program HE-38**, if nongovernmental constraints, such as rapid increases in construction costs, shortages of labor or materials, or rising interest rates, are constraining multifamily and/or affordable residential development to the extent appropriate and legally possible, the City will seek to identify actions that may help to remove these constraints. Additionally, the City will proactively work with stakeholders to identify nongovernmental constraints or other considerations that may impede the construction of housing in Vacaville and work collaboratively to find strategies and actions that can eliminate or reduce identified constraints.

### **Construction Costs**

Construction costs vary widely based on the type of development, with multifamily housing generally less expensive to construct than single-family homes on a per-unit basis. Variables such as unit size and the number and quality of amenities, such as fireplaces, swimming pools, and interior fixtures, create wide cost variations within each construction type. 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). Other costs may stem from professional services such as land surveying and engineering, soils engineering/analysis, site design, landscape and architectural design, and permit processing.

Construction costs vary widely according to the type of development, with multifamily 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, interior fixtures, and others. According to construction cost data provided by the Craftsman Book Company, a wood-framed, single-story, four-cornered home in Vacaville is estimated to cost approximately \$330,589 to build, excluding the cost of buying land. This cost estimate is based on a 2,000-square-foot house of good quality construction with a two-car garage and forced-air heating and cooling. The estimated cost to construct a multifamily, three-story building in Vacaville with 40 units and an average unit size of 1,000 square feet each is \$115,466 for each unit and \$4,855,861 for the entire building. This cost includes labor, materials, and equipment but does not include the cost of buying land or off-street parking.

On January 26, 2021, BAE completed a Financial Feasibility Analysis for four hypothetical residential prototypes in Downtown and they found that none of the four development prototypes are financially feasible within the current market. The Financial Feasibility Analysis considered land costs, construction costs, operations, and financing. A pro forma for an affordable, senior restricted apartment complex currently under construction in Vacaville shows a construction contract cost total of approximately \$20,500,000.

If labor or material costs increase, the cost of construction in Vacaville could rise to a level that impacts the price of new construction and rehabilitation. Therefore, increased construction costs have the potential to constrain new housing construction and the rehabilitation of existing housing. Per **Program HE-11**, the City is committed to allowing a shortened process to help expedite affordable housing projects and will work with applicants to combine stages of the review process to help facilitate an expedited review. The City 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. The City will also continue to implement the adopted Objective Development Standards. Additionally, as mentioned earlier, per **Program HE-38**, to the extent appropriate and legally possible, the City will seek to identify actions that may help to remove identified nongovernmental constraints.

### **Land Costs**

In addition to construction costs, the price of land is also one of the largest components of housing development costs. Unlike construction costs and labor costs, the cost of residential and commercial sites is highly variable. Cost considerations include the number of units or density of development permitted on a particular site and the location of the site in relation to other amenities. As finished vacant land becomes scarce, developers begin to pursue more costly underutilized sites, which require the demolition of existing uses before a new project can be constructed. 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. Thus, the price of land can vary significantly, even assuming the same proposed project. Land costs vary drastically depending on location, zoning, and whether the land is already entitled. Based on a Financial Feasibility Analysis completed by BAE for the DTSP on January 26, 2021, the market price for medium- and high-

density residential land in Vacaville likely ranges from around \$500,000 to \$1,000,000 per acre. The price of land may pose a constraint to housing development.

### Availability of Financing

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, offer interest rate write-downs to extend home purchase opportunities to lower-income households. In addition, government-insured loan programs may be available to reduce mortgage down-payment requirements.

The cost of borrowing money to finance the construction of housing or to purchase a unit affects the availability and affordability of housing in Vacaville. Fluctuating interest rates can eliminate many potential homebuyers from the housing market or render a housing project that could have been developed at lower interest rates infeasible. When interest rates decline, sales increase. The reverse has been true when interest rates increase. The recent economic downturn had a significant impact on the housing market and housing financing. In the years following the downturn, financing has become more difficult to obtain, especially for low- and middle-income households. This could be a constraint to homeownership for lower-income families. At the same time, post-economic downturn interest rates have been historically low. These low rates could provide opportunity for low- and middle-income families to experience homeownership.

The fixed interest rate mortgage remains the preferred type of loan, especially during the periods of low, stable interest rates. **Table 6-15** illustrates interest rates as of May 2022. The table presents both the interest rate and the annual percentage rate (APR) for different types of home loans. The interest rate is the percentage of an amount of money that is paid for its use for a specified time, and the APR is the yearly percentage rate that expresses the total finance charge on a loan over its entire term. The APR includes the interest rate, fees, points, and mortgage insurance and is therefore a more complete measure of a loan’s cost than the interest rate alone. However, the loan’s interest rate, not its APR, is used to calculate the monthly principal and interest payment.

**TABLE 6-15 INTEREST RATES**

Loan Type	Interest Rate	APR
<b>Conforming and Government Loans</b>		
15-Year Fixed Rate	4.750%	5.017%
30-Year Fixed-Rate VA	4.750%	5.078%
30-Year Fixed Rate	5.375%	5.557%
<b>Jumbo</b>		
15-Year Fixed-Rate	4.500%	4.701%
30-Year Fixed-Rate	4.750%	4.855%

Source: Wellsfargo.com, accessed August 26, 2022.

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.

To assist with homeownership, this Housing Element includes **Program HE-24**, First Time Homebuyer, which states that the City will continue to provide Down Payment Assistance Loan programs as financing is available. This program permits first-time homebuyer households making up to 80 percent of median income to be eligible for \$75,000 (maximum award). It is estimated that the City will be able to assist 60 first-time homebuyers during the reporting period using a variety of funding sources for Down Payment Assistance loans. **Program HE-24** also states that the City will continue to provide homebuyer education through the HUD certified Housing Counseling Agency Programs. **Program HE-28**, Fair Housing, commits the City to implementing targeted and multilingual outreach strategies to encourage underrepresented groups to participate in homeownership programs and work with community-based organizations to provide homebuyer education, financial counseling, and foreclosure prevention when not provided by the City.

### **Availability of Urban Services**

Infrastructure improvements are necessary to support new development. Housing sites must be served by adequate water and sewer services and have appropriate site access improvement. In planning for growth, it is important to ensure that adequate public facilities and services are available to meet the anticipated demand.

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 that have approved planning entitlements but are not currently under construction are Lagoon Valley, North Village Area Plan 2, and the Farm at Alamo Creek. Lagoon Valley is a future community of 1,015 units in the southwest quadrant of the city; North Village Area Plan 2 is a community of approximately 478 units in the northeast quadrant of the city; and the Farm at Alamo Creek is a new community of 768 housing units on the east side of Vacaville. The City is also reviewing a new project called the Green Tree, which includes redevelopment of the Green Tree golf course into 1,149 dwelling units. The Green Tree project has not yet received planning entitlements. As part of the development review process, the City evaluates whether infrastructure improvements are needed to adequately serve new development. In order for City staff to recommend approval of a new residential development, the City must make a finding that the development will be adequately served by public facilities and services as part of the development review process. 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.

The Public Facilities and Services Element 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 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 treats an average of 7.5 million gallons of wastewater each day.

Dry utilities, including cable, electricity, and telephone service, are available to all areas in the city. There is sufficient capacity to meet the current need and any future need. Service providers are:

- **Electricity:** Pacific Gas and Electric
- **Telephone:** AT&T
- **Internet Service:** Comcast and AT&T

On May 19, 2021, the City of Vacaville was awarded the Department of Commerce’s Economic Development Administration grant to fund the City of Vacaville Broadband Master Plan. The Broadband Master Plan will address the area’s internet access for residents and commercial entities and is intended to prioritize the fiber network expansion for public safety and emergency response, improve commercial access for economic development, and provide high-speed internet access for low income and underserved communities. The development of the Broadband Master Plan will include data on existing public and private infrastructure and increase coordination among City departments and external stakeholders. The project is anticipated to be completed by the end of 2022.

The City has adequate water and sewer capacity to serve all properties within city limits. There are no known treatment capacity or water allocation shortfalls and there is currently sufficient water and treatment capacity to accommodate the City’s regional housing need for the planning period.

## Requests to Build at Lower Densities

The City of Vacaville has not received any recent requests to build a residential project at a lower density than permitted in a particular zone or General Plan land use designation. Recent multifamily development projects in Vacaville include the Pony Express Senior Housing, built at 33 dwelling units per acre; the Harbison Townhomes project, built at 18 dwelling units per acre; the Allison Apartments, built at 50 dwelling units per acre; and the Casa Dei Venti project, built at 22 dwelling units per acre. The Pony Express Senior Housing project included a density bonus beyond what is permitted in the Land Use and Development Code and General Plan. The Rocky Hill Veterans Housing project was built with a density bonus that resulted in 27 units per acre, where 24 was the maximum allowed. The land use designations in the City of Vacaville also

include minimum densities that help prevent development of fewer residential units than what is intended in the General Plan and the Land Use and Development Code.

## Energy Conservation

### Development of California's Energy Standards

Maximizing energy efficiency and incorporating energy conservation and green building features into new and existing buildings can help reduce housing costs for homeowners and renters. Reduced dependence on automobiles can result from compact development in an urban setting that provides walkability and proximity to transit and services. Additionally, maximizing energy efficiency helps reduce greenhouse gas (GHG) emissions. State legislation (AB 32 and SB 375) require local governments to implement measures that cut GHG emissions attributable to land use decisions. The Housing Element programs can support energy efficiency that both benefits the market and helps to reduce GHG emissions through actions such as:

- Establishing a more compact urban core, bringing residents close to work and services, therefore reducing automobile trips and greenhouse gas emissions.
- Implementing passive solar construction techniques that require solar orientation, thermal massing, and other energy efficient design techniques.
- Encouraging water and space heating by solar energy.

Executive Order S-E-05, signed by Governor Schwarzenegger on June 1, 2005, set into action the first steps in establishing GHG emission reduction targets in California. This was followed by the California Global Warming Solutions Act (AB 32) in 2007, which required the California Air Resources Board (CARB) to establish reduction measures. Executive Order B-30-15, signed by former governor Jerry Brown in 2015, extended the goals of AB 32 and set a 2030 goal of reducing emissions 40 percent from 1990 levels. In 2016, the legislature passed SB 32, which codified an emission reduction target of 40 percent below 1990 levels by 2030.

Pursuant to AB 32, CARB is responsible for developing the Climate Change Scoping Plan. The Scoping Plan describes strategies that California will implement to reduce the state's emissions and achieve the emission reduction targets required by statute. CARB approved the first Scoping Plan in 2008, adopted the first update in 2014, and adopted a second update in 2017. In its Scoping Plan, CARB acknowledges that local governments must play an essential role in achieving California's long-term GHG reduction goals because cities and counties have broad authority over many factors that will affect GHG emissions within the transportation, housing, industrial, forestry, water, agriculture, electricity, and natural gas emission sectors. GHG reduction strategies are an effective way for local governments to support the state in its GHG reduction efforts. The Scoping Plan also includes CARB-recommended GHG reductions for each emissions sector of the state's GHG inventory. CARB encourages local governments to adopt reduction targets for municipal operations emissions and community-wide emissions that parallel the State's climate protection efforts. In the 2017 Scoping Plan, CARB provides guidance for cities and counties to achieve a "no net increase" in GHG emissions, resulting in no contribution to GHG impacts, as an appropriate overall objective for new development. The Scoping Plan also provides guidance on

thresholds for agencies preparing GHG reduction strategies while recognizing that nonzero GHG significance thresholds may be necessary.

Senate Bill 375 builds from AB 32 and aims to reduce GHG emissions by linking transportation funding to land use planning. It requires metropolitan planning organizations to create a sustainable communities strategy (SCS) for reducing urban sprawl in their regional transportation plans. Each SCS demonstrates strategies the region will use to achieve the GHG emissions reduction target set by CARB for 2020 and 2035. The 2020 Metropolitan Transportation Plan / Sustainable Communities Strategy (MTP/SCS) was adopted by (Sacramento Area Council of Governments) SACOG on November 18, 2019. This MTP/SCS provides the regional plan for transportation investments integrated with projected land use as well as funding constraints the region can reasonably expect to see through 2040.

The City of Vacaville facilitates energy conservation through actions such as:

- Application of State residential building standards that establish energy performance criteria for new residential buildings (Title 24 of the California Administrative Code).
- Implementation of Chapter 23 California Green Building Standards Code.
- Adoption of a new Energy and Conservation Action Strategy (ECAS) that sets a substantial GHG emissions reduction target for 2035 to align with statewide emissions reduction goals.

### **Energy Conservation Programs**

Pacific Gas and Electric (PG&E) provides technical and financial assistance for design, construction, and remodeling of housing. For new construction, PG&E offers design and technical assistance for incorporating efficiency features. Incentives may be available for upgrading air conditioning, lighting, and appliances to more efficient systems. PG&E has programs to incorporate advanced systems, such as photovoltaic roof panels and ground source heat pumps, into new projects. Design assistance is available for retrofitting projects.

Other ways that PG&E works with its residential customers and local jurisdictions to promote energy conservation include:

- Online home energy analysis that allows customers to identify energy waste.
- Consumer information containing a variety of tips for saving energy during winter heating and summer cooling periods.
- The SmartAC program that helps prevent power interruptions by reducing the energy air conditioners use automatically in case of a state or local supply emergency.
- The ClimateSmart program that allows residential customers the opportunity to assist in funding new GHG emissions reduction projects in California in order to reduce personal impacts on climate change.
- Consumer information on how to keep pools clean, warm, and energy efficient.



- The Cool Roof program with rebates to residential customers who replace their roofs with approved materials that reflect the sun's energy.
- Rebates to buy down the cost of electrical appliances and products to encourage energy efficiency.
- Energy- and money-saving programs for multifamily properties The programs encourage solar water heating and 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.

### **Energy and Conservation Action Strategy**

In 2021, the City adopted a new Energy and Conservation Action Strategy (ECAS). The ECAS sets a substantial GHG emissions reduction target for 2035 to align with statewide emissions reduction goals. To meet the State's GHG emissions reduction target of 40 percent below 1990 levels by 2030 and demonstrate substantial progress toward meeting the State's target of 80 percent below 1990 levels by 2050, the City's ECAS reduction target is 470,861 metric tons of carbon dioxide equivalent (MT CO<sub>2e</sub>) by 2035. After accounting for federal and State regulatory GHG emissions reductions, such as those identified in the Building Code, the City's local GHG emissions 2035 reduction target is reduced to approximately 285,333 MT CO<sub>2e</sub> by 2035.

The 2021 ECAS builds on the strategies and measures established by the City's 2015 ECAS, identifies greenhouse gas emissions reduction targets, and develops locally applied actions to reduce greenhouse gas emissions from communitywide activities related to the following categories—transportation, residential energy, nonresidential energy, water and wastewater, solid waste disposal, off-road equipment, and carbon storage provided by open spaces. See **Program HE-21. Energy Conservation.**

### **Conservation Policies for Residential Developments**

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

- Encouraging mixed neighborhoods where daily destinations, such as parks, schools, and grocery stores, are within a quarter mile of residences.
- Placing residential developments, including affordable housing, near high quality transit.
- Implementation of transportation demand management strategies in residential projects.
- Include tree planting requirements for residential projects to provide trees and shade for residents.

The City's Land Use and Development Code also includes strategies to reduce energy use, such as:

- Providing streets in new residential developments that are oriented to optimize access to solar energy for abutting development, including that most local streets in single-unit and two-unit residential development must be oriented easterly-westerly.
- Requiring the roof pitch of new homes to consider solar orientation to provide maximum energy efficiency for future solar panel installation.
- Requiring at least 50 percent of the parking areas that are not landscaped to be shaded to reduce ambient surface temperatures in these areas.

See Program HE-21. Energy Conservation.

### **Priority for Water and Sewer Providers**

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

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

Per **Program HE-22**, the City, in its capacity as the water and sewer service provider, will grant priority for service allocations to proposed developments that include housing units affordable to lower-income households.

## 7 EVALUATION OF THE PREVIOUS HOUSING ELEMENT

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Government Code Section 65588 requires that local governments review the effectiveness of the Housing Element goals, policies, and related actions to meet the community's special housing needs. This chapter provides a review of the City's accomplishments implementing the housing policies and programs in the 2015-2023 Housing Element. To develop an effective housing plan for the 2023 to 2031 period, the City must assess the effectiveness of its previous housing programs and determine the continued appropriateness of such programs in addressing housing adequacy, affordability, and availability issues. As shown in **Table 7-1**, between 2015 and the end of 2021, Vacaville constructed 2,936 residential dwelling units. While the total units produced during this timeframe exceeded the Regional Housing Needs Allocation (RHNA) of 1,084 units, the City was short of the total goal for the very low- and low-income housing categories. **Table 7-2** includes each program action, as written in the City's 2015-2023 Housing Element with a summary of the progress made by the City in implementing each program.

### Efforts to Address Special Housing Needs

Special-needs populations include farmworkers, large families, female-headed single-parent households, people experiencing homelessness, persons with disabilities, seniors, and households with extremely low incomes. As shown in greater detail in **Table 7-2**, the City made a diligent, consistent effort to achieve its housing goals that address special housing needs through the implementation of policies and programs from the 2015-2023 Housing Element. Following is a summary of the effectiveness of programs for special housing needs.

- The City's Housing Authority successfully applied for 11 Veterans Affairs Supportive Housing (VASH) Housing Choice Vouchers to serve chronically homeless veterans at 15 percent Area Median Income (AMI) from the Department of Housing and Urban Development (HUD) for the Rocky Hill Veterans Housing project, which was completed in December 2018. Other funding sources to support units below 30 percent AMI for this project were State Veterans Housing and Homeless Prevention (VHHP) program funds. The project includes on-site supportive services, including case management, job training, financial assistance classes, among other related courses targeted to assist chronically homeless and all residents.
- The City approved the Oak Grove Apartments on March 22, 2022. The project includes 60 apartment units dedicated to affordable age-restricted senior housing. All units will be available to seniors ages 55 and older earning 50 percent or less of the AMI, with the exception of one manager unit. The project includes 53 units reserved for households earning 30 percent or less of the AMI and 13 units reserved for households earning 40 percent or less of the AMI. The units will assist those people living with disabilities,

including formerly homeless individuals and families. The development is proposed to include 18 Permanent Supportive Housing units with case management for special-need populations.

- The City entered into a Disposition Development and Loan Agreement with Petaluma Ecumenical Properties (PEP Housing) in 2017 to develop a city property at 220 Aegean Way as an affordable housing project known as Pony Express Senior Housing. Completion of construction expected in February 2023. The 60-unit project will be leased exclusively to low-income seniors, with some units being reserved specifically for senior veterans. Affordability levels will be set as 13 at 30 percent AMI, 14 at 50 percent AMI, and 32 at 60 percent AMI. The project will include a Wellness Center that will connect residents to healthcare staff and other community members.
- The City was awarded \$500,000 through the HOME program for First-Time Homebuyer Loans for low-income individuals and families In 2020. The funding has been delayed from the California Department of Housing and Community Development (HCD) and is anticipated to be available in autumn 2022 to aid new homebuyers with down payment assistance.
- The City negotiated with the new owners of a 65-unit affordable housing property called the Vaca Gables Apartment to extend the existing City loan and affordability restriction. While the owner seeks state tax credit and/or other funding to rehabilitate the property, the City will be extending an affordability restriction for an additional 55 years.
- The City approved a new ownership entity, property management company, and accepted pay off of modified debt owed to the City as well as the sale of City-owned land to support the preservation of 134 affordable units at Lincoln Corner Apartments and 65 affordable units at Vacaville Meadows Apartments. The owner has since refinanced to obtain financing to rehabilitate the properties.
- The City completed a Comprehensive Housing Strategy in June 2022 that identifies housing gaps and provides strategies to encourage the development of a variety of housing types, including affordable housing, senior housing, and transitional or supportive housing. These strategies are incorporated into the 2023-2031 Housing Element. The Comprehensive Housing Strategy is provided as **Appendix 5**.
- The City's Housing Authority was allocated 1,365 Section 8 Housing Choice Vouchers that includes 50 Family Unification Program Vouchers awarded in 2011; 41 Veterans Affairs Supportive Housing Vouchers awarded in 2015, 2017, 2018, and 2020; 101 Mainstream Program Vouchers awarded in 2019 and 2020; and 31 Emergency Housing Vouchers awarded in 2021.
- The City continued to allow for reduced processing time and streamlined procedures for special-needs housing land use applications on a project-by-project basis.

- In July 2022, the City approved a Disposition, Development, and Loan Agreement with Habitat for Humanity to develop a site at Scroggins Court and East Monte Vista Avenue with eight single family attached residences, one single family detached residence, and five ADUs, subject to completion of the formal project entitlement process. To serve larger households, five of the nine single-family homes will be three-bedroom units and the other four will be four-bedroom units.

**TABLE 7-1      PROGRESS MADE IN MEETING 2015-2023 RHNA**

Year	Very Low Income	Low Income	Moderate Income	Above Moderate Income
<b>RHNA</b>	<b>287</b>	<b>134</b>	<b>173</b>	<b>490</b>
2015	20	46	158	212
2016	-	-	160	177
2017	14	26	214	63
2018	-	-	1	205
2019	-	3	-	378
2020	-	10	32	636
2021	27	33	-	521
<b>Totals by Category</b>	<b>61</b>	<b>118</b>	<b>565</b>	<b>2,192</b>
<b>Total RHNA</b>	<b>1,084</b>			
<b>Total Units</b>	<b>2,936</b>			

Source: City of Vacaville Annual Element Progress Report, 2021.

TABLE 7-2 REVIEW OF PREVIOUS PROGRAMS

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p>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.</p>	<p>The City continues to use the Density Bonus provisions to ensure an increased share of affordable units.</p> <p>In December 2018, the <b>Rocky Hill Veterans Housing</b> project was completed. It includes 24 units at 60 percent Area Median Income (AMI) and 14 units at 30 percent AMI and one manager's unit. The property is zoned RH (High-Density Residential), which allowed a maximum density of 24 units per acre. The project was granted a density bonus of 5 units above the permitted density. The project resulted in a density of 27 units per acre. This project meets the housing needs of veterans, including chronically homeless veterans. The Vacaville Housing Authority successfully applied for 11 Veterans Affairs Supportive Housing (VASH) Housing Choice Vouchers (HCVs) to serve chronically homeless veterans at 15 percent AMI from the Department of Housing and Urban Development (HUD). Other funding sources to support units below 30 percent AMI for this project were State Veterans Housing and Homeless Prevention (VHHP) program funds. The unit mix contains one-bedroom, three-bedroom, and four-bedroom units. The project includes on-site supportive services, including case management, job training, financial assistance classes, among other related courses targeted to assist chronically homeless and all residents.</p> <p>On November 13, 2018, City Council approved a Density Bonus request for <b>The Pony Express Senior Housing Project</b> at 220 Aegean Way to increase the maximum allowable density from 24 to 33 dwelling units per acre, an approximately 37 percent increase from the maximum density. The application also included requests for exceptions to development standards for parking, fencing height, and trash enclosure location. Construction commenced in July 2021 and is expected to be completed by May 2023. The 60-unit project will be leased exclusively to low-income seniors, with some units being reserved specifically for senior veterans. Affordability levels will be set as: 13 at 30 percent AMI, 14 at 50 percent AMI, and 32 at 60 percent AMI. The project will include a Wellness Center that will connect residents to healthcare staff and other community members. Services may include medical, dental, and other community services. The project will also include a Community Room, providing a variety of amenities for residents. Completion of construction expected in February 2023</p> <p>On February 8, 2022, the City Council approved a Density Bonus request for <b>Allison Apartments</b>, at the corner of Nut Tree Parkway and Allison Drive, to increase the maximum allowable density from 24 to 50.3 dwelling units per acre. This is a 110 percent increase in maximum density. The application also included requests for exceptions to development standards for reduced parking, decreased setback, decreased private open space, and an</p>	<p>Continue as HE-1.</p>

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
	increase in building height. Affordability levels will be set at: 27 at 30 percent AMI, 14 at 50 percent AMI, 67 at 60 percent AMI, 26 at 80 percent AMI, and 1 manager’s unit.	
H.1 – 12- 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.	The City encouraged innovative and affordable housing through the adoption of the new Accessory Dwelling Unit (ADU) ordinance in accordance with State law. On January 22, 2019, the City Council adopted Ordinance 1936, which furthered affordable housing opportunities by adopting new residential design requirements. The new ordinance encourages duplexes on corner lots and requires new residential projects to include at least one house plan that can accommodate an attached ADU.	Continue as HE-3. Combine with Program and H.1 – 111 and modify to encourage a range of housing sizes and types to meet a variety of needs.
H.1- 1 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.	This program was completed in 2015. However, on December 8, 2015, the City Council extended the sunset date for single-family and multifamily and nonresidential projects to December 31, 2016. This program deferred single-family residence building permit fee payments until the final building inspection for the project or 6 months from when the building permit was issued, whichever occurred first. It also deferred building permit fee payment until the occupancy of a multifamily dwelling units, or the occupancy of a nonresidential development. The deferral did not reduce the Development Impact Fees paid to the City; rather it changed when the revenue would be collected.	Delete, program is no longer offered.
H. 1 – 1 4 - Review and update the development impact fee structure for residential projects.	To comply with Assembly Bill 1600, the City developed an impact fee study following the preparation of a new citywide master infrastructure and facility report. As part of this study, the City used the Standards-Based Fee Methodology, also known as Level of Service (LOS), which establishes the impact fees based on “standards,” and where costs are calculated on the existing LOS provided to the community. As part of the study, pending policy decisions include evaluating factors that may adversely impact development and evaluating the services/amenities included in the development impact fees. The report was adopted in June 2022.	Continue as HE-14.
H. 1 – 1 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	The City continues to increase the affordable housing stock by working with developers on new projects.  <b>Kimme’s Place Apartments</b> were completed in 2016. The project included 10 rehabilitated units and 56 demo/newly constructed units with affordability levels at 30 percent, 50 percent, and 60 percent of AMI.	Continue. Combine with Programs H. 1 – 1 5, H. 2 – 1 7, and H.3 – 1 5.

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p>percent of median. 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.</p>	<p>In 2017, the City entered into a Disposition Development and Loan Agreement with Petaluma Ecumenical Properties (PEP Housing) to develop city property for affordable housing known as <b>Pony Express Senior Housing</b>. The development is currently under construction to provide 60 senior apartments to be affordable at 29 at 30 percent AMI and 30 at 40 percent AMI. Completion of construction expected in February 2023</p> <p>In 2018, <b>Rocky Hill Veterans Apartments</b> were completed that includes 24 units at 60 percent AMI and 14 units at 30 percent AMI.</p> <p>In 2021, City Council approved an agreement with Eden Oak Grove Investors LP to develop city-owned property. The <b>Oak Grove</b> development is proposed to include 60 units of senior affordable housing. Affordability levels are proposed at or below 50 percent AMI. In 2020, City Council approved an Exclusive Negotiating Rights Agreement with CFY Development, Inc. to develop City-owned property as a mixed-income affordable housing project.</p> <p>The City approved a Density Bonus request for the proposed <b>Allison Apartments</b>, at the corner of Nut Tree Parkway and Allison Drive, to increase the maximum allowable density from 24 to 50.3 dwelling units per acre. This is a 110 percent increase in maximum density. The application also included requests for exceptions to development standards. The 135-unit project will be 100 percent affordable with the following mix: 27 units at 30 percent AMI, 14 units at 50 percent AMI, 67 units at 60 percent AMI, 26 units at 80 percent AMI, and one manager's unit. The City Council approved a Disposition, Development, and Loan Agreement and project entitlements in 2022.</p> <p>In 2020, City Council approved an Exclusive Negotiating Rights Agreement with <b>Habitat for Humanity to develop affordable homeownership housing on City-owned property</b>. The development is planned for a 14-unit residential subdivision of 9 single-family homes and 5 accessory dwelling units. The 9 single-family homes will be sold to households earning at or less than 80 percent AMI. The City Council approved a Disposition, Development, and Loan Agreement in 2022.</p> <p>On March 29, 2017, the City entered into a Disposition Development and Loan Agreement with PEP Housing to develop city property at 220 Aegean Way as the affordable housing project, <b>Pony Express Senior Housing</b>. On November 13, 2018, City Council approved a Density Bonus request to increase the maximum allowable density from 24 to 33 dwelling units per acre, an approximately 37 percent increase from the maximum density. The application also included requests for exceptions to development standards for parking, fencing height, and trash enclosure location. Construction began in 2021. The 60-unit project will be leased exclusively to low-income seniors, with some units being reserved specifically for senior</p>	



2015-2023 Programs	Implementation Status	Continue, Modify, Delete
	<p>veterans. Affordability levels will be set as: 13 at 30 percent AMI, 14 at 50 percent AMI, and 32 at 60 percent AMI. The project will include a Wellness Center that will connect residents to healthcare staff and other community members. Services may include medical, dental, and other community services. The project will also include a Community Room, providing a variety of amenities for residents. Completion of construction expected in February 2023</p> <p>On September 28, 2021, the City Council approved a Disposition, Development, and Loan Agreement (DDLA) for the development of affordable housing on City-owned property at Allison Drive. The site is across from the Vacaville Transportation Center (a regional transit station) in central Vacaville. On February 8, 2022, the City Council approved a Density Bonus request for <b>Allison Apartments</b>, at the corner of Nut Tree Parkway and Allison Drive, to increase the maximum allowable density from 24 to 50.3 dwelling units per acre. This is a 110 percent increase in maximum density. The application also included requests for exceptions to development standards. The 135-unit project will be 100 percent affordable with the following mix: 27 units at 30 percent AMI, 14 units at 50 percent AMI, 67 units at 60 percent AMI, 26 units at 80 percent AMI, and one manager's unit.</p> <p>On March 22, 2022, City Council approved the 60-unit <b>Oak Grove Apartments</b>, a proposed apartment complex for affordable age-restricted senior housing on a 2.11-acre site, at 475 W. Monte Vista Avenue. All units will be available to seniors age 55+ earning 50 percent or less of the AMI) with the exception of one manager's unit. The proposal includes 53 units reserved for households earning 30 percent or less of the AMI and 13 units reserved for households earning 40 percent or less of the AMI. The units will assist those people living with disabilities, including formerly homeless individuals and families. The development is proposed to include 18 Permanent Supportive Housing units with case management for special-need populations.</p>	
<p><b>H. 1 – I 6</b> - 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.</p>	<p>The City continues to allow for reduced processing time and streamlined procedures for special-needs housing land use applications on a project-to-project basis.</p>	<p>Continue as HE-11 and modify to expand to all housing and particularly multifamily and special needs housing.</p>

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p>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.</p>	<p>The City continued to encourage affordable housing managers to provide preferential treatment to victims of domestic violence, youth aging out of foster care, the developmentally disabled, and single parents.</p> <p>In December 2018, the <b>Rocky Hill Veterans Housing</b> project was completed. It includes 24 units at 60 percent AMI and 14 units at 30 percent AMI and one manager’s unit. The property is zoned RH (High-Density Residential), which allowed a maximum density of 24 units per acre. The project was granted a density bonus of 5 units above the permitted density. This project meets the housing needs of veterans, including chronically homeless veterans. The Vacaville Housing Authority successfully applied for 11 VASH HCVs to serve chronically homeless veterans at 15 percent AMI from HUD. Other funding sources to support units below 30 percent AMI for this project were VHHP program funds. The unit mix contains one-bedroom, three-bedroom, and four-bedroom units. The project includes on-site supportive services, including case management, job training, financial assistance classes, among other related courses targeted to assist chronically homeless and all residents.</p> <p>On March 22, 2022, City Council approved the 60-unit <b>Oak Grove Apartments</b>, a proposed apartment complex for affordable age-restricted senior housing on a 2.11-acre site, at 475 W. Monte Vista Avenue. All units will be available to seniors age 55+ earning 50 percent or less of the AMI, with the exception of one manager’s unit.</p> <p>On March 29, 2017, the City entered into a Disposition Development and Loan Agreement with PEP Housing to develop city property at 220 Aegean Way as the affordable housing project, <b>Pony Express Senior Housing</b>. On November 13, 2018, City Council approved a Density Bonus request to increase the maximum allowable density from 24 to 33 dwelling units per acre, an approximately 37 percent increase from the maximum density. The application also included requests for exceptions to development standards for parking, fencing height, and trash enclosure location. As of April 2022, Pony Express is currently under construction. The 60-unit project will be leased exclusively to low-income seniors, with some units being reserved specifically for senior veterans. Affordability levels will be set as 13 at 30 percent AMI, 14 at 50 percent AMI, and 32 at 60 percent AMI. The project will include a Wellness Center that will connect residents to healthcare staff and other community members. Services may include medical, dental, and other community services. The project will also include a Community Room, providing a variety of amenities for residents. Completion of construction expected in February 2023.</p>	Delete

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p>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.</p>	<p>On February 22, 2022, the City Council moved to adopt the new Vacaville Land Use and Development Code with an effective date that will be tied to the future adoption of the updated Zoning Map by the City Council later in 2022. However, it does not include incentives for accessible design features in new residential development.</p>	Delete
<p>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.</p>	<p>To ensure military families at the Travis Air Force Base have housing options, the City has worked with developers to construct affordable units.</p> <p>In December 2018, the <b>Rocky Hill Veterans Housing</b> project was completed. It includes 24 units at 60 percent AMI and 14 units at 30 percent AMI and one manager's unit. The property is zoned RH (High-Density Residential), which allowed a maximum density of 24 units per acre. The project was granted a density bonus of 5 units above the permitted density. This project meets the housing needs of veterans, including chronically homeless veterans. The Vacaville Housing Authority successfully applied for 11 VASH HCVs to serve chronically homeless veterans at 15 percent AMI from HUD. Other funding sources to support units below 30 percent AMI for this project were VHHP program funds. The unit mix contains one-bedroom, three-bedroom, and four-bedroom units. The project includes on-site supportive services, including case management, job training, financial assistance classes, among other related courses targeted to assist chronically homeless persons and all residents.</p> <p>An <b>8.4-acre property at Vanden Road</b> was donated to the City in 2002 by the Zocchi family for development of military housing. The City will continue to work on developing the site.</p>	Continue as HE-2. Continue. Combine with H. 3 – I 11. Modify to expand support for groups with special housing needs.
<p>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 multifamily development.</p>	<p>To facilitate the development of apartments, the City continues to permit Residential Overlay districts within commercially zoned lands. If the project is composed of residential units only, the development must be constructed to medium- or high-density residential densities.</p> <p>In 2018, City Council adopted Ordinance 1933 amending the zoning map from General Commercial to General Commercial with a Residential Overlay for the <b>Pony Express Senior Housing Project</b>. On November 13, 2018, City Council approved a Density Bonus request to increase the maximum allowable density from 24 to 33 dwelling units per acre, an approximately 37 percent increase from the maximum density. The application also included requests for exceptions to development standards for parking, fencing height, and trash enclosure location. Construction began in 2021 and is expected to be completed by the end of 2022. The 60-unit project will be leased exclusively to low-income seniors, with some units being reserved specifically for senior veterans. Affordability levels will be set as 13 at 30 percent</p>	Delete

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
	<p>AMI, 14 at 50 percent AMI, and 32 at 60 percent AMI. The project will include a Wellness Center that will connect residents to healthcare staff and other community members. Services may include medical, dental, and other community services. The project will also include a Community Room, providing a variety of amenities for residents. Completion of construction expected in February 2023.</p> <p>On April 12, 2022, the City Council approved Ordinance 1973 amending the zoning map from Neighborhood Commercial to Neighborhood Commercial with a Residential Overlay for the <b>Oak Grove Senior Housing Project</b>. The Oak Grove Apartments consist of a 60-unit apartment complex for affordable age-restricted senior housing on a 2.11-acre site at 475 W. Monte Vista Avenue. All units will be available to seniors age 55+ earning 50 percent or less of the AMI, with the exception of one manager's unit.</p>	
<p><b>H. 1 – I 11</b> - 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.</p>	<p>The City continues to seek programs and work with developers to increase the supply of three- and four-bedroom units.</p> <p>An <b>8.4-acre property at Vanden Road</b> was donated to the City in 2002 by the Zocchi family for development of military housing. As of March 2022, the City is continuing to work on developing the property to serve military households.</p> <p>In December 2018, the <b>Rocky Hill Veterans Housing</b> was completed. It includes 24 units at 60 percent AMI and 14 units at 30 percent AMI and one manager's unit. The property is zoned RH (High-Density Residential), which allowed a maximum density of 24 units per acre. The project was granted a density bonus of 5 units above the permitted density. This project meets the housing needs of veterans, including chronically homeless veterans. The Vacaville Housing Authority successfully applied for 11 VASH HCVs to serve chronically homeless veterans at 15 percent AMI from HUD. Other funding sources to support units below 30 percent AMI for this project were VHHP program funds. The unit mix contains 1-bedroom, 3-bedroom, and 4-bedroom units. The project includes on-site supportive services, including case management, job training, financial assistance classes, among other related courses targeted to assist chronically homeless and all residents.</p> <p>In July 2022, the City approved a Disposition, Development, and Loan Agreement with <b>Habitat for Humanity</b> to develop a site at Scroggins Court and East Monte Vista Avenue with eight single family attached residences, one single family detached residence, and five ADUs, subject to completion of the formal project entitlement process. To serve larger households, five of the nine single-family homes will be three-bedroom units and the other four will be four-bedroom units.</p>	<p>Continue as HE-3, combine with H.1 – I2. and modify to encourage a range of housing sizes and types to meet a variety of needs.</p>

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p><b>H. 1 – I 12</b> - Strengthen anti-NIMBY protections including no-net loss housing development capacity requirements.</p>	<p>The City continues to comply with SB 166 regarding no-net-loss housing development capacity requirements.</p>	<p>Continue as HE-8. Modify to focus on maintaining an inventory of adequate sites and compliance with no-net-loss requirements.</p>
<p><b>H. 1 – I 13</b> - 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.</p>	<p>By approving Resolution No. 1897, the City implemented the rezoning of the Opportunity Hill Master Plan to allow up to 65 dwelling units per acre within the Urban High Density (RUHD) Residential Overlay District.</p>	<p>Delete, program completed.</p>
<p><b>H. 1 – I 14</b> - 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.</p>	<p>To facilitate the production of affordable housing on smaller-lot divisions, the City Council adopted Ordinance 1936 adopting new residential design requirements. The new ordinance encourages duplexes on corner lots to provide more affordable housing opportunities and relaxes lot coverage and setback requirements to support development on small lots. Lastly, it requires each new residential project to include at least 1 house plan that can accommodate an attached accessory dwelling unit. The City is currently in the process of adopting an updated Land Use and Development Code, which permits duplexes in all single-family residential zoning districts pursuant to Senate Bill 9 (2022) and includes requirements for small-lot subdivisions (see Chapter 14.09.060, Residential Zoning Districts).</p>	<p>Delete</p>
<p><b>H. 1 – I 15</b> - 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.</p>	<p>On August 11, 2015, the City Council approved the new General Plan. As part of this effort, the permitted density range for the High-Density Residential land use designation was amended to 20.1 to 24 units per acre.</p>	<p>Delete, program completed.</p>
<p><b>H. 1 – I 16</b> - 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.(Program HE-15)</p>	<p>The City continues to monitor changes in State law. Seventeen housing bills were approved and went into effect in 2020. City staff is currently reviewing the legislation to ensure that City ordinances are consistent with State law. In 2020, the City Council adopted Ordinance 2020-032, amending Chapter 14.09.122, Accessory Dwelling Units, of the Land Use and Development Code, and amended the City's development impact fees to demonstrate compliance with 2020 accessory dwelling unit law.</p>	<p>Continue as HE-15 and modify to list the necessary amendments to the planning regulations identified in the housing element</p>

CITY OF VACAVILLE  
 VACAVILLE GENERAL PLAN  
 HOUSING ELEMENT

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
H. 1 – I 17 - Implement California energy conservation standards.	As part of the General Plan update process, the City adopted a climate action plan that includes policies addressing energy conservation. The Community Development Building Department continues to enforce energy conservation standards as part of the permitting process for all residential projects.	Continue as HE-21 and combine with H.1 - I18, H.1 - I19 and H.1 - I20
H. 1 – I 18 - Implement the California Green Building Standards Building Code.	The City continues to implement the California Green Building Code.	Continue as HE-21 and combine with H.1 - I7, H.1 - I9 and H.1 - I20
H. 1 – I 19 - Encourage energy-conserving development patterns.	As part of the effort to encourage energy-conserving development patterns, the City Council also adopted a climate action plan entitled the Energy and Conservation Action Strategy (ECAS). The ECAS contains several greenhouse gas-reduction measures, including Measure LU-3, which requires that new neighborhoods be based on traditional residential development patterns (i.e., interconnected streets or a grid pattern) in a variety of densities with a pedestrian-friendly network of streets and parks, unless prohibited by topographical conditions or other site-specific constraints.	Continue as HE-21 and combine with H.1 - I17, H.1 - I18 and H.1 - I20
H. 1 – I 20 - Encourage energy conservation through energy-reducing landscaping, orientation and configuration of buildings, site, and other factors affecting energy use.	As part of this effort to encourage energy conservation, City Council also adopted a climate action plan entitled the Energy and Conservation Action Strategy (ECAS). The ECAS contains several greenhouse gas-reduction measures that address reducing energy consumption through landscaping, orientation, and configuration of buildings, and other factors affecting energy use.  In 2016, the <b>Callen Street Phase II project, Kimmie's Place</b> , at 1437 Callan Street, was completed. The project included 10 rehabilitated units and 56 newly constructed units. Each unit has been significantly rehabilitated to be more energy efficient.	Continue as HE-21 and combine with H.1 - I7, H.1 - I18 and H.1 - I19
H. 1 – I 21 - Continue to allow manufactured homes on foundations on residential land, subject to the same development standards as site-built housing.	The City's Land Use and Development Code continues to permit the construction of manufactured homes in single-family zoning districts and ensures they are subject to the same design review process as a site-built house.	Delete, not needed as a program. City will continue to comply with this and other State housing laws.
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.	During the timeframe of the Housing Element, there were no known treatment capacity or water allocation shortfalls that impeded residential development.	Continue as HE-22

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p><b>H. 1 – I 23</b> - The City of Vacaville will conduct an affordable housing impact fee study that considers the Community Facilities District fees for multi-family developments.</p>	<p>To comply with Assembly Bill 1600, the City developed an impact fee study to determine whether the City's Community Facilities Fee imposes a governmental constraint on the production of multifamily developments. As part of this study, the City used the Standards-Based Fee Methodology, also known as, Level of Service (LOS), which establishes the impact fees based on "standards," and where costs are calculated on the existing LOS provided to the community. As part of the study, pending policy decisions include evaluating factors that may adversely impact development and evaluating the services/amenities included in the development impact fees. The report is expected to be adopted in June 2022.</p>	Delete
<p><b>H. 2 – I 1</b> - Continue to enforce housing affordability agreements between the owners and the City.</p>	<p>The City monitors all properties under affordability agreements between owners and the City to ensure that projects are in compliance. Currently, the City loan portfolio consists of 159 loans covering 988 multifamily and 111 single-family units. Loans were used for construction or acquisition and rehabilitation of affordable multifamily housing; owner-occupied rehabilitation; and first-time homebuyer assistance that include affordability agreements. These affordability agreements are monitored annually and enforced as needed.</p>	Continue as HE-27. Add requirements for at-risk properties. Combine with Program H. 2 – I 6.
<p><b>H. 2 – I 2</b> - 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.</p>	<p>The City continues to operate below-market rate loans for housing occupied by lower-income owners and renters as funding is available. During 2019, three HOME First-Time Homebuyer Down Payment Assistance loans were funded. In addition, negotiations for affordable apartment developments occurred and included discussion of potential City loans to the developments. In November 2020, the City was awarded \$500,000 from the State Department of Housing and Community Development (HCD) for a HOME First-Time Homebuyer program. The HCD funding has been delayed and is anticipated to be available in spring 2022 to aid new homebuyers with down payment assistance.</p>	Continue as HE-23.
<p><b>H. 2 – I 3</b> - Continue to operate and expand the HUD funded Housing Choice Voucher Program to preserve the stock of existing housing.</p>	<p>The Housing Authority continues to administer the Section 8 Housing Choice Voucher program that includes 1,245 HCVs awarded in:</p> <ul style="list-style-type: none"> <li>2011: 50 Family Unification Program (FUP) Vouchers</li> <li>2015-2019: 26 VASH Vouchers</li> <li>2019-2020: 26 Mainstream Program (MS5) Vouchers</li> <li>2021: 31 Emergency Housing Vouchers</li> </ul>	Continue as HE-33. Combine with H. 3-I 4.

CITY OF VACAVILLE  
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2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p>H. 2 – 14 - Continue to enforce the Public Nuisance Ordinance (PNO) to encourage property maintenance and to promote improved quality of life in Vacaville's communities.</p>	<p>To encourage property maintenance and to promote improved quality of life in Vacaville's communities, the City continues to enforce the Public Nuisance Ordinance (PNO). From 2017 to 2021, the City enforcement responded to 7,928 violation cases.</p>	<p>Continue as HE-25. Incorporate fair housing objectives (target areas in greatest need and prevent displacement). Combine with Program H. 3 – 10. Add action item: Proactively improve quality of rental housing in alignment with HUD fair-housing objectives.</p>
<p>H. 2 – 15 - Continue to enforce and update the Condominium Conversion Ordinance.</p>	<p>Since 2017, the Condominium Conversion ordinance has continued to prevent the conversion of senior apartments if the senior-restricted apartment vacancy rate is below 3 percent.</p>	<p>Continue as HE-26.</p>
<p>H. 2 – 16 - 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.</p>	<p>The City tracks affordable units produced through federal and state programs and actively seeks to provide assistance to maintain affordability for potentially expiring contracts. In 2020, Vaca Gables Apartments, a 65-unit affordable housing property was set to expire. City staff negotiated with the new owners to extend the existing City loan and affordability restriction. While the owner seeks state tax credit and/or other funding to rehabilitate the property, the City will be extending an affordability restriction for an additional 55 years. In 2021, the City Council approved a new ownership entity, property management company, and accepted pay off of modified debt owed to the City as well as the sale of City-owned land to support the preservation of 134 affordable units at Lincoln Corner Apartments and 65 affordable units at Vacaville Meadows Apartments.</p>	<p>Continue as HE-27. Add requirements for at-risk properties. Combine with Program H. 2 – 11.</p>
<p>H. 2 – 17 - Support the development of Extremely Low Income rental housing by seeking additional funding sources from State and Federal resources.</p>	<p>In 2018, the Rocky Hill Veterans Apartments were completed, which includes 14 units below 30 percent AMI. As a portion of the financing, the Vacaville Housing Authority applied for and was awarded by HUD 11 VASH HCVs for the Rocky Hill Project to serve chronically homeless veterans at 15 percent AMI. Other funding sources to support units below 30 percent AMI for this property were VHHP program funds.</p> <p><b>Pony Express Apartments</b>, currently under construction, will provide 29 units to extremely low-income seniors. Completion of construction expected in February 2023. Pony Express Apartments is supported with federal Project-Based HCVs.</p> <p>In 2021, City Council approved an agreement with Eden Oak Grove Investors, LP, to develop city-owned property. The <b>Oak Grove</b> development is proposed to include 60 units of senior affordable housing. Affordability levels are proposed at or below 50 percent AMI. In 2020, City</p>	<p>Continue as HE-5. Combine with Programs H. 1 – 15 and H.3 – 15. Modify to expand efforts.</p>



2015-2023 Programs	Implementation Status	Continue, Modify, Delete
	Council approved an Exclusive Negotiating Rights Agreement with CFY Development, Inc. to develop city-owned property as a mixed-income affordable housing project.	
<b>H. 2 – I 8</b> - As funding permits, continue to Promote Community Viability through Comprehensive Neighborhood Revitalization in Target Areas.	The City is a recipient of entitlement dollars from the HUD Community Development Block Grant (CDBG) program. These funds are awarded annually with the goal to develop viable communities by providing decent housing, a suitable living environment, and opportunities to expand economic opportunities, principally for low- and moderate-income persons. In 2020, the City received a total of \$821,286 in CDBG CARES funding to prevent, prepare for, and respond to the COVID-19 pandemic. The City also received \$541,748 for the 2021-2022 program year. Funds were spent on youth development programs.	Continue as HE-25 and combine with H.2 - I4 and H.3 - I10. Modify to incorporate fair-housing objectives (place-based neighborhood conservation and revitalization).
<b>H. 2 – I 9</b> - 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.	All property purchased by the former Redevelopment Agency on Callen and Bennett Hill Court was transferred to a partnership between CFY, Inc. and Vacaville Community Housing, Inc. for the rehabilitation and new construction of 130 units of affordable housing. In December 2016, occupancy was stabilized, and permanent financing closed escrow. This project is now complete.	Delete, program completed.
<b>H. 3 – I 1</b> - 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	In 2017 and 2020, the Analysis of Impediments to Fair Housing identified impediments in the City to fair housing and provided actions taken by the City to affirmatively further fair housing opportunities and strategized future actions to ensure fair housing issues are addressed. The progress with implementing actions was reported to HUD annually in the City's Consolidated Plan/Annual Action Plan and in the City's Consolidated Annual Performance and Evaluation Report (CAPER).	Continue as HE-28 and expand to address Assembly Bill 686.
<b>H. 3 – I 2</b> - Provide technical and/or support services to non-profit agencies and other entities serving the homeless.	The City continues to take on the role as program administrator for various private, state, and federal programs that have provided funding to nonprofit agencies and other entities serving the homeless throughout Solano County. Staff has continuously provided technical and other support to service providers who are allocated funding. The City provided space to local nonprofit agencies, including, but not limited to: Vacaville Neighborhood Boys and Girls Club, Child Start, The Leaven, and Vaca Fish. In late 2020 to early 2021, the City partnered with a local nonprofit, Vacaville Solano Services Corporation, to temporarily use City property and facility for a winter sheltering program serving the homeless. On March 8, 2022, the City Council appointed two members to the 2 X 2 regional homeless subcommittee.	Continue as HE-29. Combine with Program H. 3 – I 15.

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
	<p>Until spring 2020, the City sponsored a monthly Homeless Roundtable attended by City and County staff and local nonprofits and faith-based groups. The Roundtable discussed and analyzed homeless issues in Vacaville and strategized how to use resources to better serve the homeless population needs in Vacaville. Due to the COVID-19 pandemic, this was discontinued. It is unknown whether this activity will return.</p>	
<p><b>H. 3 – I 3</b> - Continue to support the Vacaville Community Welfare Association's (VCWA) emergency voucher and other emergency housing related programs</p>	<p>When funding is available, the Vacaville Police Department's Family Resource Center works in collaboration with the Vacaville Community Welfare Association to provide one-time assistance with emergency vouchers for food, gas, and prescriptions.</p>	<p>Continue as HE-30 and modify to say City will consider expanding program (VCWA received additional funding).</p>
<p><b>H. 3 – I 4</b> - Continue to operate and expand the HUD Housing Choice Voucher Program and other related rent subsidy programs.</p>	<p>The Vacaville Housing Authority (VHA) is allocated 1,365 Section 8 HCVs that includes: 50 Family Unification Program (FUP) Vouchers awarded in 2011; 41 VASH Vouchers awarded in 2015, 2017, 2018 and 2020; 101 Mainstream Program (MS5) Vouchers awarded in 2019 and 2020; and 30 Emergency Housing Vouchers awarded in 2021. The City has taken the role as program administrator for CAP Solano, JPA, overseeing various private, state, and federal grant programs that provide funding to nonprofit agencies and other entities serving the homeless and those at risk of homelessness throughout Solano County, including Vacaville. Many of these programs include short- to medium-term rental assistance and rapid rehousing.</p>	<p>Continue as HE-33. Combine with H. 2 – I 3</p>
<p><b>H. 3 – I 5</b> - Continue to provide mortgage subsidies to increase affordability to levels below 50 percent of median. 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.</p>	<p>The City did not provide loans to developers in exchange for affordability below 50 percent of AMI. However, developers pursued their own financing and applied for these funds. The City continues to look for ways to partner with developers to deepen affordability levels.</p>	<p>Continue as HE-5. Combine with Programs H. 1 – I 5 and H. 2 – I 7. Modify to expand efforts.</p>

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p>H. 3 – I 6 - Continue to provide First Time Homebuyer opportunities through various funding mechanisms including down payment loans and homebuyers education activities.</p>	<p>During 2019, three HOME First-Time Homebuyer Down Payment Assistance first-time homebuyer loans were funded. In 2020, the City was awarded \$500,000 through the HOME program for First-Time Homebuyer Loans for low-income individuals and families. The funding has been delayed from HCD and is anticipated to be available in spring 2022 to aid new homebuyers with down payment assistance. The Vacaville Housing Counseling Center (VHCC) is a HUD-certified Housing Counseling Agency. Housing Counseling services include homebuyer education training and pre-purchase counseling to potential first-time and other homebuyers, non-delinquency post-purchase homeownership counseling for improving mortgage terms, workshops that provide a specialized curriculum in the areas of budget and credit and housing resources, and individual budget and credit counseling. Services are provided in both English and Spanish and are provided at no charge to the client. During the 2021 calendar year, VHCC was limited by COVID-19 and was unable to offer workshops; however, was able to serve 28 clients with one-to-one counseling.</p>	<p>Continue as HE-24.</p>
<p>H. 3 – I 7 - Continue to implement the relocation plan for households displaced as a result of local public action.</p>	<p>During the 5th housing cycle, there were no households displaced as a result of local public action.</p>	<p>Continue as HE-34 modify to comply with state law regarding replacement housing</p>
<p>H. 3 – I 8 - As appropriate, work to ensure that new and rehabilitated affordable units, in particular multifamily units, are developed with supportive services, such as child care, English as a second language, and job training, nearby or as a component of the development.</p>	<p>In December 2018, the <b>Rocky Hill Veterans Housing</b> apartments were completed. The project includes on-site supportive services, including case management, job training, financial assistance classes, among other related courses targeted to assist chronically homeless and all residents.</p> <p>On March 29, 2017, the City entered into a Disposition Development and Loan Agreement with PEP Housing to develop city property at 220 Aegean Way as the affordable housing project, <b>Pony Express Senior Housing</b>. As of April 2022, Pony Express is currently under construction, completion expected in February 2023. The 60-unit project will be leased exclusively to low-income seniors, with some units being reserved specifically for senior veterans. Affordability levels will be set as: 13 at 30 percent AMI, 14 at 50 percent AMI, and 32 at 60 percent AMI. The project will include a Wellness Center that will connect residents to healthcare staff and other community members. Services may include medical, dental, and other community services. The project will also include a Community Room, providing a variety of amenities for residents.</p>	<p>Continue as HE-6</p>

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p>H. 3 – I 9 - Continue to provide housing counseling assistance to residents to help preserve homeownership</p>	<p>Through the Vacaville Housing Counseling Center (VHCC), the City continues to provide counseling assistance to residents to help preserve homeownership. Housing Counseling services include homebuyer education training and pre-purchase counseling to potential first-time and other homebuyers, non-delinquency post-purchase homeownership counseling for improving mortgage terms, workshops that provide a specialized curriculum in the areas of budget and credit and housing resources, and individual budget and credit counseling. Services are provided in both English and Spanish and are provided at no charge to the client.</p> <p>The VHCC is a HUD-certified Housing Counseling Agency. Housing Counseling services include homebuyer education training and pre-purchase counseling to potential first-time and other homebuyers, non-delinquency post-purchase homeownership counseling for improving mortgage terms, workshops that provide a specialized curriculum in the areas of budget and credit and housing resources, and individual budget and credit counseling. Services are provided in both English and Spanish and are provided at no charge to the client. During the 2021 calendar year, VHCC was limited by COVID-19 and was unable to offer workshops; however, was able to serve 28 clients with one-to-one counseling.</p>	<p>Continue as HE-35.</p>
<p>H. 3 – I 10 - Continue to conduct Code compliance activities to ensure vacant homes do not become nuisances and contribute to neighborhood blight.</p>	<p>To encourage property maintenance and to promote improved quality of life in Vacaville's communities, the City continues to enforce the Public Nuisance Ordinance (PNO). From 2017 to 2021, the City enforcement responded to 7,928 violation cases.</p>	<p>Continue as HE-25 and combine with H.2 - I4 and H.2 - I8. Incorporate fair-housing objectives (target areas in greatest need and prevent displacement). Broaden program.</p>
<p>H. 3 – I 11 - Continue to address the needs of local military personnel and their families</p>	<p>An 8.4-acre property at Vanden Road was donated to the City in 2002 by the Zocchi family for development of military housing. As of March 2022, the City is continuing to work on developing this property.</p> <p>In December 2018, the <b>Rocky Hill Veterans Housing</b> was completed. It includes 24 units at 60 percent AMI and 14 units at 30 percent AMI and one manager's unit. The property is zoned RH (High-Density Residential), which allowed a maximum density of 24 units per acre. The project was granted a density bonus of 5 units above the permitted density. This project meets the housing needs of veterans, including chronically homeless veterans. The Vacaville Housing Authority successfully applied for 11 VASH HCVs to serve chronically homeless veterans at 15 percent AMI from HUD. Other funding sources to support units below 30 percent AMI for this project were VHHP program funds. The unit mix contains 1-bedroom, 3-bedroom, and 4-</p>	<p>Continue as HE-2 Continue. Combine with H. 1 - I 9. Modify to expand support for groups with special housing needs.</p>

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
	bedroom units. The project includes on-site supportive services, including case management, job training, financial assistance classes, among other related courses targeted to assist chronically homeless persons and all residents.	
<b>H. 3 – I 12</b> - 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.	Several City facilities are cooling and heating centers during times of extreme weather. Several City facilities can also operate as emergency shelters during catastrophic events such as wildfires.	Continue as HE-7 Modify to expand efforts.
<b>H. 3 – I 13</b> - Continue to participate in the Community Action Partnership of Solano (CAP Solano) to oversee the development of the Homelessness Continuum of Care	A City representative currently serves on the CAP Solano Board and is the elected Secretary. The City is the Fiscal Agent and Program Grant Administrator for CAP Solano. A City representative also sits on the Continuum of Care Board, CAP Solano JPA Tripartite Advisory Board, and participates on various sub-committees.	Continue as HE-31.
<b>H. 3 – I 14</b> - Collaborate with local faith-based organizations to develop appropriate housing and support services to implement a "Housing First" or similar type program.	The <b>Rocky Hill Veterans Apartments</b> , as a recipient of VASH vouchers, is a Housing First program. Additionally, local faith-based organizations have developed a "Navigator" program, known as "There's a Better Way," where they engage homeless persons and assist in placing them in shelters or locating resources by contacting the local Coordinated Entry System or other resources. The City Police Department, Community Response Unit (CRU), often collaborates with Navigators in assisting homeless persons in need.	Continue as HE-32 and modify to expand program to include outreach and collaboration with local partners to ensure success.
<b>H. 3 – I 15</b> - Reestablish and collaborate with the Ad-Hoc Homeless Task Force.	The Ad-Hoc Homeless Task Force was reunited as the Homeless Roundtable. The meetings are facilitated by the City of Vacaville Police Chief. The Homeless Roundtable is currently suspended due to the limitations of COVID-19 and other priority policing matters. The Vacaville Police Department has continued to collaborate with Homeless Roundtable members as appropriate through the Police Department Community Response Unit.	Continue as HE-29. Combine with Program H. 3 – I 2. Modify to reflect current efforts.
<b>H. 3 – I 16</b> - Continue to implement the City's Crime free multi-family program.	The Crime-Free Multi-Family Housing 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.	Delete.

CITY OF VACAVILLE  
 VACAVILLE GENERAL PLAN  
 HOUSING ELEMENT

2015-2023 Programs	Implementation Status	Continue, Modify, Delete
<p>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.</p>	<p>The City continues to support organizations, such as the Vacaville Neighborhood Boys and Girls Club, The Leaven, and Child Start with space and/or funding to provide after-school programs for children in low-income neighborhoods. The City continues to dedicate CDBG funds to implementing this program.</p>	<p>Continue as HE-36</p>
<p>H. 4 – I 11 - Regularly compile and analyze data relevant to housing need and affordability.</p>	<p>The Department of Housing Services conducts a vacancy and rent survey on market, below-market, and senior multifamily housing units within the city. In 2021, the City initiated a Comprehensive Housing Strategy. The Strategy will be completed in spring 2022 and will access housing needs and provide strategies to implement that will encourage development of a variety of housing types, including affordable housing.</p>	<p>Continue as HE-37.</p>
<p>H. 4 – I 2 - Evaluate the success of programs in meeting housing needs and goals in a regular and comprehensive fashion.</p>	<p>Through the Consolidated Annual Performance Evaluation Report (CAPER) for the City's CDBG program, the City evaluates progress in meeting goals for affordable housing and improvements to areas identified as low- and moderate- income.</p>	<p>Delete, program not needed.</p>
<p>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.</p>	<p>The 2021 Annual Housing Inventory Analysis is attached to the 2021 APR.</p>	<p>Delete, program not needed.</p>

## **Appendix 1: Regional Outreach Summary**

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## APPENDIX 1: REGIONAL OUTREACH SUMMARY

### INTRODUCTION

The Solano County Regional Early Action Planning (REAP) Housing Element Collaborative completed public outreach at the local and regional levels as part of the regional Solano County Collaborative effort to encourage community involvement and comply with the requirements of state law. These efforts included:

- Project Website
- Stakeholder Consultations
- Housing Element Introduction Workshops
- Housing Needs Assessment Workshops
- Fair Housing Workshops
- Community Survey

This Appendix describes regionwide public outreach activities and the input that was received as part of the regional Solano County Collaborative effort. The Outreach subsection of **Appendix 3, Regional and Vacaville Assessment of Fair Housing** describes input received from stakeholder consultations that were conducted as part of the regional Solano County Collaborative effort. **Appendix 4, Vacaville Outreach Summary** describes city-specific outreach activities and the input that was received by the City. Throughout the Housing Element update process, regionwide and city-specific input was considered by the City of Vacaville and incorporated into the City's Housing Element. Based on the input the City received, the housing programs in **Chapter 2** were tailored to address the local housing market and community needs. A detailed summary of how input was incorporated into specific programs is provided in **Chapter 1**.

### PROJECT WEBSITE

The Solano County Housing Element Collaborative project website, [www.Solhousingelements.com](http://www.Solhousingelements.com), is a clearinghouse for all information related to the project, with information in English, Spanish and Tagalog. Community members can visit the site to access all public materials; learn about the latest project updates and opportunities to get involved; sign up for email updates; and submit comments directly. The website also includes recordings of all past meetings.

The project website also includes direct links to each of the Solano County Collaborative jurisdictions' websites to promote each city's and the county's specific outreach, share updates, and highlight upcoming opportunities for involvement, including individual Housing Element meetings. The project web page launched in March 2022 and is regularly updated to reflect ongoing community input opportunities and advertise draft work products.

## STAKEHOLDER CONSULTATIONS

To ensure that each jurisdiction solicits feedback from all segments of the community, consultations were conducted with service providers and other stakeholders who represent different socioeconomic groups.

From December 2021 through April 2022, staff consulted with 10 stakeholders from 8 organizations that provide services in the Solano County region to obtain input on housing needs and programs. All stakeholders provided feedback via one-on-one interviews or with email responses. Representatives from the following organizations were interviewed:

- North Bay Housing Coalition, December 9, 2021
- Community Action Partnership Solano, Joint Powers Authority (JPA), December 14, 2021
- Legal Services of Northern California, December 22, 2021
- Fair Housing Advocates of Northern California, January 6, 2022
- Solano-Napa Habitat for Humanity, January 28, 2022
- Agency on Aging, January 24, 2022
- Urban Habitat, February 16, 2022
- North Bay Regional Center (NBRC) in April 2022

In each consultation, the stakeholders were asked all or some of the following questions, depending on the type of organization interviewed:

- Opportunities and Concerns: What 3 top opportunities do you see for the future of housing in this jurisdiction? What are your 3 top concerns for the future of housing in this jurisdiction?
- Housing Preferences: What types of housing do your clients prefer? Is there adequate rental housing in this jurisdiction? Are there opportunities for home ownership? Are there accessible rental units for seniors and persons with disabilities?
- Housing Barriers/Needs: What are the biggest barriers to finding affordable, decent housing? What are the unmet housing needs in this jurisdiction?
- Housing Conditions: How would you characterize the physical condition of housing in this jurisdiction? What opportunities do you see to improve housing in the future?
- Equity and Fair Housing: What factors limit or deny civil rights, fair housing choice, or equitable access to opportunity? What actions can be taken to transform racially and ethnically concentrated areas of poverty into areas of opportunity (without displacement)? What actions can be taken to make living patterns more integrated and balanced?
- How has COVID affected the housing situation?

Based on conversations with the Community Action Partnership Solano JPA, there is a need for more permanent supportive housing programs with wrap-around services to support unhoused individuals, populations with mental illness, and the growing number of low-income families. Stakeholders suggested that the Cities and the County leverage the existing momentum in the stakeholder organizations to create a permanent supportive housing program, where the jurisdictions can pool their resources together and equally distribute projects. One stakeholder disclosed that they have funding for assisting jurisdictions with needed affordable housing but finding adequate sites is the barrier. Stakeholders also identified that there are substantial racial disparities in housing among communities of color, recommending that jurisdictions do more through code enforcement, primarily ensuring there is water and heating in low-income housing units, or passing ordinances that protect tenants from living in substandard housing.

Based on a conversation with Fair Housing service providers, there is a need for fair housing education among landlords and tenants, specifically on the topics of enforcement of fair housing laws and rental discrimination practices. Stakeholders encouraged the jurisdictions to contract with fair housing providers to offer services such as housing resources and tenant protections to vulnerable populations such as seniors, low-income seniors, and disabled residents. Stakeholders also identified that single-family housing stock in need of rehabilitation should be acquired, repaired and rented to supplement the affordable housing shortage.

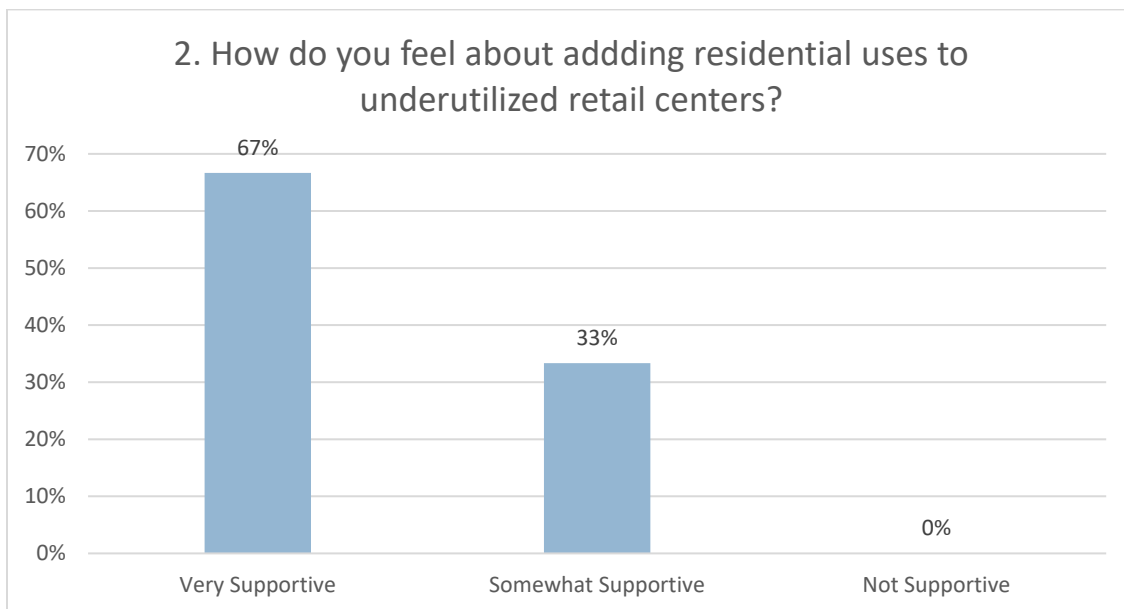
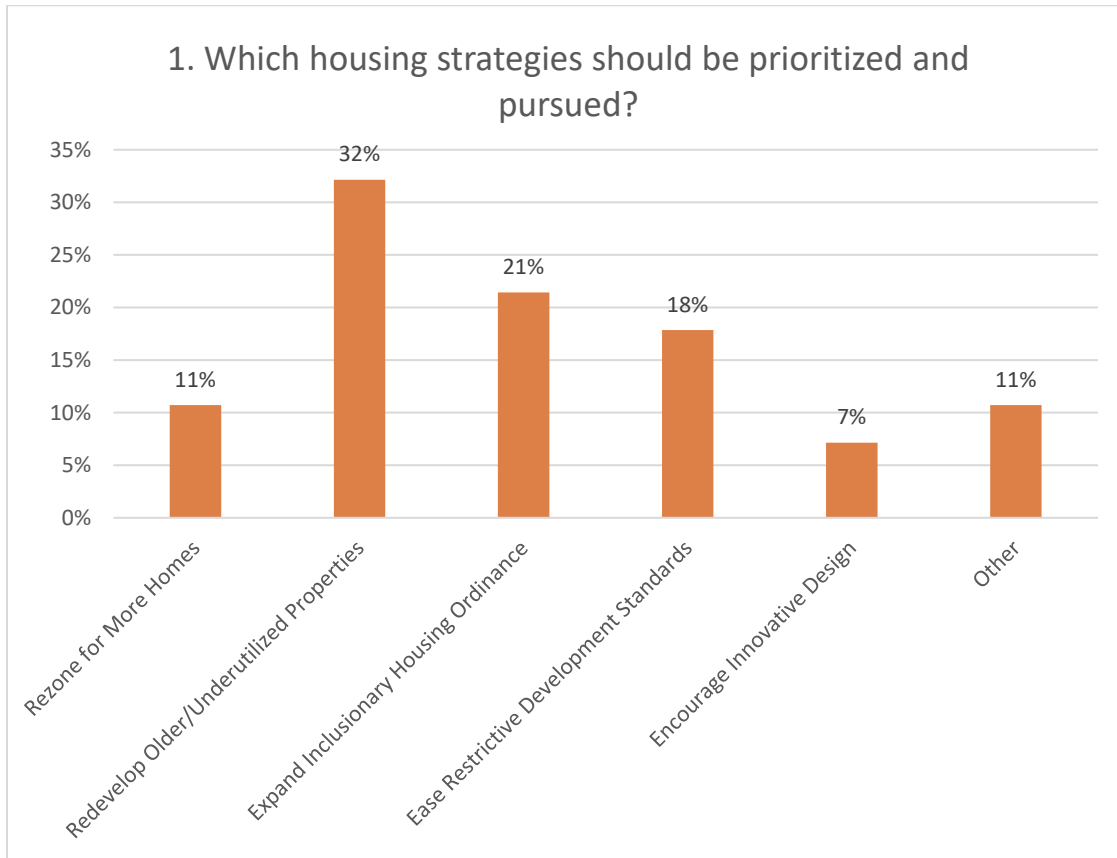
A demand that was stressed among all stakeholders was the need for more affordable housing and homeownership opportunities. Strategies for achieving this include community land trusts and mixed-use housing. Stakeholders voiced that seniors have experienced isolation as result of the COVID-19 pandemic and are in need of socialization. Housing that supports wrap-around services and is located near transit routes was identified as a strategy. Stakeholders also identified the cost of land as a barrier to developing affordable housing.

Representatives from the North Bay Regional Center and North Bay Housing Coalition expressed that residents with intellectual disabilities typically require supportive services (case management, grocery delivery, and/or other services) to be successful and may even require that a caretaker live with them. As a result, there is a need for more one- to two-bedroom affordable housing units. The lack of affordable housing in the region makes it hard to find affordable one- and two-bedroom units.

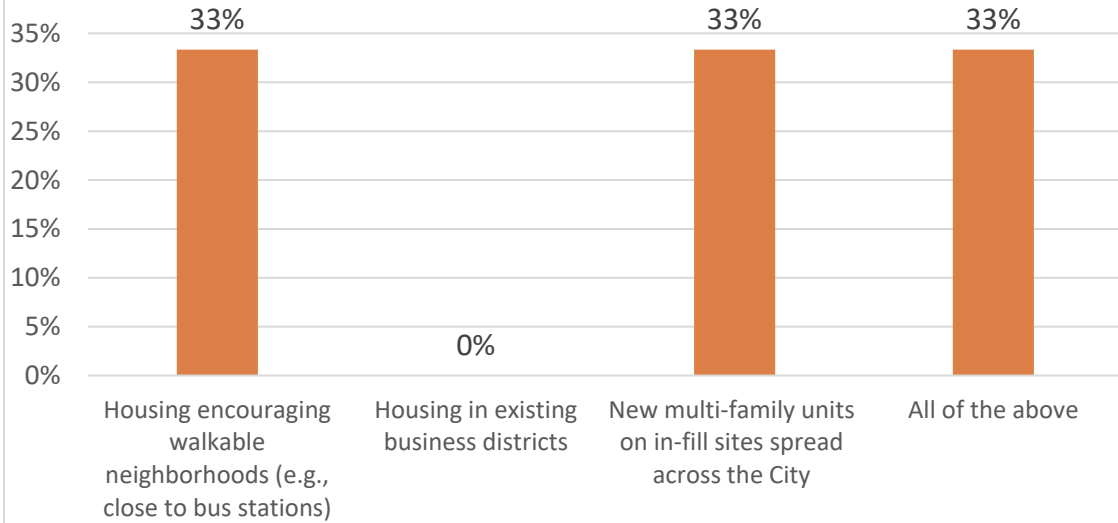
## **HOUSING ELEMENT INTRODUCTION WORKSHOPS**

The Solano County Housing Element Collaborative made diligent efforts to encourage public and stakeholder participation in the Housing Element update process at the regional and local scale. The first two workshops introduced the Housing Element requirements and process and were held during the lunch hour on Wednesday, January 26, 2022, and the evening of Thursday, January 27, 2022. There were 13 participants in attendance at the January 26 meeting, and 9 participants in attendance at the January 27 meeting. The Housing Element Introduction workshops were advertised with flyers in English, Spanish, and Tagalog. The workshops were conducted virtually to ensure accessibility for residents throughout the county and in response to the COVID-19 pandemic. The focus of these meetings was to provide high level demographic information and an overview of the Regional Housing Needs Allocation (RHNA) and to solicit input from stakeholders and the public regarding housing

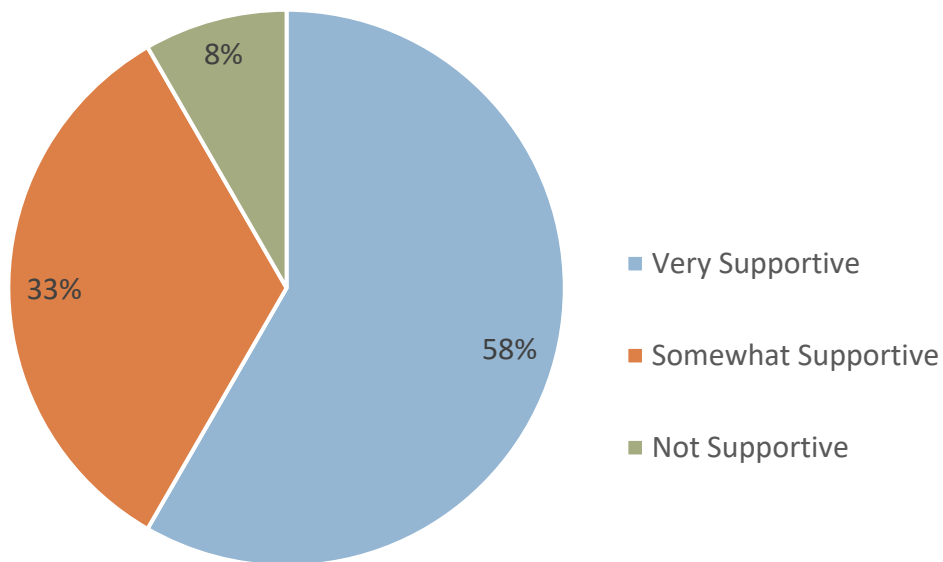
needs and opportunities. Polling was conducted as part of each workshop. The combined results are summarized in the following charts.



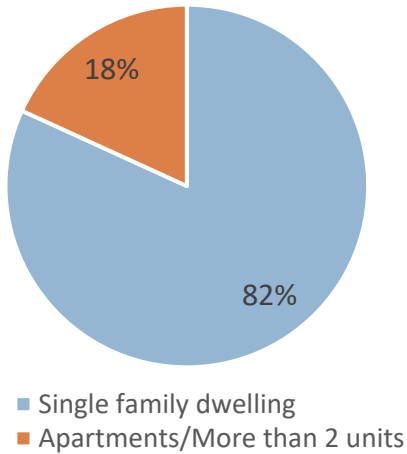
### 3. What is the most important consideration for location?



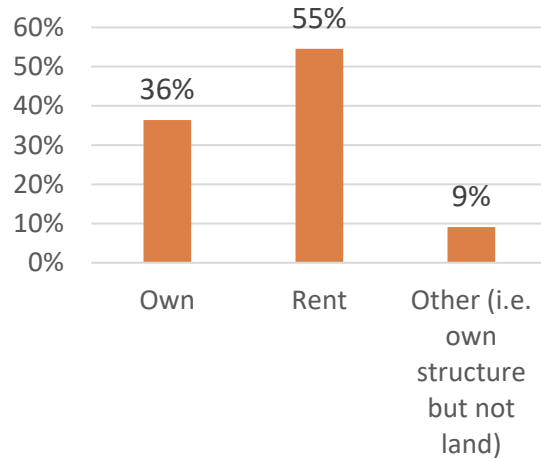
### 4. How do you feel about replacing underperforming/obsolete businesses (e.g., big box retail stores) with residential uses and/or community serving uses in retail or office centers?



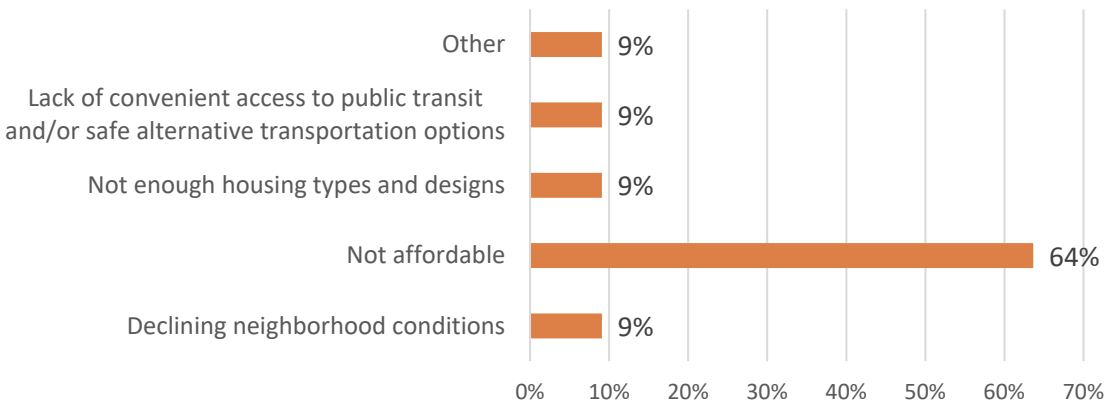
5. What type of housing do you live in?

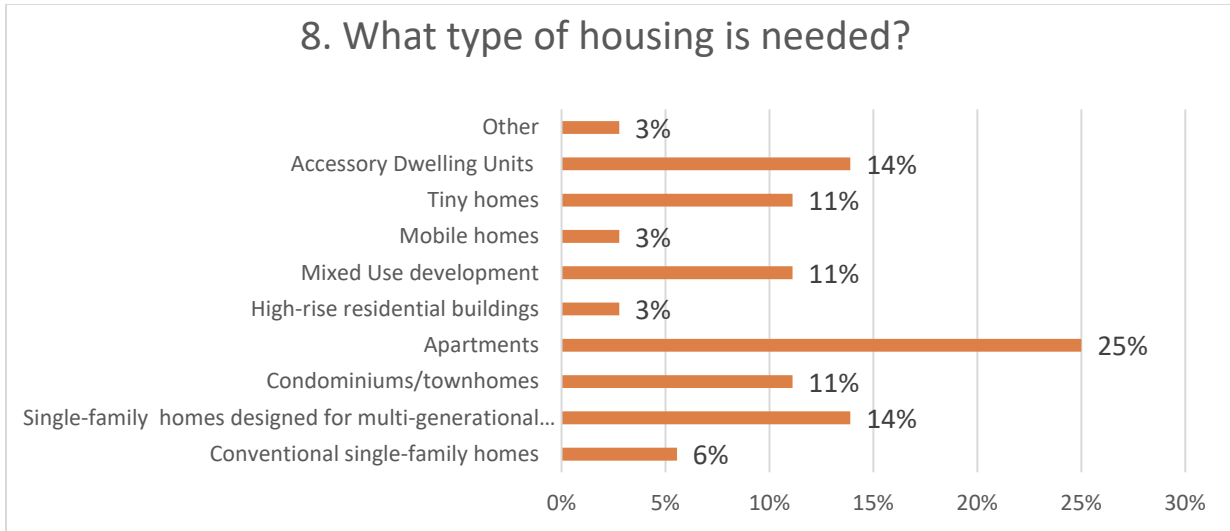


6. Do you own or rent your home?



7. What do you consider the biggest issue related to housing?



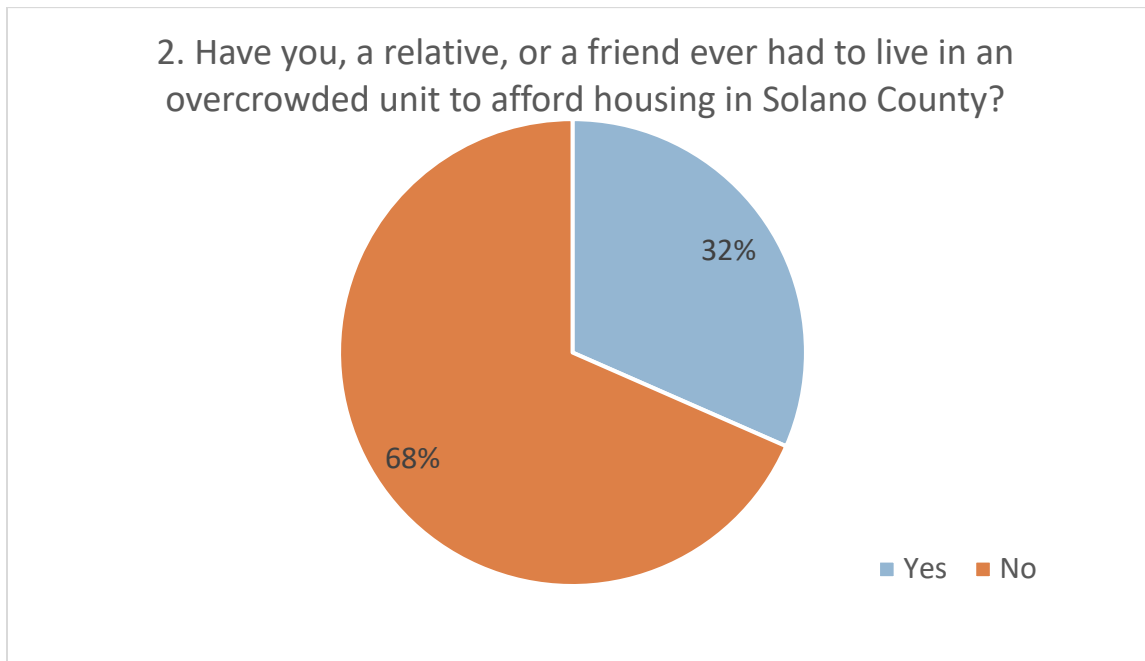
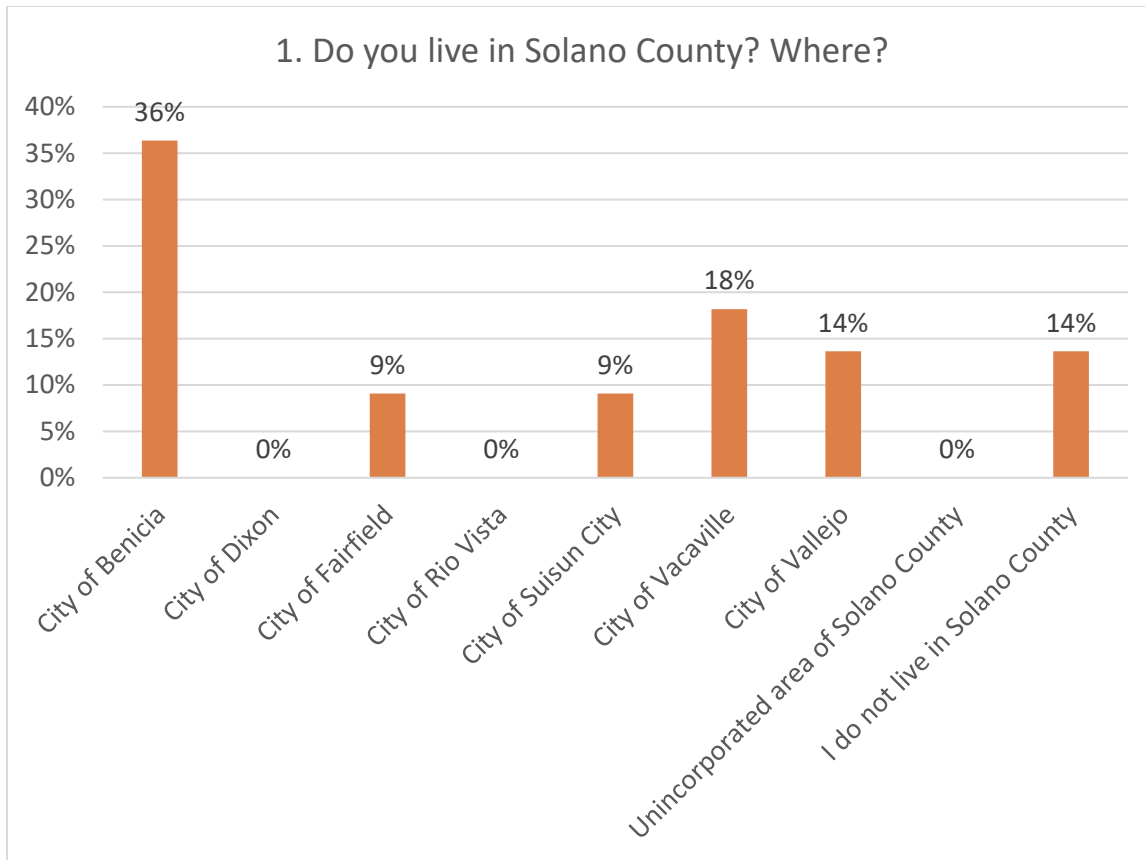


## HOUSING NEEDS ASSESSMENT WORKSHOPS

The Solano County Housing Element Collaborative held two virtual workshops to present the findings of the Housing Needs Assessment section of the Housing Element. The two workshops were advertised with flyers in English and Spanish. The workshops were conducted virtually to ensure accessibility for residents throughout the county and in response to the COVID-19 pandemic. The meetings were held on Wednesday, March 30, during the lunch hour and in the evening. Nineteen participants attended the lunch workshop, and eight participants attended the evening meeting. Spanish translation was offered at both meetings. The presentation included statistics and initial findings from the Housing Needs Assessment for individual jurisdictions as well as for Solano County as a whole. Participants identified teachers as a group with housing needs and were interested in identifying strategies for supporting Community Land Trusts, and for helping seniors to age in place. Participants were also interested in learning more about the consequences jurisdictions face if they do not meet their RHNA, and the methodologies used for identifying overcrowded units.

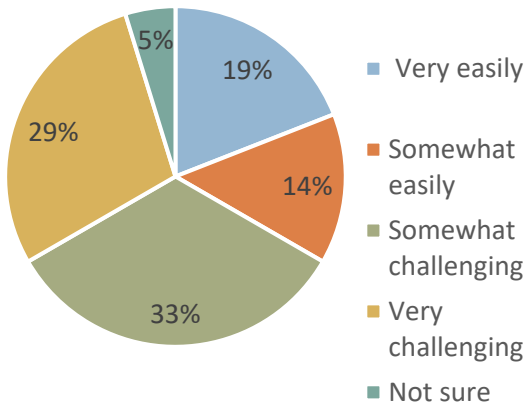
## FAIR HOUSING WORKSHOPS

On June 1, 2022, the Solano County Housing Element Collaborative held two virtual Fair Housing Workshops to present an overview of the requirements of the new Affirmatively Furthering Fair Housing (AFFH) Requirement (AB 686) in the Housing Element, and to gather feedback from participants on their experiences with fair housing barriers they may have encountered. One workshop was held over the lunch hour, and one was held in the evening to offer two opportunities for participation. Across both workshops, 86 percent were attendees from the Solano County region. The remaining 14 percent noted that they did not live in Solano County but had some other interest in the Housing Element process. Polling was conducted to gather feedback and input on fair housing concerns in the county. The results are summarized in the following charts.

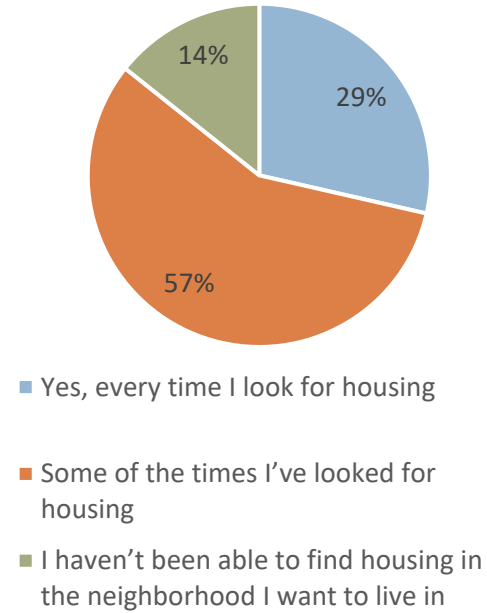




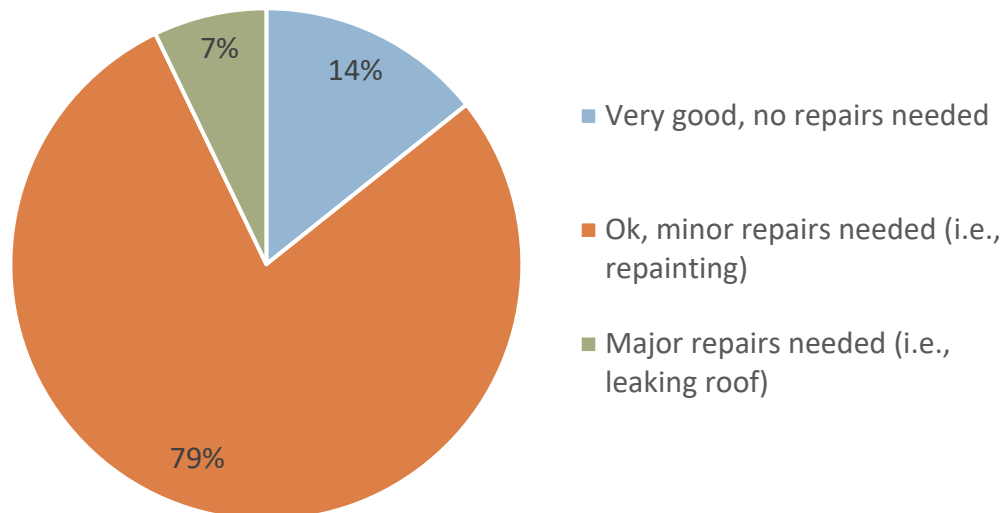
3. Can you easily change your housing situation if needed? (i.e., there are other units available that fit your need based on prize, price, etc. )

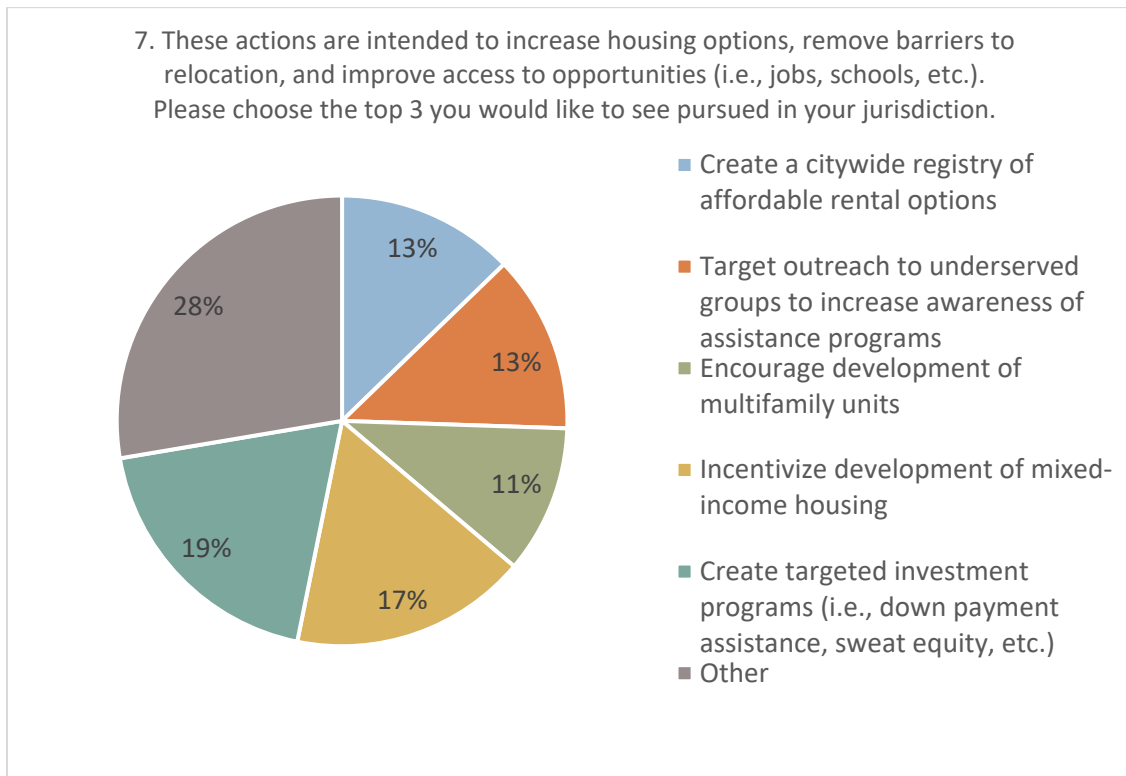
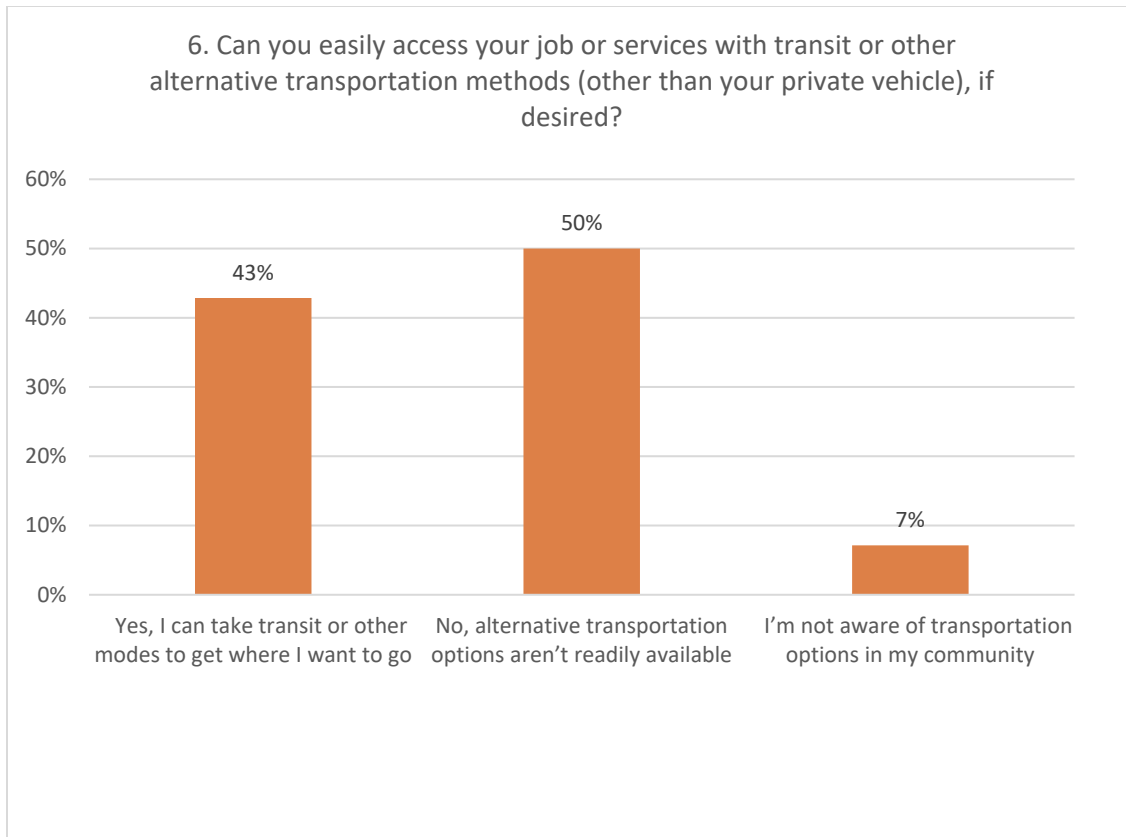


4. Have you been able to find housing in a neighborhood or community of your choice?



5. How would you rate the condition of your home?





## HOUSING SURVEY

In March 2022, the Solano County Housing Element Collaborative launched a housing survey to gather information on housing needs and concerns in the county. The survey was available on the Solano County Housing Element Collaborative website from March 17, 2022, to June 16, 2022. A countywide email blast was sent three separate times reminding residents of the survey. In addition, each City and the County announced the survey on their individual websites and through their individual distribution lists. The survey was available in English, Spanish, and Tagalog.

The housing survey yielded 156 survey responses, 1 of which was completed in Spanish (only 1 percent of the responses were in Spanish, even though 16.4 percent of residents countywide speak only Spanish). Among respondents, approximately 65 percent lived in the City of Benicia; 9 percent in the City of Suisun City; and the remaining 18 percent resided in the cities of Dixon, Fairfield, Rio Vista, Vacaville, and Vallejo and the unincorporated county. About 44 percent of respondents worked in Solano County and 55 percent worked outside of the county. Approximately 29 percent of respondents have lived in their homes for more than 20 years, and 78 percent lived in a single-family home. About half of respondents (52 percent) said their homes were not in need of repairs, and 35 percent answered that their homes needed minor repairs (peeling paint, chipped stucco, etc.). The majority of participants (56 percent) would like to see more small and affordable single-family homes built; 46 percent of respondents said they would like to see more senior housing; and 35 percent would like to see accessory dwelling units.

Participants were asked to select the top three greatest barriers to the availability of adequate housing. The following were the top barriers identified:

- 64 percent cited issues related to high prices in rents
- 35 percent cited sales price
- 21 percent cited lack of adequate infrastructure such as water, sewer, electricity, and internet
- 55 percent of respondents cited roadway improvements
- 44 percent of respondents cited enhancing livability of neighborhoods

Additionally, participants were asked to prioritize population groups based on who needs more housing and support services in Solano County. The responses were ranked as follows:

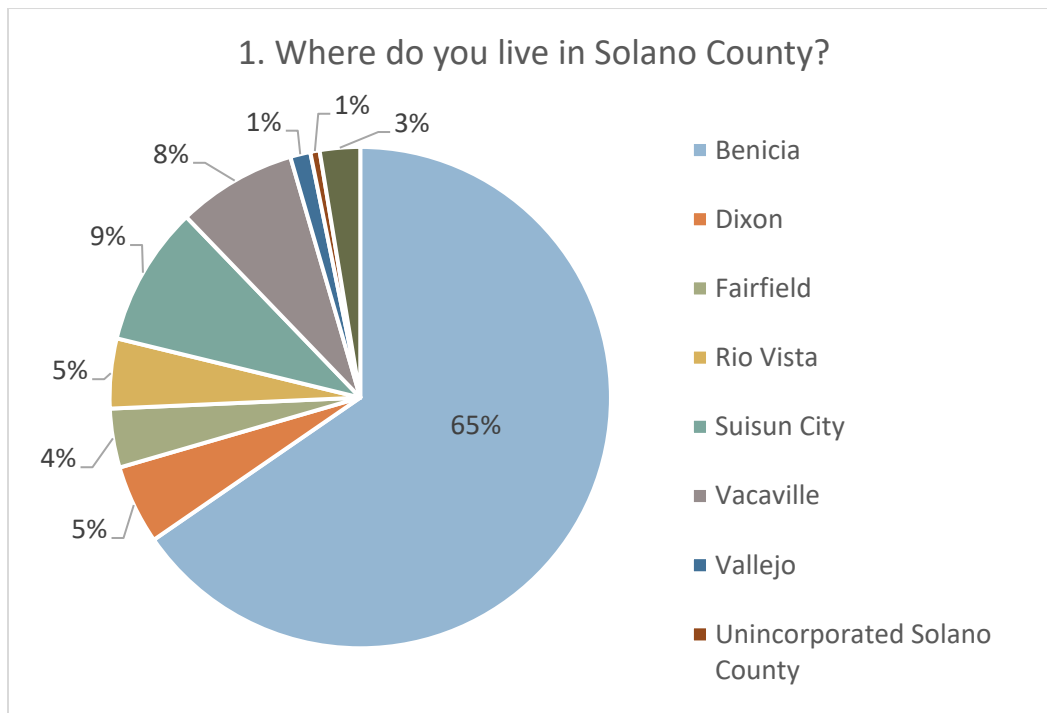
- 37 percent selected seniors
- 32 percent cited homeless individuals
- 20 percent selected persons with disabilities

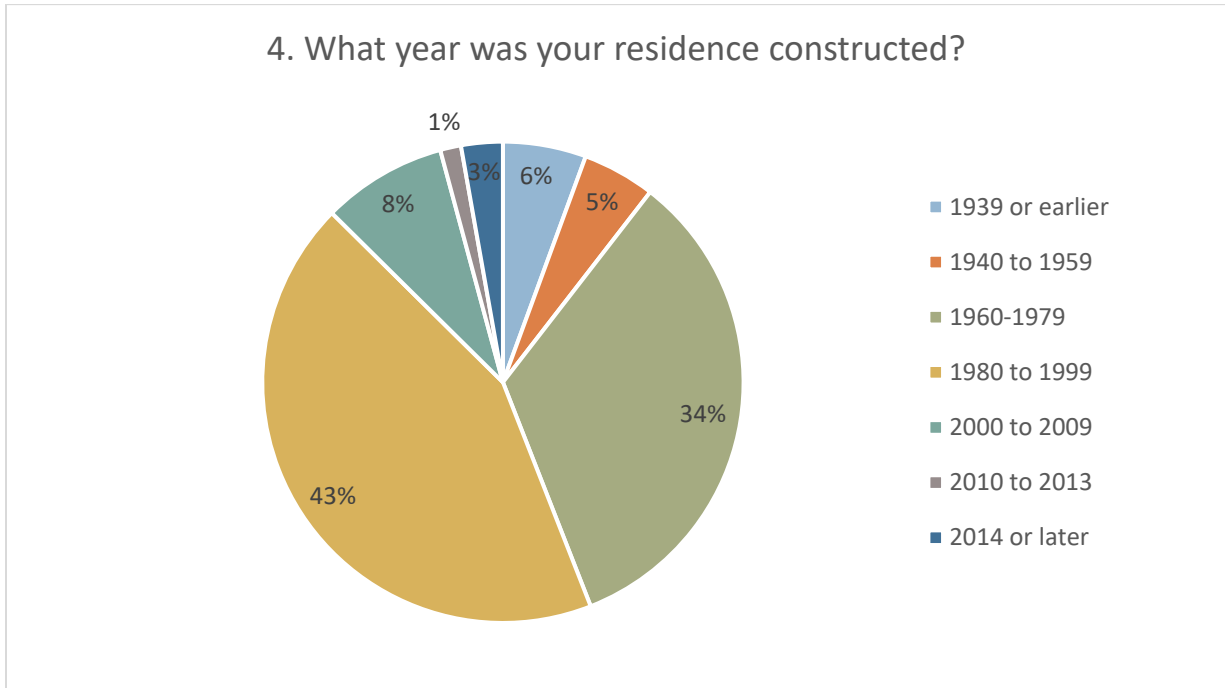
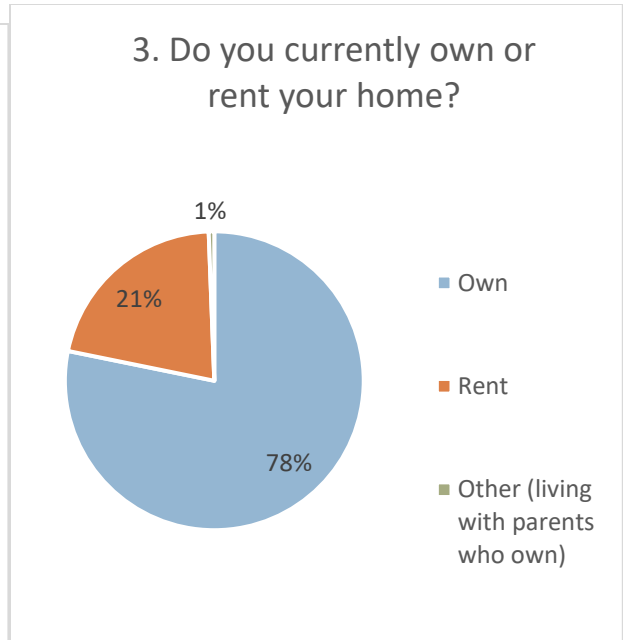
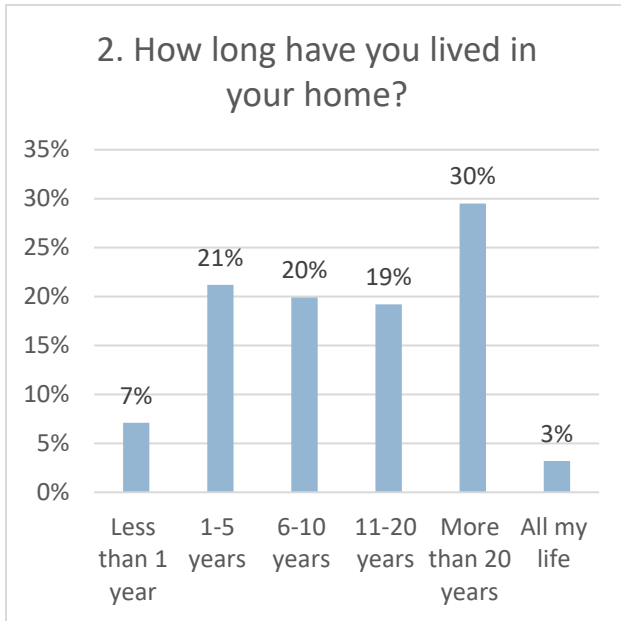
These additional comments were received:

- Cities should explore community land trusts to provide more homeownership opportunities.

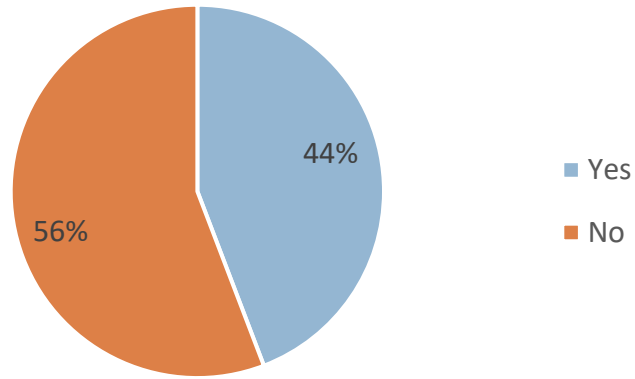
- More green spaces, parks and such are needed, to provide the neighborhood with much-needed mental-health benefits of nature. Equity, fair housing, complete neighborhoods, improving connectivity between housing and jobs and services are priorities.
- The diversification of housing being built is important, such as by including duplexes or medium density housing. Improving connectivity between housing and jobs and services are priorities.
- Preservation of green and open space is important.
- There are needs for affordable rentals for young adults and/or students.
- Evacuation needs, building equity for disadvantaged communities and promoting environmental justice are priorities.

The following charts summarize the 156 responses to the housing survey.

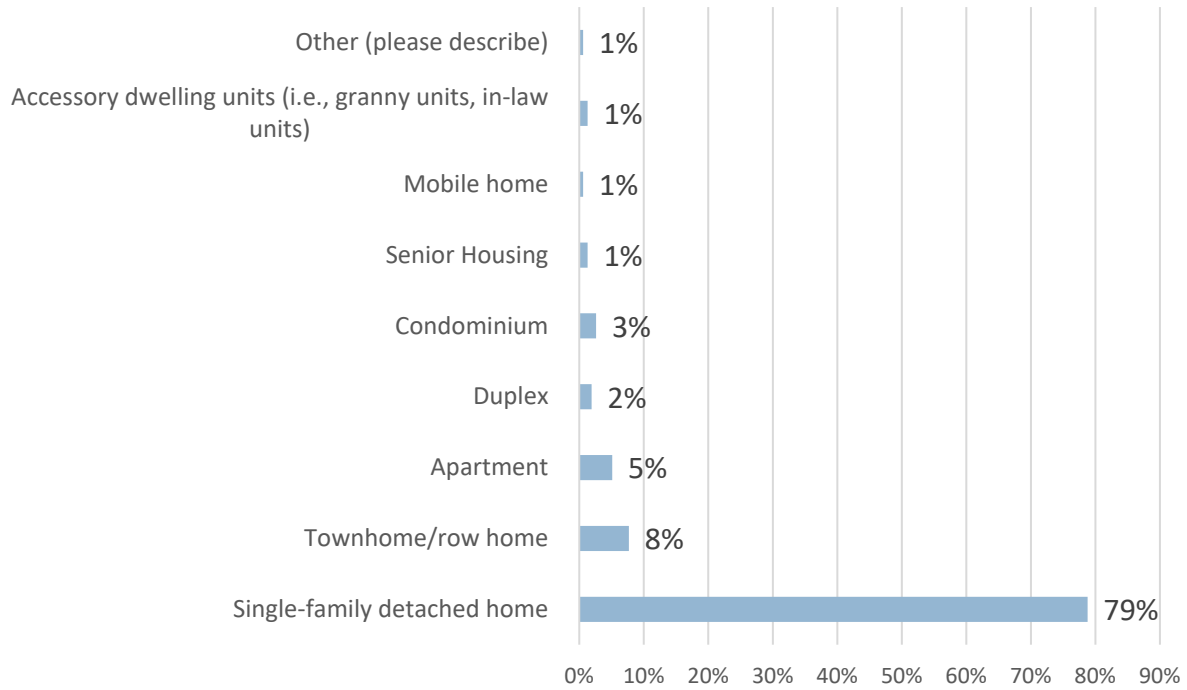




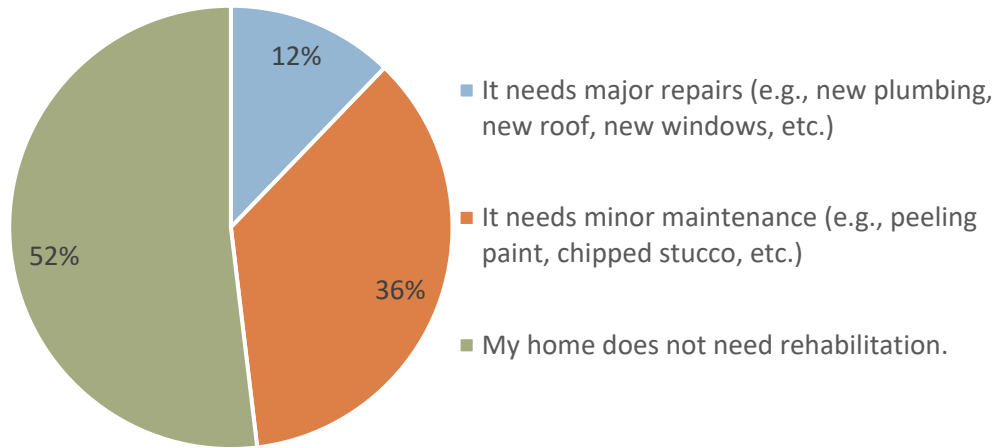
5. Do you work in Solano County?



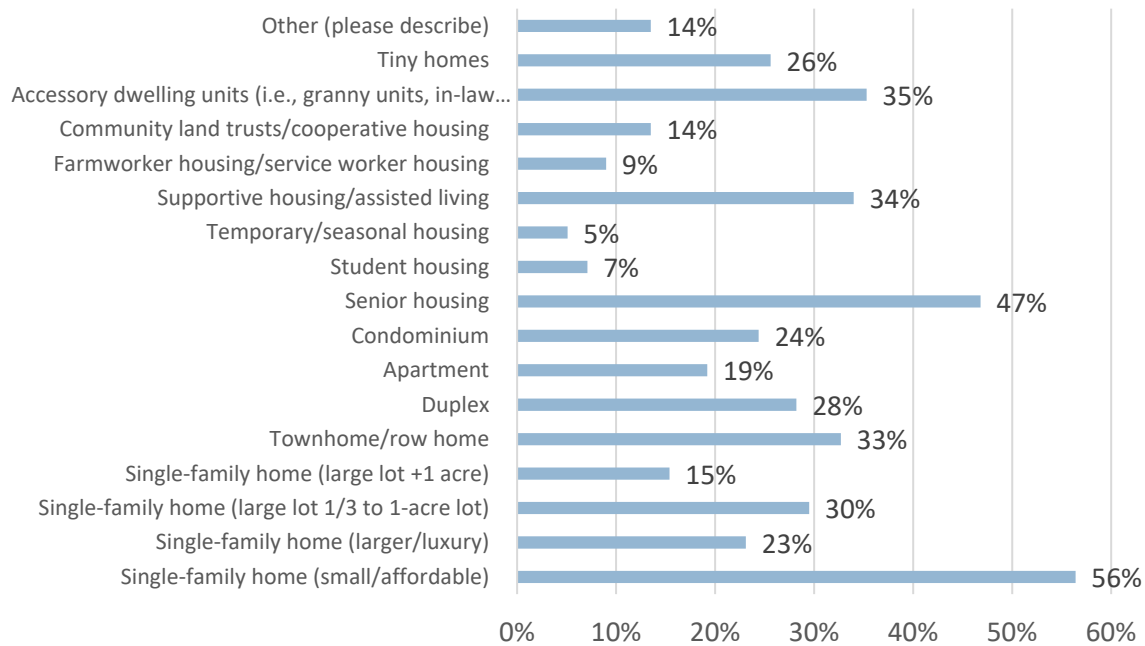
6. What type of housing do you currently live in?



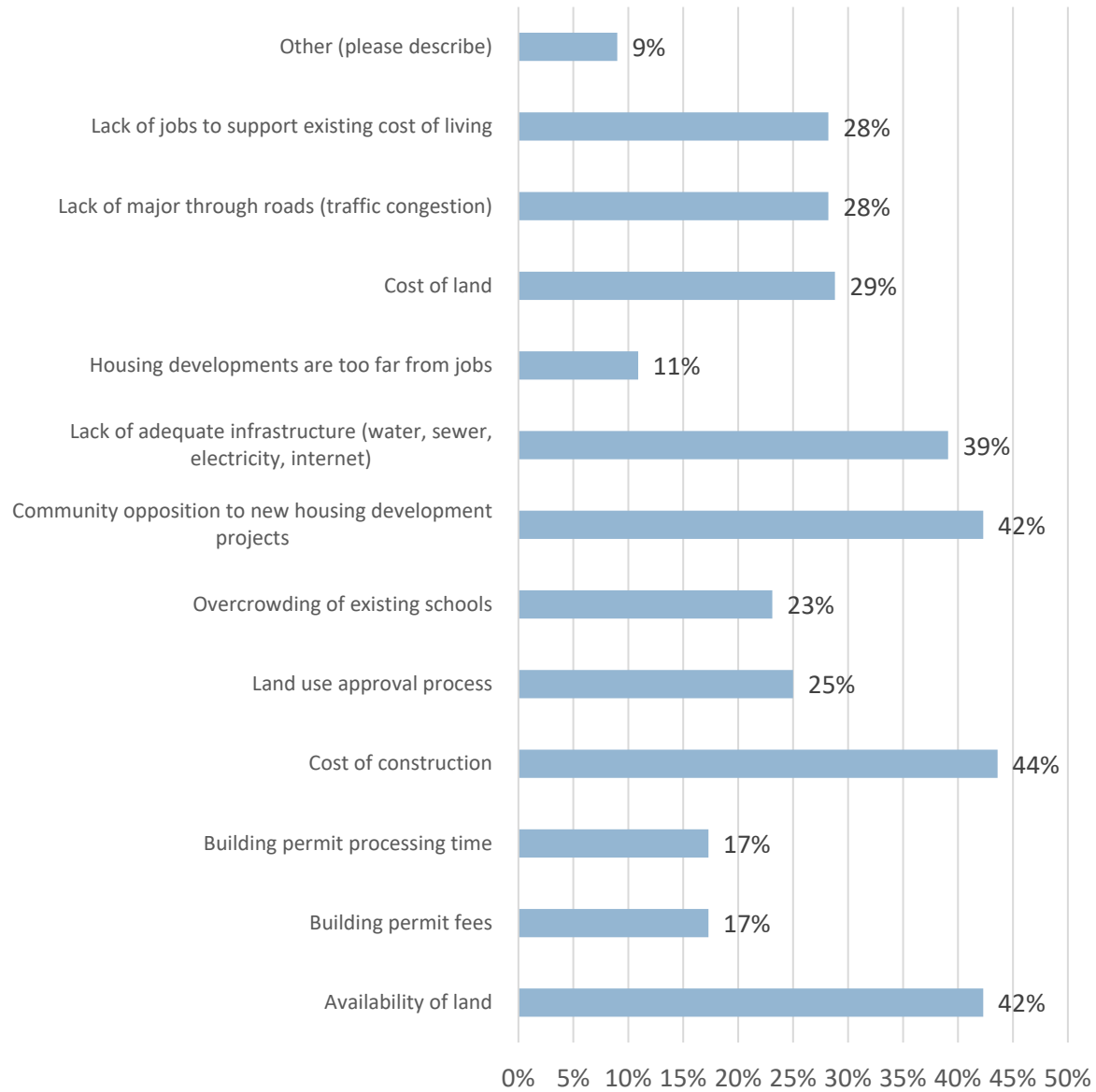
7. How would you rate the physical condition of your home?



8. What type of housing would you like to see built in your community?

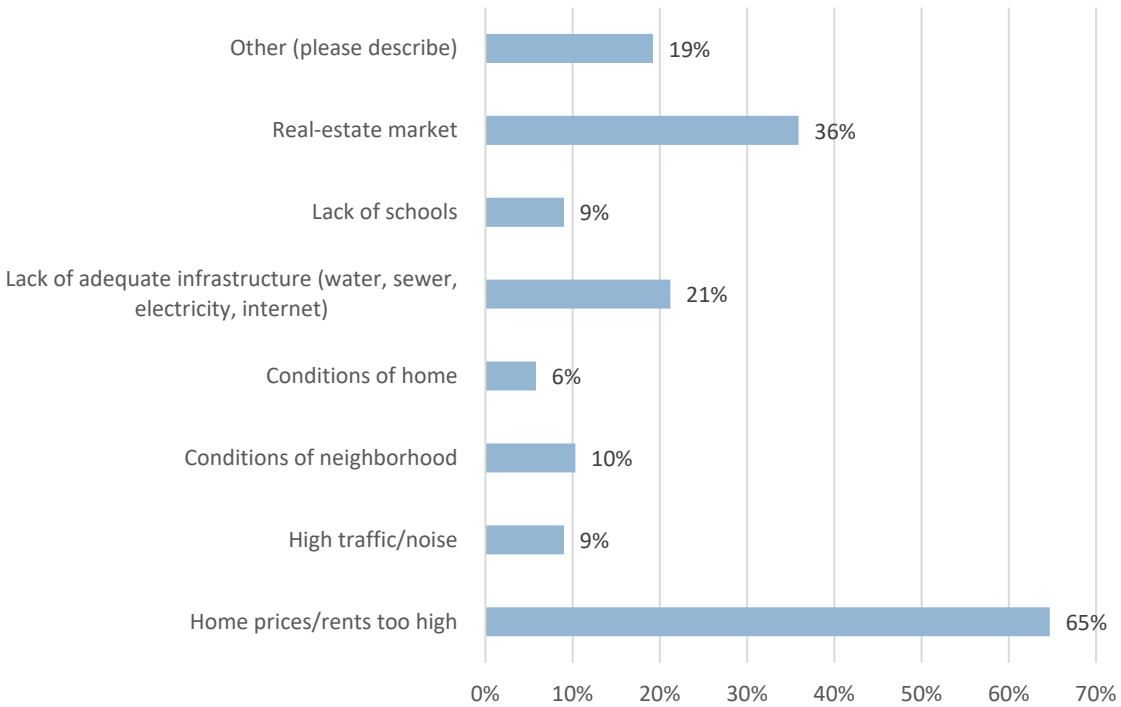


9. What do you think are the greatest barriers to building additional housing in your community?

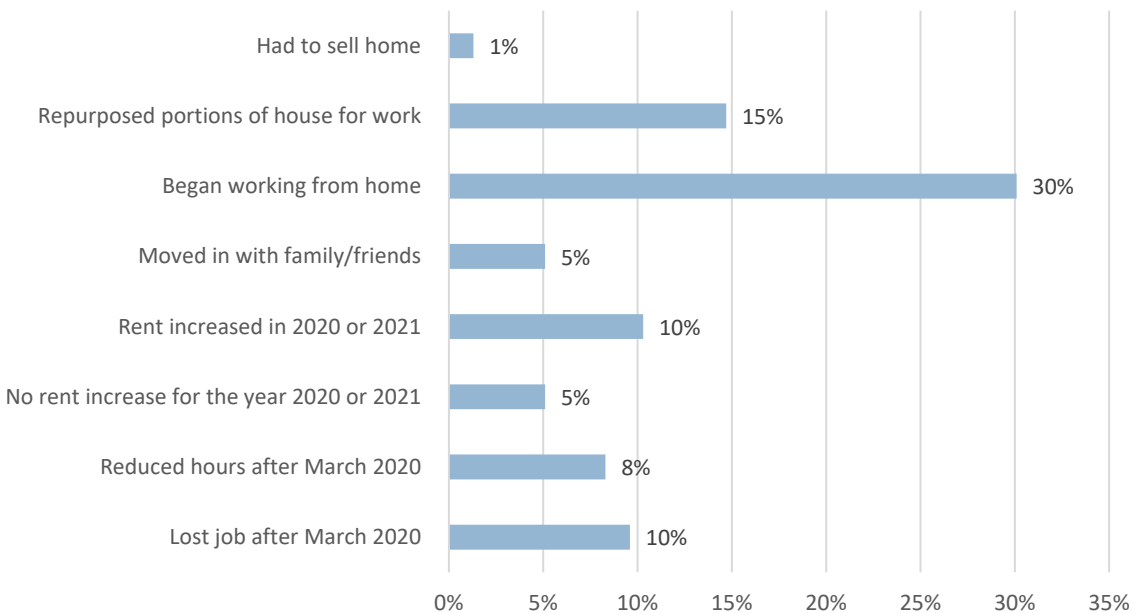




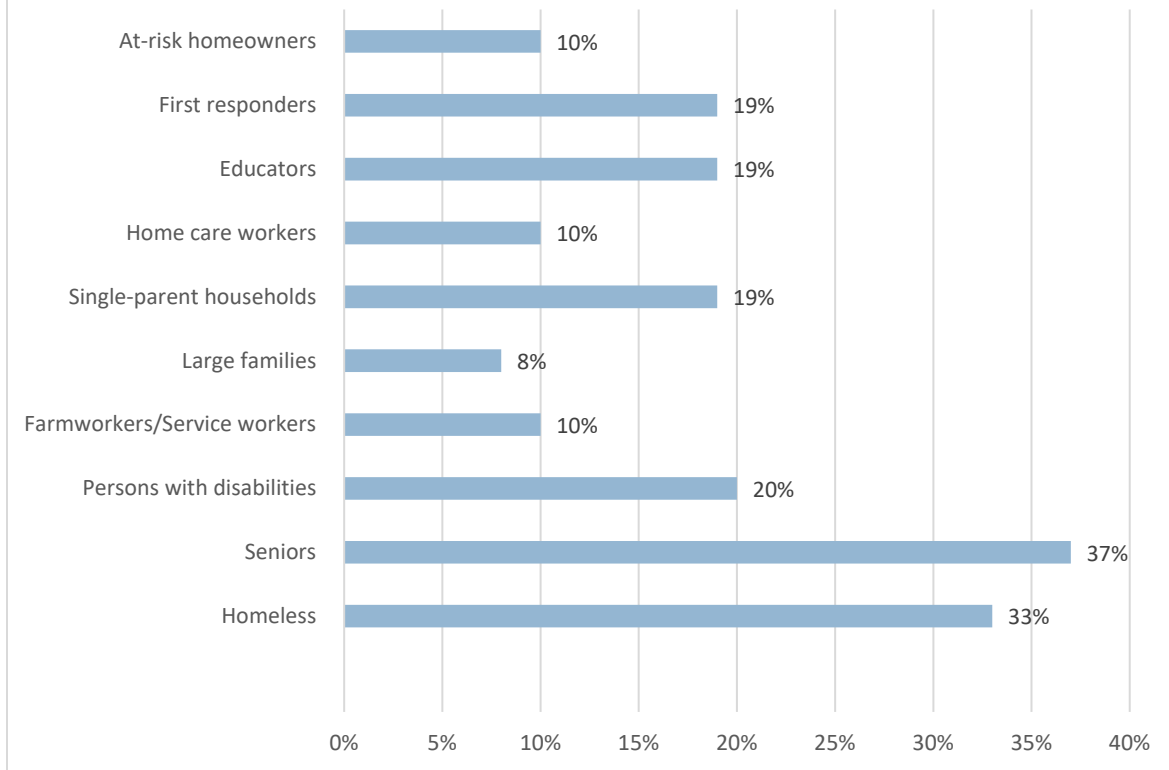
### 10. What are your greatest barriers to obtaining housing in your community?



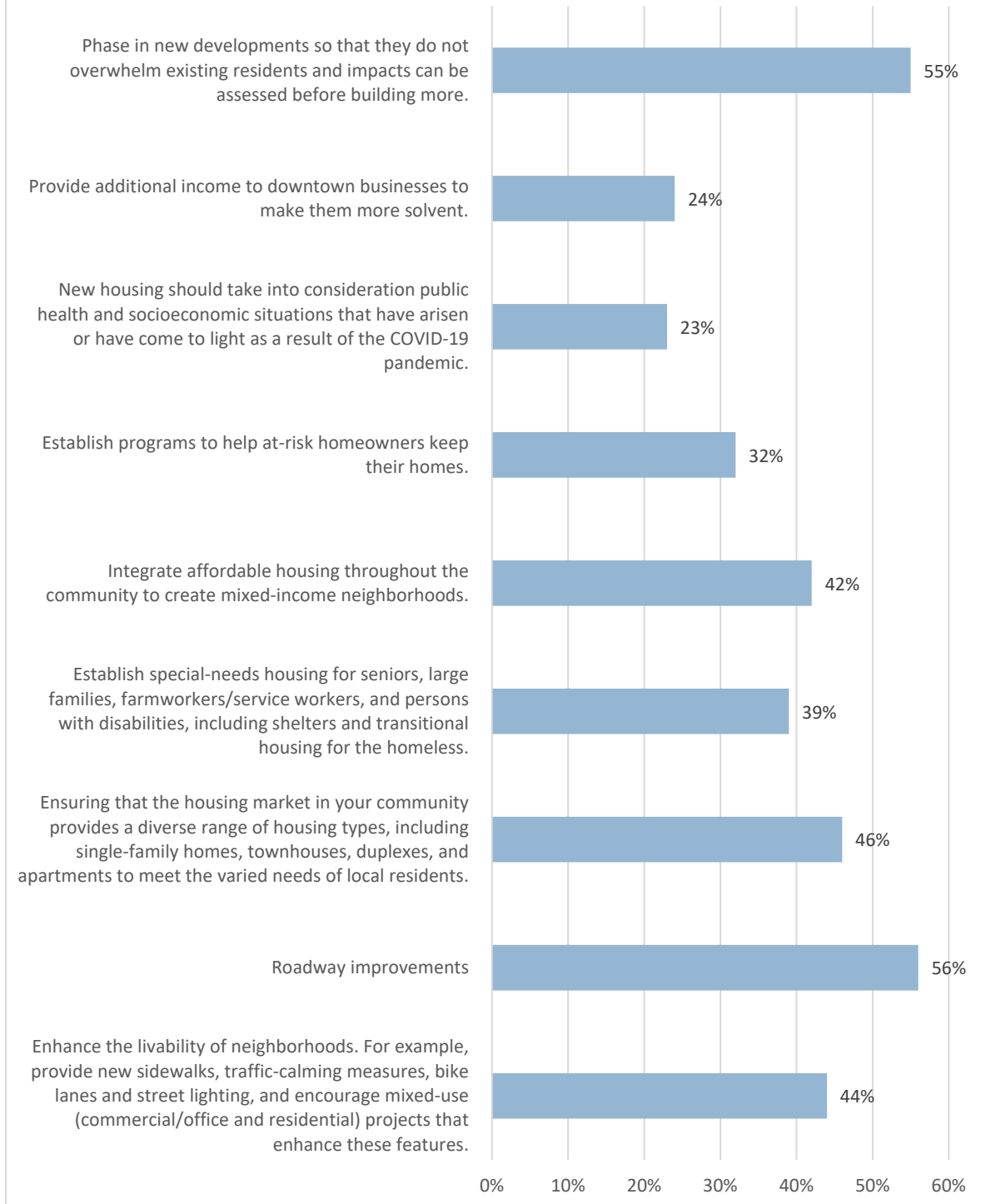
### 11. Have you experienced a change in your housing/economic situation due to the COVID-19 pandemic?



12. Prioritize the following population groups based on who needs more housing and support services in Solano County.



13. How important is each of the following concerns to you or to the people you represent in your organization?



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## **Appendix 2: Regional Housing Needs Assessment**

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# Regional Housing Needs Assessment

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Solano County Regional Housing Element Collaborative





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# Housing Needs Assessment

The Housing Needs Assessment is the section of the Housing Element that presents the characteristics of the jurisdiction's population and housing stock as a means of better understanding the nature and extent of unmet housing needs. The Housing Needs Assessment consists of the following components: (1) Population Characteristics, (2) Household Characteristics, (3) Employment Characteristics, (4) Housing Stock Characteristics, and (5) Special Needs Populations.

## REGIONAL EFFORT

As a part of the 2023–2031 Housing Element update, the Cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, Vallejo, and Unincorporated Solano County participated in a collaborative effort to complete a regional housing needs assessment. The following document represents data for the Solano County Housing Element Collaborative.

## DATA SOURCES

The main source of the information for the Housing Needs Assessment was the pre-approved data package for Solano County provided by the Association of Bay Area Governments (ABAG), which is noted in the sources for the data tables in this assessment. The pre-approved data package uses several data sources, including the 2015-2019 American Community Survey (ACS) and the California Department of Finance (DOF). Other sources of information in this section include the following: the California Employment Development Department (EDD), the U.S. Department of Housing and Urban Development (HUD), the U.S. Department of Agriculture (USDA), and local and regional economic data (e.g., home sales prices, rents, wages). It is important to note that the ACS data is a multi-year estimate based on sample data and has a large margin of error, especially for smaller cities. It should be noted that when comparing specific information, the timeframe for the ACS (2015- 2019) data and the timeframe for the CHAS data (2015-2017) data slightly differ and therefore the total will slightly vary.

## POPULATION CHARACTERISTICS

### POPULATION TRENDS

The DOF provides population estimates for each jurisdiction, shown in **Table 2-1**. Analyzing population change can help assess where there may be a need for new housing and services. The population in Vacaville has grown 14.26 percent between 2000, when there were 88,642 residents, and 2021, when there were 101,286 residents. This resulted in an average annual growth of 0.7 percent. As of 2021, more than half the total countywide population were residing in the three most populated jurisdictions (Fairfield, Vallejo, and Vacaville). Rio Vista had the smallest population and Suisun City, Benicia, Dixon and unincorporated County were in the middle. The countywide average annual growth was 0.7 percent between 2000 and 2021. The city with the greatest average annual population changes from 2000 to 2021 was also the smallest city, Rio Vista, with a 5.6-percent increase. Fairfield and Dixon were second and third, with 1.2 and 0.9 percent average annual growth, respectively.

**TABLE 2-1 POPULATION GROWTH TRENDS, 2000-2021**

Geography	Total Population				2000 - 2021	
	2000	2010	2020	2021	Total Change	Average Annual Growth
Benicia	26,865	26,997	27,175	26,995	0.48%	0.0%
Dixon	16,103	18,351	19,972	19,094	18.57%	0.9%
Fairfield	96,178	105,321	116,981	120,421	25.21%	1.2%
Rio Vista	4,571	7,360	9,987	9,961	117.92%	5.6%
Suisun City	26,118	28,111	29,119	29,266	12.05%	0.6%
Vacaville	88,642	92,428	98,855	101,286	14.26%	0.7%
Vallejo	117,148	115,942	119,063	124,410	6.20%	0.3%
Unincorporated Solano County	19,305	18,834	19,072	18,531	-4.01%	-0.2%
Solano County	394,930	413,344	440,224	449,964	13.94%	0.7%
Bay Area	6,784,348	7,150,739	7,790,537	7,214,162	6.3%	0.3%

Source: ABAG Data Packet, 2021 -- California Department of Finance, E-5 series

## AGE CHARACTERISTICS

Although population growth strongly affects total demand for new housing, housing needs are also influenced by age characteristics. Typically, different age groups have distinct lifestyles, family characteristics, and incomes. As people move through each stage of life, their housing needs and preferences also change. Therefore, age characteristics are important in planning for the changing housing needs of residents. **Table 2-2** shows a breakdown of each jurisdiction’s population by age group and median age.

Typical age groups include young children (ages 0-4), school-age children (ages 5-14), high school and college-age students (ages 15-24), young adults (ages 25-34), middle-aged adults (ages 45-54), older adults (55-64), and seniors (ages 65+). A population with a large percentage of seniors may require unique housing near health care, transit, and other services. College students may need more affordable homes. Young adults and middle-aged adults, which make up the workforce, may need homes near employment or transit centers. Dixon and Fairfield have a large proportion of school-age populations and a lower percentage of the workforce populations and seniors. Suisun City, Vacaville, and Vallejo have a large percentage of college-age populations. While Rio Vista has a significantly higher percentage of seniors (median age of 64), Suisun City and Dixon had the lowest median age at about 34, followed by Benicia at 46.

**TABLE 2-2 POPULATION BY AGE, 2019**

Geography	Age 0-4	Age 5-14	Age 15-24	Age 25-34	Age 35-44	Age 45-54	Age 55-64	Age 65-74	Age 75-84	Age 85+	Median Age
<b>Benicia</b>	4.5%	11.5%	9.8%	9.3%	13.3%	14.5%	17.4%	12.5%	5.1%	2.2%	46.1
<b>Dixon</b>	4.8%	17.3%	15.5%	13.9%	13.0%	12.0%	10.4%	6.7%	4.8%	1.4%	34.0
<b>Fairfield</b>	7.3%	13.9%	13.1%	15.9%	12.9%	12.7%	11.9%	7.2%	3.3%	1.7%	35.3
<b>Rio Vista</b>	1.2%	3.9%	7.2%	4.3%	3.5%	9.8%	21.2%	29.0%	14.4%	5.5%	64.4
<b>Suisun City</b>	6.5%	13.2%	14.7%	16.6%	12.6%	12.3%	12.5%	7.1%	2.8%	1.8%	34.4
<b>Vacaville</b>	5.8%	13.3%	12.3%	15.4%	12.9%	13.5%	12.9%	8.5%	3.7%	1.8%	37.6
<b>Vallejo</b>	6.2%	11.1%	13.0%	15.0%	12.4%	12.5%	14.1%	10.0%	4.1%	1.7%	39.7
<b>Unincorporated Solano County</b>	5.0%	9.0%	10.6%	10.5%	11.2%	14.7%	17.4%	13.4%	5.9%	2.2%	—

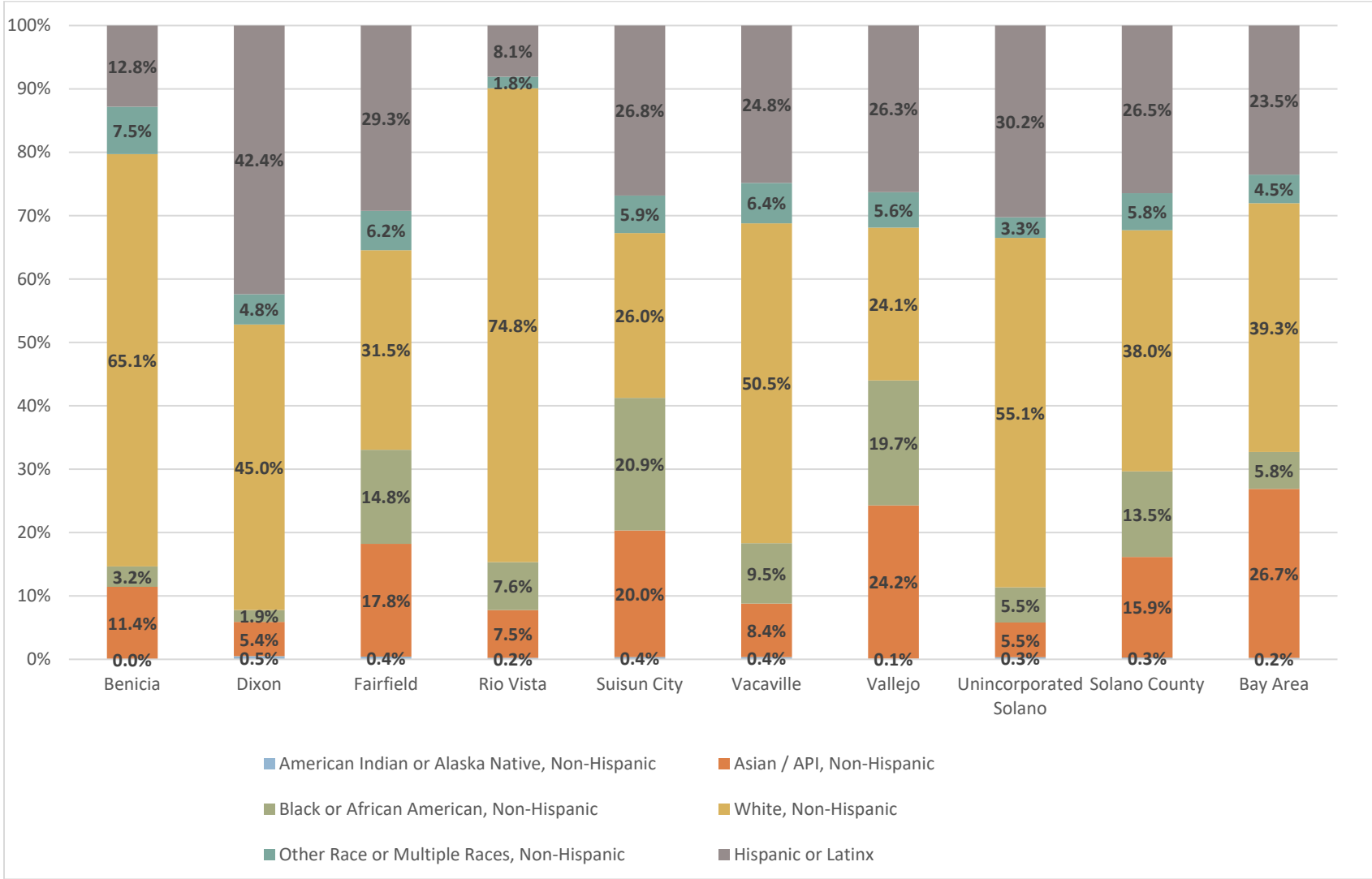
Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

## RACE AND ETHNICITY

**Figure 2-1** shows race and ethnicity of residents in Solano County jurisdictions. Racial and ethnic distribution is important because often these characteristics are tied to income, language barriers, and family size. For example, a particular culture may choose to live in a household with multiple generations (grandchildren, parents, grandparents), requiring larger housing units. As shown in **Figure 2-1**, the majority of the population in most jurisdictions – except for the City Suisun City and Vallejo – is White, (non- Hispanic). Countywide, more than half of the population identified as being White non-Hispanic or Latino origin, followed by Hispanic and Asian. The populations of Benicia, Rio Vista, and Unincorporated Solano County were all more than 50 percent White. Vallejo has the lowest percentage of White at 24 percent. The second-largest population group countywide is Hispanic or Latinx, with a high of 42 percent in Dixon, 30 percent in Unincorporated Solano County, and 29 percent in Fairfield. The third-largest population group countywide is Black or African American, with a high of 20 percent in Suisun City and Vallejo. The fourth-largest population group countywide is Asian with a high of 24percent in Vallejo and 20 percent in Suisun City. In comparison, the Bay Area is predominately White, with the remaining population divided between Asian and Hispanic cultures. Overall, Vallejo, Suisun City, and Fairfield were the most racially and ethnically diverse.



FIGURE 2-1 POPULATION BY RACE AND ETHNICITY, 2015-2019



Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

## HOUSEHOLD CHARACTERISTICS

The US Census defines a household as consisting of all the people who occupy a housing unit. A household includes the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit, such as partners or roomers, is also counted as a household. Data on households does not include people living in group homes. The US Census defines group quarters as places where people live or stay in a group living arrangement that is owned or managed by an organization providing housing and/or services for the residents. Group quarters include such places as college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, prisons, and worker dormitories.

The US Census defines a family as a group of two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together. However, to facilitate fair housing, and remove constraints (for example for housing for people with disabilities) under State Housing Element law, local jurisdictions are required to define “family” in a manner that does not distinguish between related and unrelated persons and does not impose limitations on the number of people that may constitute a family.

The US Census defines a family household as a household maintained by a householder who is in a family (as defined above) and includes any unrelated people (unrelated subfamily members and/or secondary individuals) who may be residing there. In US Census data, the number of family households is equal to the number of families. However, the count of family household members differs from the count of family members in that the family household members include all people living in the household, whereas family members include only the householder and his/her relatives. In US Census data, a nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.

Families often prefer single-family homes to accommodate children, while single persons often occupy smaller apartments or condominiums. Single-person households often include seniors living alone or young adults.

## HOUSEHOLD TYPES AND SIZE

The tables on the following pages describe household types, including households with children under 18 and the race of the householder.

**Table 2-3** displays household composition as reported by the 2015-2019 ACS. On average, countywide, approximately half of all households are married-couple family households. Of all jurisdictions in Solano County, Dixon (58.3 percent) and Unincorporated Solano County (59.5 percent) had the highest proportion of married-couple households, while Rio Vista (49.8 percent) and Vallejo (43.1 percent) had the smallest proportions of married-couple households. With an average of 22.2 percent of all households countywide, single-person households are the second most common household type with the largest proportions of single-person households in Rio Vista (35.0 percent), Benicia (25.2 percent) and Vallejo (25.1 percent) and the smallest proportions of single-person households in Dixon (14.8 percent) and Fairfield (18.4 percent).

Single-parent households (which are predominantly female-headed) are one-parent households with children under the age of 18 living at home. For these households, living expenses generally require a larger proportion of income relative to two-parent households. Therefore, finding affordable, decent, and safe housing is often more difficult for single-parent households. Additionally, single-parent households have special needs involving access to daycare or childcare, healthcare, and other supportive services. According to the 2015-2019 ACS, Dixon, Suisun City, and Vallejo had more than 15 percent female-headed households. Male-headed households represented 4.7 to 7.7 percent of households, countywide.

As shown in **Table 2-3**, the most common household type in Vacaville in 2019 was married-couple family household (53.6 percent), which can include two or more people related by birth, marriage, or adoption and unrelated household members. As shown in **Table 2-4**, over two-thirds of all households in Vacaville have no children under 18 years old living in the home. As shown in **Table 2-6**, about a third of Vacaville's households are made up of two people and another third are made of three-four people. The combination of these factors indicates that it is common in Vacaville for married couples to live alone or with one or more additional adults.

**TABLE 2-3 HOUSEHOLD TYPE, 2019**

Geography	Female-Headed Family Households	Male-Headed Family Households	Married-Couple Family Households	Other Nonfamily Households	Single-person Households	Total Households
<b>Benicia</b>	1,155	532	6,208	555	2,843	<b>11,293</b>
	10.2%	4.7%	55.0%	4.9%	25.2%	100.0%
<b>Dixon</b>	1,017	321	3,536	291	897	<b>6,062</b>
	16.8%	5.3%	58.3%	4.8%	14.8%	100.0%
<b>Fairfield</b>	5,353	2,720	19,949	1,977	6,752	<b>36,751</b>
	14.6%	7.4%	54.3%	5.4%	18.4%	100.0%
<b>Rio Vista</b>	273	39	2,388	417	1,675	<b>4,792</b>
	5.7%	0.8%	49.8%	8.7%	35.0%	100.0%
<b>Suisun City</b>	1,497	714	4,847	412	1,840	<b>9,310</b>
	16.1%	7.7%	52.1%	4.4%	19.8%	100.0%
<b>Vacaville</b>	4,240	1,646	17,539	1,977	7,296	<b>32,698</b>
	13.0%	5.0%	53.6%	6.0%	22.3%	100.0%
<b>Vallejo</b>	7,224	3,129	18,104	3,027	10,564	<b>42,048</b>
	17.2%	7.4%	43.1%	7.2%	25.1%	100.0%
<b>Unincorporated Solano County</b>	546	385	4,115	529	1,336	<b>6,911</b>
	7.9%	5.6%	59.5%	7.7%	19.3%	100.0%
<b>Solano County</b>	21,305	9,486	76,686	9,185	33,203	<b>149,865</b>
	14.2%	6.3%	51.2%	6.1%	22.2%	100.0%
<b>Bay Area</b>	283,770	131,105	1,399,714	242,258	674,587	<b>2,731,434</b>
	10.4%	4.8%	51.2%	8.9%	24.7%	100.0%

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

**Table 2-4** provides data for the number of households with children. Proportionally, Fairfield and Dixon had the highest number of households with one or more children present. Conversely, Benicia, Rio Vista, Suisun City, Vacaville, Vallejo, and Unincorporated Solano County had the highest proportion of non-child households.

**TABLE 2-4 HOUSEHOLDS BY CHILDREN PRESENT, 2019**

Geography	Households with 1 or More Children Under 18	Households with no Children
<b>Benicia</b>	3,390	7,903
	30.0%	70.0%
<b>Dixon</b>	2,501	3,561
	41.3%	58.74%
<b>Fairfield</b>	14,955	21,796
	40.7%	59.3%
<b>Rio Vista</b>	411	4,381
	8.6%	91.4%
<b>Suisun City</b>	3,651	5,659
	39.2%	60.8%
<b>Vacaville</b>	11,639	21,059
	35.6%	64.4%
<b>Vallejo</b>	13,938	28,110
	33.1%	66.9%
<b>Unincorporated Solano County</b>	1,772	5,139
	25.6%	74.4%
<b>Solano County</b>	52,257	97,608
	34.9%	65.1%
<b>Bay Area</b>	873,704	1,857,730
	32.0%	68.0%

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

**Table 2-5** represents the householder by race. Note that each race category also includes Hispanic or Latinx ethnicity. As shown in the table, White race represents the highest number of householders across all jurisdictions, followed by Asian in Vallejo and Suisun City, and Black or African American in Vallejo, Suisun City, and Fairfield. The highest percentages of Hispanic or Latinx households exist in Dixon, Fairfield, Suisun City, and Vallejo.

**TABLE 2-5 HOUSEHOLDER BY RACE, 2019**

Geography	White	American Indian or Alaska Native	Asian/API	Black or African American	Other Race or Multiple Races	Hispanic or Latinx	Total
<b>Benicia</b>	17,256	25	993	439	899	1,035	<b>20,647</b>
	83.6%	0.1%	4.8%	2.1%	4.4%	5.0%	<b>100.0%</b>
<b>Dixon</b>	8,220	46	314	87	978	1,903	<b>11,548</b>
	71.2%	0.4%	2.7%	0.8%	8.5%	16.5%	<b>100.0%</b>
<b>Fairfield</b>	34,878	148	5,832	6,153	4,508	8,575	<b>60,094</b>
	58.0%	0.2%	9.7%	10.2%	7.5%	14.3%	<b>100.0%</b>
<b>Rio Vista</b>	7,484	20	343	462	122	255	<b>8,686</b>
	86.2%	0.2%	3.9%	5.3%	1.4%	2.9%	<b>100.0%</b>
<b>Suisun City</b>	7,326	60	1,842	2,021	1,045	2,037	<b>14,331</b>
	51.1%	0.4%	12.9%	14.1%	7.3%	14.2%	<b>100.0%</b>
<b>Vacaville</b>	43,766	238	2,382	2,560	3,521	6,388	<b>58,855</b>
	74.4%	0.4%	4.0%	4.3%	6.0%	10.9%	<b>100.0%</b>
<b>Vallejo</b>	31,234	185	9,102	9,759	5,417	8,123	<b>63,820</b>
	48.9%	0.3%	14.3%	15.3%	8.5%	12.7%	<b>100.0%</b>
<b>Unincorporated Solano</b>	9,761	44	325	409	4,508	1,483	<b>16,530</b>
	59.1%	0.3%	2.0%	2.5%	27.3%	9.0%	<b>100.0%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

Note: Each race category also includes Hispanic or Latinx ethnicity.

Household size helps determine the size of housing units needed within a jurisdiction. According to **Table 2-6**, for Benicia, Rio Vista, Vacaville, Vallejo, and Unincorporated Solano County, “large” households (containing five or more persons) represented approximately 6.7 to 12.8 percent of all households in 2019. In Dixon, Fairfield, and Suisun City, large households represented between 16 and 23 percent of all households in 2019. In 2019, in Solano County as a whole (cities and unincorporated areas), over half of all households were comprised of one or two people, about a third of all households were comprised of three or four people and 13.1 percent of all households were large households, with five or more people. The majority of households in the Bay Area are made up of two- to four-person households. The total proportion of two- to four-person households in Solano County is similar to that of the Bay Area, even though there is a range of household compositions within individual cities within Solano County. **Table 2-6** provides data on the number of persons per household.

**TABLE 2-6 HOUSEHOLDS BY SIZE, 2019**

Geography	1-Person Household	2-Person Household	3-4-Person Household	5-or more Person Household	Total Households
Benicia	2,843	4,274	3,425	751	<b>11,293</b>
	25.2%	37.8%	30.3%	6.7%	100.0%
Dixon	897	1,768	2,001	1,396	<b>6,062</b>
	14.8%	29.2%	33.0%	23.0%	100.0%
Fairfield	6,752	10,927	13,202	5,870	<b>36,751</b>
	18.4%	29.7%	35.9%	16.0%	100.0%
Rio Vista	1,675	2,541	530	46	<b>4,792</b>
	35.0%	53.0%	11.1%	1.0%	100.0%
Suisun City	1,840	2,249	3,722	1,499	<b>9,310</b>
	19.8%	24.2%	40.0%	16.1%	100.0%
Vacaville	7,296	10,500	10,973	3,929	<b>32,698</b>
	22.3%	32.1%	33.6%	12.0%	100.0%
Vallejo	10,564	13,112	12,982	5,390	<b>42,048</b>
	25.1%	31.2%	30.9%	12.8%	100.0%

Geography	1-Person Household	2-Person Household	3-4-Person Household	5-or more Person Household	Total Households
Unincorporated Solano County	1,336	2,919	1,852	804	6,911
	19.3%	42.2%	26.8%	11.6%	100.0%
Solano County	33,203	48,290	48,687	19,685	149,865
	22.2%	32.2%	32.5%	13.1%	100.0%
Bay Area	674,587	871,002	891,588	294,257	2,731,434
	24.7%	31.9%	32.6%	10.8%	100.0%

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

## OVERCROWDING

Overcrowding is often closely related to household income and the cost of housing. The U.S. Census Bureau considers a household overcrowded when there is more than one person per room, excluding bathrooms, hallways and kitchens, and to be severely overcrowded when there are more than 1.5 occupants per room. A typical home might have a total of five rooms (three bedrooms, living room, and dining room). If more than five people were living in the home, it would be considered overcrowded. Overcrowding is strongly related to household size, particularly for large households, and the availability of suitably sized housing, although in households with small children, sharing a bedroom is common. Overcrowding in households typically results from either a lack of affordable housing (which forces more than one household to live together) and/or a lack of available housing units of adequate size. Overcrowding increases health and safety concerns and stresses the condition of the housing stock and infrastructure. Overcrowding impacts both owners and renters; however, renters are generally more significantly impacted.

According to the 2015-2019 ACS data, and as shown in **Table 2-7** and **Figure 2-2**, countywide, several cities reported overcrowded conditions that exceeded the county average. Dixon had a significant incidence of overcrowded households (5.7 percent) and a moderate percentage of severely overcrowded households (1.9 percent). Countywide, 6.5 percent of renter-occupied households were overcrowded, in comparison to 1.9 percent of owner-occupied households. Cities with higher proportions of owner overcrowding were Dixon and Vallejo. Countywide, renter overcrowding is close to triple that of owner-occupied households. As shown in **Table 2-7**, Dixon, and Fairfield had the highest incidence of renter overcrowding.



Identifying racial groups experiencing overcrowding can indicate housing needs. As shown in **Table 2-8**, of all the cities in Solano County, Dixon, Fairfield, and Vallejo are the most diverse. On average, countywide of all racial groups in Solano County, Other Race or Multiple Races groups reported 10.9 percent of overcrowding conditions and 6 percent of Hispanic/Latinx households reported overcrowding conditions. Of all the cities in Solano County, the most diverse cities had the highest percentages of overcrowding for Black/African American, Other Race or Multiple Races, Hispanic/Latinx groups with the exception of Unincorporated Solano County. According to **Table 2-8**, of the total racial groups reporting overcrowding, the groups experiencing the most overcrowding were Other Race or Multiple Races (10.4 percent) and Hispanic/Latinx (17.0 percent).

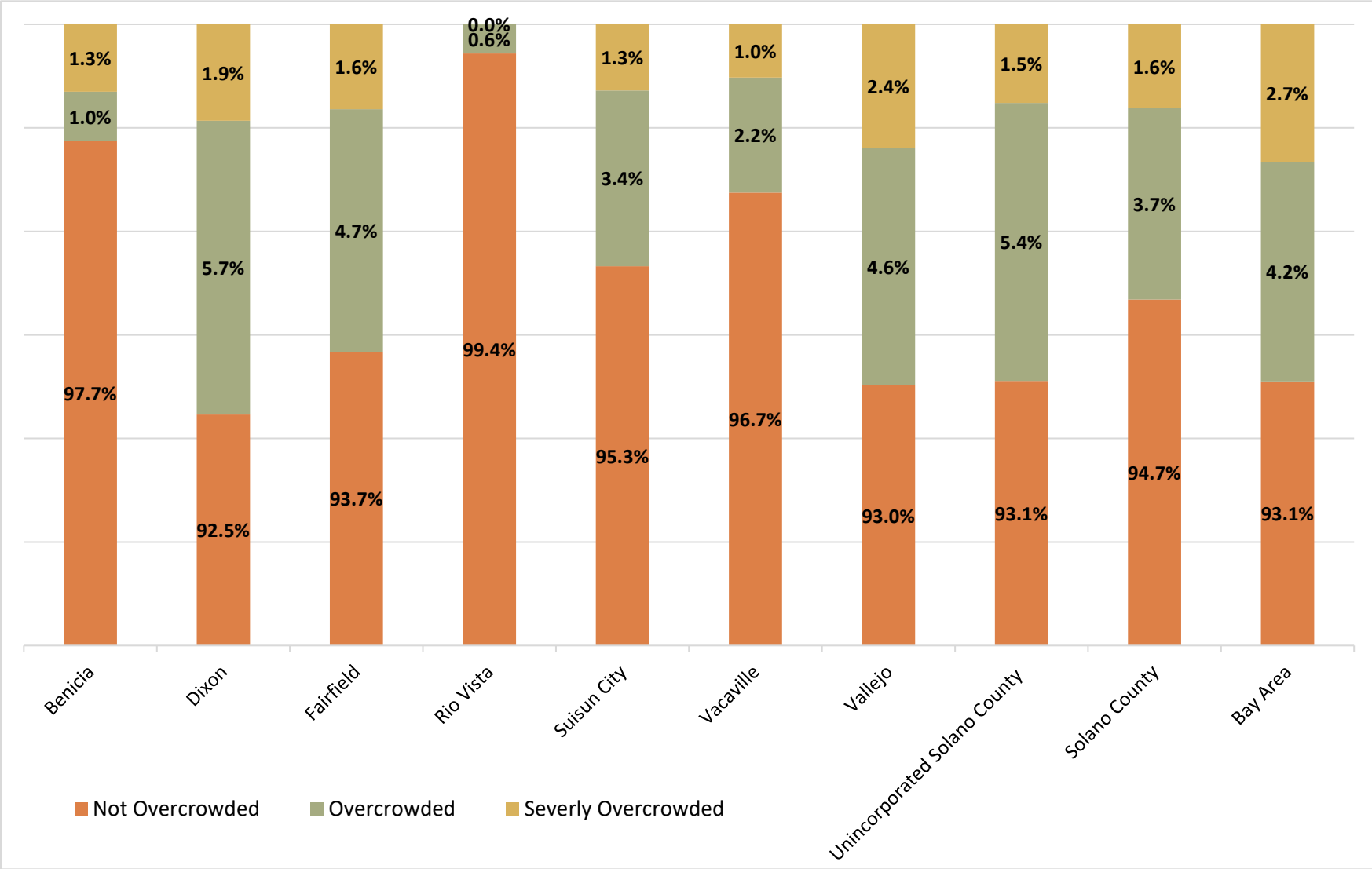
As shown in **Table 2-7**, overcrowding is not a significant issue in Vacaville. Just 2.2 percent of all households are overcrowded, and 1 percent of all households are severely overcrowded. Like most communities, in Vacaville, overcrowding and severe overcrowding are more prevalent in renter households as compared with owner households.

**TABLE 2-7 OVERCROWDING BY TENURE, 2015-2019**

Geography	Owner Occupied Households		Renter Occupied Households		Total Households	
	Overcrowded	Severely Overcrowded	Overcrowded	Severely Overcrowded	Overcrowded	Severely Overcrowded
Benicia	20	58	88	89	108	147
	0.2%	0.7%	2.8%	2.8%	1.0%	1.3%
Dixon	90	14	254	99	344	113
	2.1%	0.3%	13.9%	5.4%	5.7%	1.9%
Fairfield	402	123	1,320	480	1722	603
	1.8%	0.6%	8.8%	3.2%	4.7%	1.6%
Rio Vista	0	0	27	0	27	0
	0.0%	0.0%	3.0%	0	0.6%	0.0%
Suisun City	116	80	200	39	316	119
	2.0%	1.4%	5.7%	1.1%	3.4%	1.3%
Vacaville	378	51	349	285	727	336
	1.9%	0.3%	2.8%	2.3%	2.2%	1.0%
Vallejo	710	214	1,213	793	1,923	1,007
	3.0%	0.9%	6.5%	4.2%	4.6%	2.4%
Unincorporated Solano County	--	--	--	--	--	--
	--	--	--	--	--	--
Solano County	1,791	624	3,747	1806	5,538	2,430
	1.9%	0.7%	6.5%	3.1%	3.7%	1.6%

Source: ABAG Data Packet, 2021 – American Community Survey (ACS), 2015-2019

FIGURE 2-2 OVERCROWDING SEVERITY, 2019



Source: ABAG Data Packet, 2021 -- American Community Survey (ACS), 2015-2019

**TABLE 2-8 OVERCROWDING BY RACE, 2019**

Geography	American Indian or Alaska Native	Asian / API	Black or African American	Hispanic or Latinx	Other Race or Multiple Races	White	White, Non-Hispanic
	More than 1.0 Occupants per Room						
<b>Benicia</b>	0.0%	0.8%	2.5%	6.7%	7.1%	1.9%	1.8%
<b>Dixon</b>	0.0%	0.0%	26.4%	16.8%	10.5%	7.1%	3.2%
<b>Fairfield</b>	0.0%	5.0%	1.8%	17.0%	10.4%	7.2%	2.7%
<b>Rio Vista</b>	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%	0.7%
<b>Suisun City</b>	0.0%	2.9%	2.3%	11.0%	6.2%	6.2%	3.1%
<b>Vacaville</b>	9.7%	4.5%	1.8%	8.3%	6.2%	2.8%	1.5%
<b>Vallejo</b>	0.0%	8.0%	5.3%	15.6%	17.6%	4.1%	2.2%
<b>Unincorporated Solano County</b>	22.7%	5.8%	0.0%	24.5%	29.3%	3.5%	2.1%

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

Note – all categories include both Hispanic and Non-Hispanic populations unless otherwise noted.

**INCOME DEFINITIONS AND INCOME LIMITS**

The state and federal governments classify household income into several categories based on the relationship to the county area median income (AMI), adjusted for household size. The U.S. Department of Housing and Urban Development (HUD) estimate of AMI is used to set income limits for eligibility in federal housing programs. The income categories include:

- Extremely low-income households: Up to 30 percent AMI
- Very low-income households: 31–50 percent of AMI
- Low-income households: 51–80 percent of AMI
- Moderate-income households: 81–120 percent of AMI
- Above moderate-income households: Above 120 percent of AMI

The term “lower income” refers to all households earning 80 percent or less of AMI. It combines the categories of low-, very-low and extremely low-incomes. Income limits for all counties in California are calculated by HCD for Solano County (see **Table 2-9**). According to HCD, the AMI for a four-person household in Solano County was \$99,300 in 2021.

**TABLE 2-9 MAXIMUM HOUSEHOLD INCOME BY HOUSEHOLD SIZE, SOLANO COUNTY, 2021**

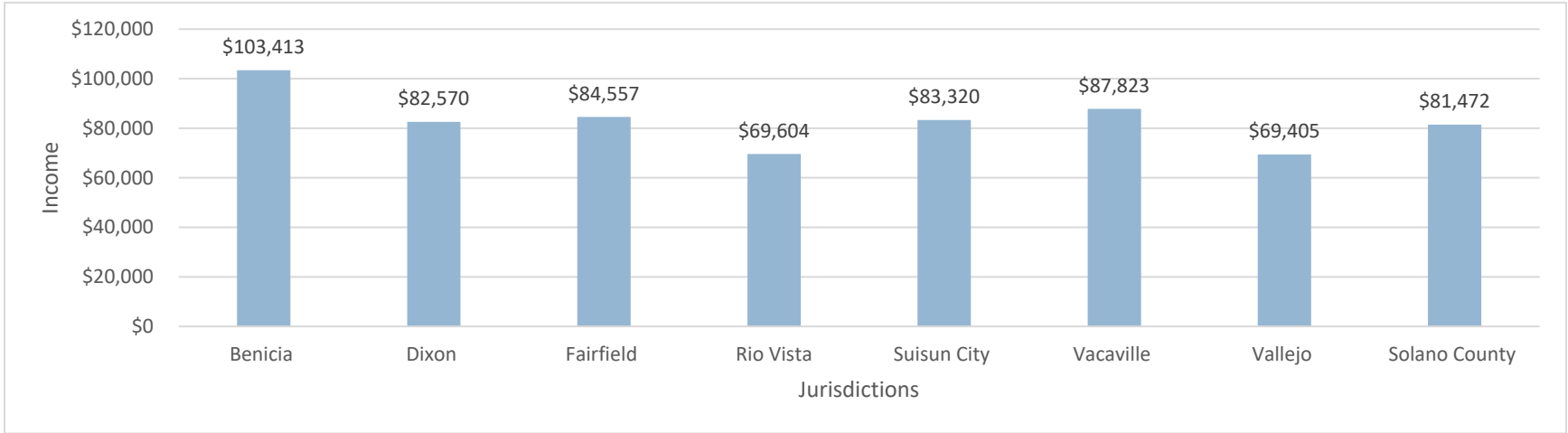
Income Category	Persons Per Household				
	1	2	3	4	5
<b>Extremely Low</b>	\$20,450	\$23,350	\$26,250	\$29,150	\$31,500
<b>Very Low</b>	\$34,000	\$38,850	\$43,700	\$48,550	\$52,450
<b>Low</b>	\$54,350	\$62,100	\$69,850	\$77,600	\$83,850
<b>Median</b>	\$69,500	\$79,450	\$89,350	<b>\$99,300</b>	\$107,250
<b>Moderate</b>	\$83,400	\$95,300	\$107,250	\$119,150	\$128,700

*Source: HCD State Income Limits for Solano County, 2021*

**Figure 2-3** shows the median household income for all jurisdictions in Solano County, as reported by the 2015-2019 ACS. This median income includes all households, regardless of household size. The median household income in the United States was \$62,843 in 2019, lower than the Solano County median of \$81,472. Benicia had the highest median household income in 2019 with \$103,413, well above the county median. The city with the lowest median income was Rio Vista with \$69,604, followed by Vallejo at \$69,405. Median Income for the unincorporated county was not available.

**Table 2-10** describes households by income level. Vallejo has the largest proportion of households with lower incomes (43.9 percent), followed by Rio Vista (41.1 percent), Dixon (38.7 percent), Fairfield (36.1 percent), and Suisun City (36.5 percent). Countywide, an average of 36.8 percent of all households were lower-income households. Lower-income households (80 percent or less of AMI) have a greater risk of being displaced from their community, as compared with households with higher incomes. The cities with the greatest proportions of households with lower incomes were Vallejo (33.1 percent), Rio Vista (41.1 percent), and Suisun City (36.5 percent). In contrast, about 75.3 percent of households in Benicia had incomes that were over 80 percent of AMI.

**FIGURE 2-3 MEDIAN HOUSEHOLD INCOMES IN SOLANO COUNTY**



Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

**TABLE 2-10 HOUSEHOLDS BY HOUSEHOLD INCOME, 2017**

Geography	Extremely Low- Income 0%-30% of AMI	Very Low - Income 31%-50% of AMI	Low-Income 51%-80% of AMI	Median-Income 81%-100% of AMI	Above Median- Income >100% of AMI	Total Households
Income Level	<\$29,150	<\$48,550	<\$77,600	<\$ 99,300	>\$119,150	
<b>Benicia</b>	968	595	1,200	940	7,490	11,193
	8.6%	5.3%	10.7%	8.4%	66.9%	100.0%
<b>Dixon</b>	629	725	930	510	3,105	5,899
	10.7%	12.3%	15.8%	8.6%	52.6%	100.0%
<b>Fairfield</b>	3,637	3,855	5,425	3,570	19,285	35,772
	10.2%	10.8%	15.2%	10.0%	53.9%	100.0%
<b>Rio Vista</b>	439	535	750	290	2,185	4,199
	10.5%	12.7%	17.9%	6.9%	52.0%	100.0%
<b>Suisun City</b>	848	809	1,719	860	5,009	9,245
	9.2%	8.8%	18.6%	9.3%	54.2%	100.0%
<b>Vacaville</b>	2,994	2,840	4,914	3,224	18,455	32,427
	9.2%	8.8%	15.2%	9.9%	56.9%	100.0%
<b>Vallejo</b>	6,250	5,080	6,949	4,035	19,330	41,644
	15.0%	12.2%	16.7%	9.7%	46.4%	100.0%
<b>Unincorporated Solano County</b>	585	575	1,038	941	3,841	6,980
	8.4%	8.2%	14.9%	13.5%	55.0%	100.0%
<b>Solano County</b>	16,350	15,014	22,925	14,370	78,700	147,359
	11.1%	10.2%	15.6%	9.8%	53.4%	100.0%
<b>Bay Area</b>	396,952	294,189	350,599	245,810	1,413,483	2,701,033
	14.7%	10.9%	13.0%	9.1%	52.3%	100.0%

Source: ABAG Data Packet, 2021 -- CHAS, 2013-2017

## Overpayment

State and federal housing law defines overpayment (or cost burdened) as a household paying 30-49 percent of gross income for housing expenses and severe overpayment (or severely cost burdened) as a household paying more than 50 percent of gross income for housing expenses. Housing overpayment and severe overpayment are especially problematic for lower-income households that have limited resources for other living expenses and is an important measure of the affordability of housing within a community. Overpayment and severe overpayment for housing is based on the total cost of shelter compared to a household's income. According to the U.S. Census, shelter cost is the monthly owner costs (mortgages, deeds of trust, contracts to purchase or similar debts on the property, taxes, and insurance) or the gross rent (contract rent plus the estimated average monthly cost of utilities). Overpayment and severe overpayment are also most often interrelated with income levels; however, there are some households that choose to overpay to live in neighborhoods with good access to services and resources – particularly schools.

As reported in **Table 2-11**, in Vacaville, 22 percent of all households are overpaying for housing and 13.8 percent are severely overpaying. Among owner households, 16.8 percent are overpaying, and 30.4 percent are severely overpaying. Among renter households, 30.4 percent are overpaying, and 21.8 percent are severely overpaying.

As reported in **Table 2-11**, Vallejo had the highest proportion of households overpaying or severely overpaying for housing between 2015 and 2019, with a total of 17,750 households (42.2 percent), followed by Suisun City (3,476 households, 37.3 percent) and Fairfield (13,389 households, 36.4 percent). Overpaying or severely overpaying for housing among homeowners was most common in Vallejo (7,287 , 31.2 percent), Suisun City (1,754 households, 30.2 percent) and Rio Vista (1,096 households, 28.2 percent). Overpaying or severely overpaying for housing among renters was most common in Vallejo (10,463 households, 55.9 percent), Fairfield (7,745 households, 51.8 percent) and Vacaville (6,485 households, 52.2 percent).



**TABLE 2-11 OVERPAYING BY TENURE, 2015-2019**

Geography	Overpayment Category	Owner Occupied		Renter Occupied		Totals	
		Number	Percentage	Number	Percentage	Number	Percentage
<b>Benicia</b>	Not Overpaying	5,809	71.7%	1,445	45.3%	7,254	64.2%
	Overpaying	1,490	18.4%	820	25.7%	2,310	20.5%
	Severely Overpaying	775	9.6%	784	24.6%	1,559	13.8%
	Not Computed	29	0.4%	141	4.4%	170	1.5%
	<b>Total</b>	<b>8,103</b>	<b>100.0%</b>	<b>3,190</b>	<b>100.0%</b>	<b>11,293</b>	<b>100.0%</b>
<b>Dixon</b>	Not Overpaying	3,065	72.3%	1,055	57.8%	4,120	68.0%
	Overpaying	884	20.9%	251	13.8%	1,135	18.7%
	Severely Overpaying	274	6.5%	441	24.2%	715	11.8%
	Not Computed	15	0.4%	77	4.2%	92	1.5%
	<b>Total</b>	<b>4,238</b>	<b>100.0%</b>	<b>1,824</b>	<b>100%</b>	<b>6,062</b>	<b>100.0%</b>
<b>Fairfield</b>	Not Overpaying	16,013	73.5%	6,629	44.3%	22,642	61.6%
	Overpaying	3,450	15.8%	4,320	28.9%	7,770	21.1%
	Severely Overpaying	2,194	10.1%	3,425	22.9%	5,619	15.3%
	Not Computed	132	0.6%	588	3.9%	720	2.0%
	<b>Total</b>	<b>21,789</b>	<b>100.0%</b>	<b>14,962</b>	<b>100.0%</b>	<b>36,751</b>	<b>100.0%</b>
<b>Rio Vista</b>	Not Overpaying	2,697	69.4%	393	43.5%	3,090	64.5%
	Overpaying	648	16.7%	123	13.6%	771	16.1%
	Severely Overpaying	448	11.5%	211	23.3%	659	13.8%
	Not Computed	95	2.4%	177	19.6%	272	5.7%
	<b>Total</b>	<b>3,888</b>	<b>100.0%</b>	<b>904</b>	<b>100.0%</b>	<b>4,792</b>	<b>100.0%</b>
<b>Suisun City</b>	Not Overpaying	4,009	69.3%	1,712	48.5%	5,721	61.5%
	Overpaying	1,154	20.0%	908	25.7%	2,062	22.1%
	Severely Overpaying	600	10.4%	814	23.1%	1,414	15.2%
	Not Computed	20	0.3%	93	2.6%	113	1.2%
	<b>Total</b>	<b>5,783</b>	<b>100.0%</b>	<b>3,527</b>	<b>100.0%</b>	<b>9,310</b>	<b>100.0%</b>

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Geography	Overpayment Category	Owner Occupied		Renter Occupied		Totals	
		Number	Percentage	Number	Percentage	Number	Percentage
Vacaville	Not Overpaying	14,969	73.8%	5,555	44.8%	20,524	62.8%
	Overpaying	3,411	16.8%	3,774	30.4%	7,185	22.0%
	Severely Overpaying	1,802	8.9%	2,711	21.8%	4,513	13.8%
	Not Computed	104	0.5%	372	3.0%	476	1.5%
	<b>Total</b>	<b>20,286</b>	<b>100%</b>	<b>12,412</b>	<b>100.0%</b>	<b>32,698</b>	<b>100.0%</b>
Vallejo	Not Overpaying	15,910	68.2%	7,568	40.5%	23,478	55.8%
	Overpaying	4,457	19.1%	4,588	24.5%	9,045	21.5%
	Severely Overpaying	2,830	12.1%	5,875	31.4%	8,705	20.7%
	Not Computed	142	0.6%	678	3.6%	820	2.0%
	<b>Total</b>	<b>23,339</b>	<b>100.0%</b>	<b>18,709</b>	<b>100.0%</b>	<b>42,048</b>	<b>100.0%</b>
Unincorporated Solano County	Not Overpaying	3,386	71.7%	1,201	54.9%	4,587	66.4%
	Overpaying	651	13.8%	368	16.8%	1,019	14.7%
	Severely Overpaying	633	13.4%	331	15.1%	964	13.9%
	Not Computed	53	1.1%	288	13.2%	341	4.9%
	<b>Total</b>	<b>4,723</b>	<b>100.0%</b>	<b>2,188</b>	<b>100.0%</b>	<b>6,911</b>	<b>100.0%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

## Lower-Income Households Overpaying

One of the indicators of housing need when analyzing the relationship between income and costs associated with available housing resources is overpayment. Generally, households that pay more than 30 percent of their income on housing cost are considered to be overpaying for housing or cost burdened, while households that pay 50 percent or more are considered to be severely overpaying or severely cost burdened.

**Tables 2-12, 2-13, and 2-14** show that countywide, 35.6 percent of the total households spend more than 30 percent of their income on housing costs with the majority falling into the lower income category, at 24.3 percent of total households. Approximately 15 percent of the County's households are both lower income and severely cost burdened. Extremely low-income households constitute 10 percent of the County's households, of which, more than half overpay for housing, and almost all are severely cost burdened, at 7.9 percent and 7.1 percent of total households respectively. A distinction must be made, however, that not all lower-income households, even extremely low-income households, are cost burdened.

A comparison of renters and homeowners experiencing overpayment puts risk of displacement into better perspective and assists in the establishment of policies and programs to reduce this risk. Renters make up 39.3 percent of the total county households, with almost one-half of renters (19.4 percent of total county households) reporting overpayment of 30 percent of their income. Approximately 50 percent of renter households (19.9 percent of total households) fall within the lower-income categories (less than 80 percent of Area Median Family Income (HAMFI)). Almost all the lower-income rental households, at 15.4 percent of total county households, report overpayment. Lower-income rental households reporting severe overpayment constitute 9.6 percent of total county households. The most at-risk of displacement population are extremely low-income (ELI) rental households (0-30 percent of MFI). ELI households comprise 6.9 percent of the total county households and represent 17.6 percent of renters. Of total renters approximately 80 percent are cost burdened, making up 5.5 percent of total households. This indicates that almost 13 percent of total renters are the most at risk of displacement from overpayment.

Homeowners throughout the county are also affected by overpayment, particularly lower-income households. Homeowners constitute 60.7 percent of the county's households, of which, 26.8 percent (16.3 percent of total households) are overburdened. Approximately 27 percent of owner-occupied households (14.5 percent of total households) fall within the lower-income categories (less than 80 percent of MFI). Almost 60 percent of the lower-income owner households, at 8.9 percent of total county households, report overpayment. Statistics indicate that 38.2 percent of lower-income owner-occupied households report severe overpayment, constituting 5.5 percent of total county households. Extremely low-income (ELI) owner households (0-30 percent of MFI) comprise 3.1 percent of the total County households, representing just 5.2 percent of owners. Of this group, approximately 75.3 percent are overburdened, embodying 2.4 percent of total

households, and 64 percent of ELI owners are severely overburdened. This indicates that 3.3 percent of total homeowners are the most at risk of displacement from overpayment.

Looking at overpayment and income statistics for individual cities, when focusing on the populations most at risk of displacement, a range of differences are evident. In Benicia, owner occupied comprise 71 percent of total households, of which, 23.8 percent report overpayment (16.9 percent). Of the 29 percent rental households, 50 percent are overburdened (14.6 percent of households). Of the overburdened renters, 28.8 percent fall into the ELI category, and 12.4 percent of overburdened owners fall into the ELI category. Over 66 percent of both ELI owners and renters are extremely cost burdened, representing 1.8 and 3.7 percent of the total households respectively.

In comparison, in Vallejo, owner occupied households comprise 54.9 percent of total households, of which, 29.3 percent report overpayment (16.1 percent of households). Of the 45.1-percent of rental households, 53.2 percent are overburdened (24.0 percent of households). Of the overburdened renters, 35.6 percent fall into the ELI category, and 16 percent of overburdened owners fall into the ELI category. Over 32 percent of ELI renters and 14 percent of homeowners are extremely cost burdened, representing 8.5 and 2.6 percent of the total households respectively.

Dixon reports a high percentage of both renter and homeowner households overpaying for housing. Owner households comprise 61.7 percent of total households, of which, 45.6 percent report overpayment (20.1 percent). Of the 20.1 percent rental households, 86.7 percent are overburdened (14.0 percent of households). Of the overburdened renters, 21.8 percent fall into the ELI category, yet only 5.6 percent of overburdened owners fall into the ELI category. Almost all of the ELI renters, at 95.8 percent, and 78.3 percent of ELI homeowners are extremely cost burdened, representing 5.7 and 1.5 percent of the total households respectively.

Regardless of median income in the county and its cities, housing costs remain a challenge for a substantial number of residents. Throughout the county, extremely low-income homeowners, and in particular lower-income renters, experience a cost burden, with a large percentage significantly overpaying for housing. This can be an issue for seniors as well as for working families, single parents, and others who face changing life circumstances. The sudden loss of employment, a health care emergency, or a family crisis can quickly result in a heavy cost burden, with limited affordable options available, putting these populations at risk of displacement, overcrowding, or residing in low-resource areas.

**TABLE 2-12 LOWER-INCOME HOUSEHOLDS OVERPAYING: BENICIA, DIXON, FAIRFIELD**

Total Household Characteristics	Benicia		Dixon		Fairfield	
	Number	Percentage of Total Households	Number	Percentage of Total Households	Number	Percentage of Total Households
Total occupied units (households)	11,130	100.0%	6,015	1	36,350	36,350
Total Renter households	3,225	29.0%	1,880	31.3%	15,110	41.6%
Total Owner Households	7,905	71.0%	4,135	68.7%	21,235	58.4%
Total lower income (0-80% of HAMFI) households	2,535	22.8%	2,045	34.0%	11,875	32.7%
Lower income renters (0-80%)	1,320	11.9%	1,090	18.1%	7,150	19.7%
Lower income owners (0-80%)	1,215	10.9%	955	15.9%	4,725	13.0%
Extremely low-income (ELI) renters (0-30%)	620	5.6%	355	5.9%	2,215	6.1%
Extremely low-income (ELI) owners (0-30%)	295	2.7%	115	1.9%	925	2.5%
Lower income households paying more than 50%	1,290	11.6%	780	12.97%	5,120	14.1%
Lower income renter HH severely overpaying	730	6.6%	480	8.0%	3,375	9.3%
Lower income owner HH severely overpaying	550	4.9%	295	4.9%	1,745	4.8%
Extremely Low Income (0-30%)	610	5.5%	430	7.1%	2,140	5.9%
ELI Renter HH severely overpaying	415	3.7%	340	5.7%	1,570	4.3%
ELI Owner HH severely overpaying	195	1.8%	90	1.5%	570	1.6%
Income between 30%-50%	285	2.6%	245	4.1%	1,805	5.0%
Income between 50% -80%	395	3.5%	105	1.7%	1,175	3.2%
Lower income households paying more than 30%	1,855	16.7%	1,415	23.5%	8,580	23.6%
Lower income renter HH overpaying	1,020	9.2%	775	12.9%	5,725	15.7%
Lower income owner HH overpaying	820	7.4%	640	10.6%	2,855	7.9%
Extremely Low Income (0-30%)	710	6.4%	445	7.4%	2,445	6.7%
ELI Renter HH overpaying	470	4.2%	340	5.7%	1,720	4.7%

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Total Household Characteristics	Benicia		Dixon		Fairfield	
	Number	Percentage of Total Households	Number	Percentage of Total Households	Number	Percentage of Total Households
ELI Owner HH overpaying	235	2.1%	105	1.7%	725	2.0%
Income between 30%-50%	385	3.5%	470	7.8%	3,040	8.4%
Income between 50% -80%	760	6.8%	500	8.3%	500	1.4%
<b>Total Households Overpaying</b>	<b>3,515</b>	<b>31.6%</b>	<b>2,050</b>	<b>34.1%</b>	<b>12,805</b>	<b>35.2%</b>
<b>Total Renter Households Overpaying</b>	<b>1,630</b>	<b>14.6%</b>	<b>840</b>	<b>14.0%</b>	<b>7,555</b>	<b>20.8%</b>
<b>Total Owner Households Overpaying</b>	<b>1,885</b>	<b>16.9%</b>	<b>1,210</b>	<b>20.1%</b>	<b>5,250</b>	<b>14.4%</b>

Source: 2014-2018 CHAS Data Sets <https://www.huduser.gov/portal/datasets/cp.html>

**TABLE 2-13 LOWER-INCOME HOUSEHOLDS OVERPAYING: RIO VISTA, SUISUN CITY, VACAVILLE**

Total Household Characteristics	Rio Vista		Suisun City		Vacaville	
	Number	Percentage of Total Households	Number	Percentage of Total Households	Number	Percentage of Total Households
<b>Total occupied units (households)</b>	4,285	100.0%	9,320	100.0%	32,920	100.0%
Total Renter households	745	17.4%	3,655	39.2%	12,960	39.4%
Total Owner Households	3,545	82.7%	5,660	60.7%	19,960	60.6%
Total lower income (0-80% of HAMFI) households	1570	36.6%	3,130	33.6%	10,630	32.3%
Lower income renters (0-80%)	295	6.9%	1,715	18.4%	6,285	19.1%
Lower income owners (0-80%)	1,275	29.8%	1,415	15.2%	4,345	13.2%
Extremely low-income (ELI) renters (0-30%)	140	3.3%	610	6.5%	1,940	5.9%
Extremely low-income (ELI) owners (0-30%)	390	9.1%	225	2.4%	955	2.9%
Lower income households paying more than 50%	575	13.4%	1,275	13.7%	4,280	13.0%
Lower income renter HH severely overpaying	200	4.7%	775	8.3%	2,590	7.9%
Lower income owner HH severely overpaying	365	8.5%	505	5.4%	1,690	5.1%
Extremely Low Income (0-30%)	310	7.2%	580	6.2%	1,925	5.8%
ELI Renter HH severely overpaying	90	2.1%	440	4.7%	1,325	4.0%
ELI Owner HH severely overpaying	260	6.1%	145	1.6%	600	1.8%
Income between 30%-50%	90	2.1%	380	4.1%	1,270	3.9%
Income between 50% -80%	175	4.1%	315	3.4%	1,085	3.3%
Lower income households paying more than 30%	830	19.4%	2,165	23.2%	7,410	22.5%
Lower income renter HH overpaying	200	4.7%	1,300	13.9%	4,695	14.3%
Lower income owner HH overpaying	620	14.5%	870	9.3%	2,720	8.3%
Extremely Low Income (0-30%)	355	8.3%	615	6.6%	2,135	6.5%
ELI Renter HH overpaying	90	2.1%	465	5.0%	1,445	4.4%
ELI Owner HH overpaying	260	6.1%	155	1.7%	690	2.1%

Total Household Characteristics	Rio Vista		Suisun City		Vacaville	
	Number	Percentage of Total Households	Number	Percentage of Total Households	Number	Percentage of Total Households
Income between 30%-50%	140	3.3%	450	4.8%	1,945	5.9%
Income between 50% -80%	335	7.8%	1,100	11.8%	3,330	10.1%
<b>Total Households Overpaying</b>	<b>1,220</b>	<b>28.5%</b>	<b>3,135</b>	<b>33.6%</b>	<b>11,370</b>	<b>34.5%</b>
<b>Total Renter Households Overpaying</b>	<b>245</b>	<b>5.7%</b>	<b>1,595</b>	<b>17.1%</b>	<b>6,195</b>	<b>18.8%</b>
<b>Total Owner Households Overpaying</b>	<b>975</b>	<b>22.8%</b>	<b>1,540</b>	<b>16.5%</b>	<b>5,175</b>	<b>15.7%</b>

Source: 2014-2018 CHAS Data Sets <https://www.buduser.gov/portal/datasets/cp.html>



**TABLE 2-14 LOWER-INCOME HOUSEHOLDS OVERPAYING: VALLEJO, SOLANO COUNTY**

Total Household Characteristics	Vallejo		Solano County	
	Number	Percentage of Total Households	Number	Percentage of Total Households
Total occupied units (households)	41,990	100.0%	149,065	100.0%
Total Renter households	18,930	45.1%	58,645	39.3%
Total Owner Households	23,060	54.9%	90,420	60.7%
Total lower income (0-80% of HAMFI) households	17,360	41.3%	51,215	34.4%
Lower income renters (0-80%)	10,810	25.7%	29,675	19.9%
Lower income owners (0-80%)	6,550	15.6%	21,540	14.5%
Extremely low-income (ELI) renters (0-30%)	4,245	10.1%	10,325	6.9%
Extremely low-income (ELI) owners (0-30%)	1,430	3.4%	4,675	3.1%
Lower income households paying more than 50%	8,365	19.9%	22,495	15.1%
Lower income renter HH severely overpaying	5,770	13.7%	14,260	9.6%
Lower income owner HH severely overpaying	2,595	6.2%	8,235	5.5%
Extremely Low Income (0-30%)	4,215	10.0%	10,580	7.1%
ELI Renter HH severely overpaying	3,265	7.8%	7,585	5.1%
ELI Owner HH severely overpaying	950	2.3%	2,995	2.0%
Income between 30%-50%	2,550	6.1%	6,875	4.6%
Income between 50% -80%	1,600	3.8%	5,040	3.4%
Lower income households paying more than 30%	12,695	30.2%	36,225	24.3%
Lower income renter HH overpaying	8,685	20.7%	23,005	15.4%
Lower income owner HH overpaying	4,005	9.5%	13,220	8.9%
Extremely Low Income (0-30%)	4,670	11.1%	11,785	7.9%
ELI Renter HH overpaying	3,585	8.5%	8,265	5.5%
ELI Owner HH overpaying	1,085	2.6%	3,520	2.4%

Total Household Characteristics	Vallejo		Solano County	
	Number	Percentage of Total Households	Number	Percentage of Total Households
Income between 30%-50%	3,770	9.0%	10,580	7.1%
Income between 50% -80%	4,255	10.1%	13,860	9.3%
<b>Total Households Overpaying</b>	<b>16,835</b>	<b>40.1%</b>	<b>53,120</b>	<b>35.6%</b>
<b>Total Renter Households Overpaying</b>	<b>10,070</b>	<b>24.0%</b>	<b>28,860</b>	<b>19.4%</b>
<b>Total Owner Households Overpaying</b>	<b>6,765</b>	<b>16.1%</b>	<b>24,260</b>	<b>16.3%</b>

Source: 2014-2018 CHAS Data Sets <https://www.buduser.gov/portal/datasets/cp.html>

## EMPLOYMENT CHARACTERISTICS

The economy has an important impact on housing needs. Employment growth typically results in increased housing demand in areas that serve as regional employment centers. Moreover, the type of occupation and income levels for new employment also affect housing demand. This section describes the economic and employment patterns and how these patterns influence housing needs.

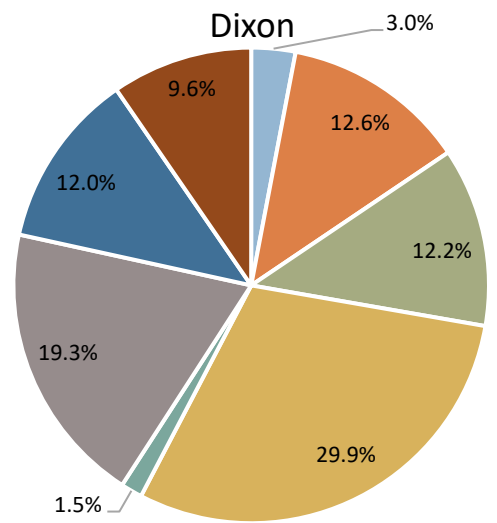
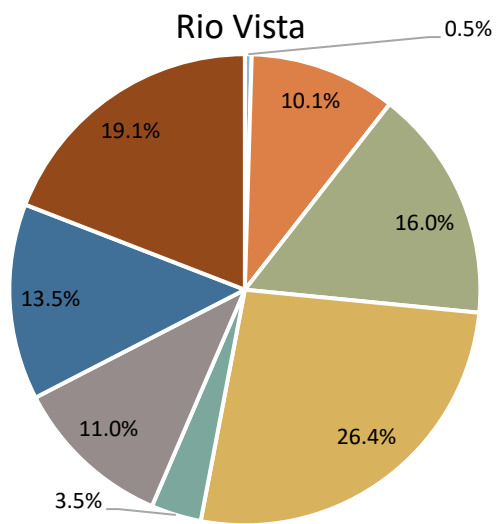
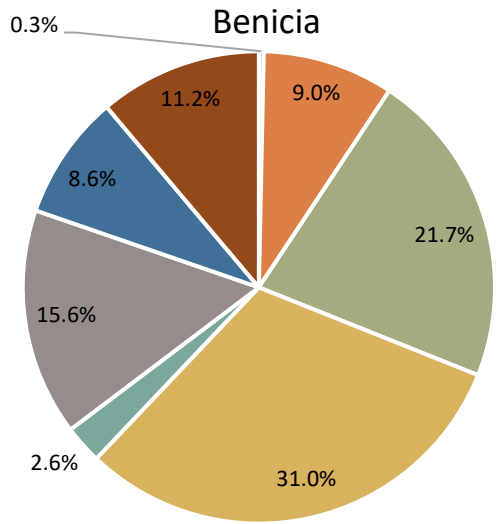
### EMPLOYMENT BY INDUSTRY

Occupations held by residents determine the income earned by a household and their corresponding ability to afford housing. Higher-paying jobs provide broader housing opportunities for residents, while lower-paying jobs limit housing options. Understanding employment and occupation patterns can provide insight into present housing needs.

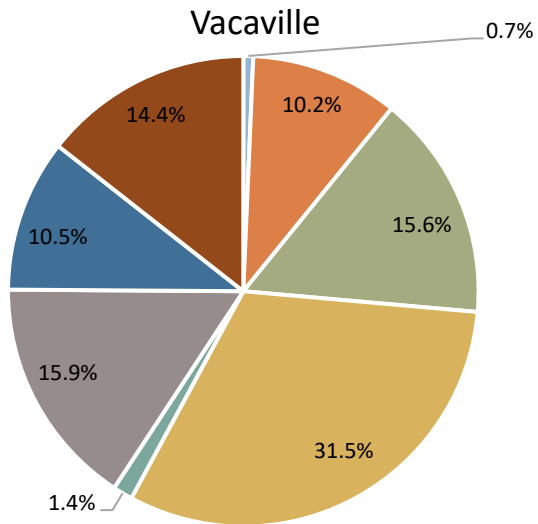
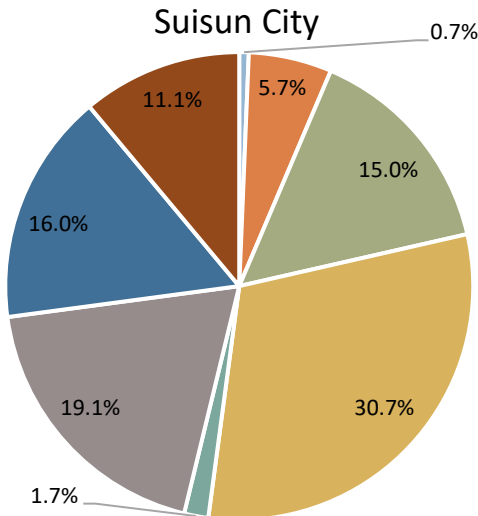
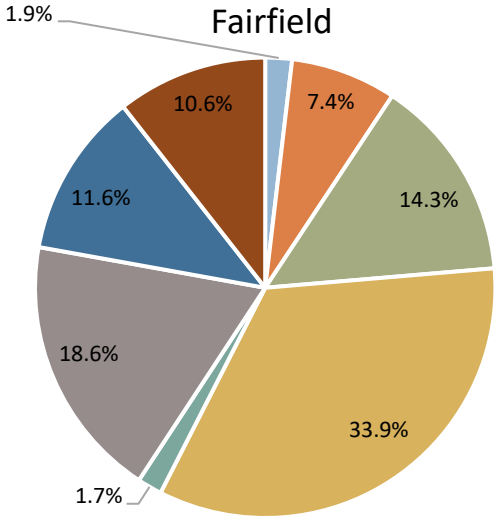
**Table 2-15** and **Figure 2-4** shows employment by industry for each jurisdiction. In the following analysis, “residents” refers to those in the civilian, employed population aged 16 and older. Residents of Vacaville are most commonly employed in the health and educational services, and financial and professional services sectors (31.5 percent). The health and educational services industry is also the most common sector of employment for residents for all of Solano County and the Bay Area. The second and third most common sectors for Vacaville’s residents to be employed in are manufacturing, wholesale, and transportation (15.9 percent) and financial and professional services (15.6 percent).

At 19.3 percent, Dixon is the jurisdiction with the largest proportion of its residents employed in the manufacturing, wholesale, and transportation sector, though Suisun City, Fairfield, Vallejo, and Unincorporated Solano County also have significant proportions of residents employed in that sector. Countywide, only two percent of residents are in the agricultural and natural resources sector; however, most of that is in Unincorporated Solano County, making up eight percent of the employment industry.

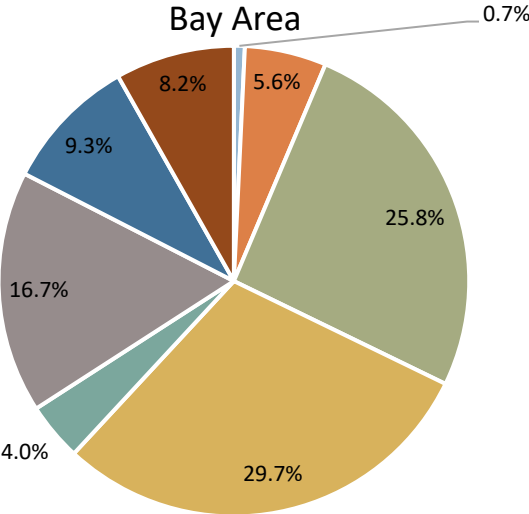
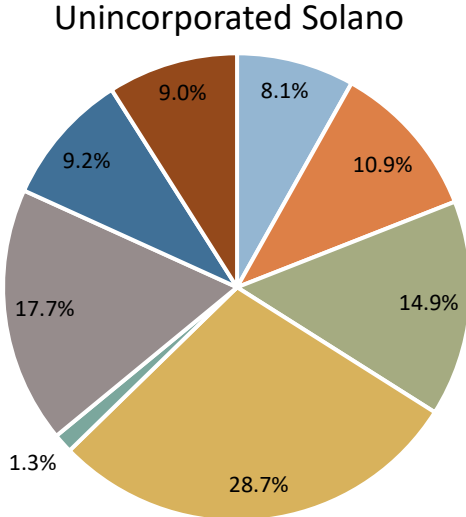
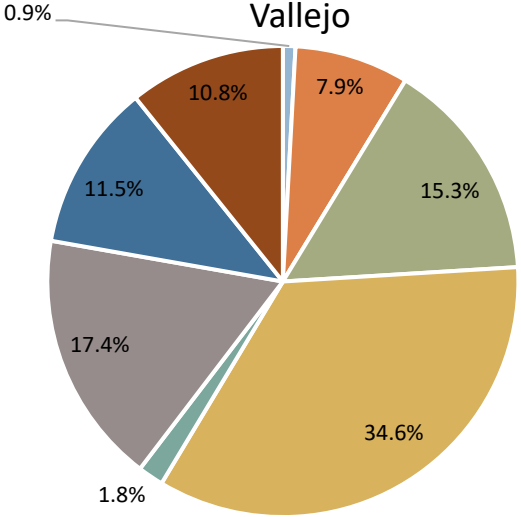
FIGURE 2-4 EMPLOYMENT BY INDUSTRY



- Agriculture & Natural Resources
- Construction
- Financial & Professional Services
- Health & Educational Services
- Information
- Manufacturing, Wholesale and Transportation
- Retail
- Other



- Agriculture & Natural Resources
- Construction
- Financial & Professional Services
- Health & Educational Services
- Information
- Manufacturing, Wholesale and Transportation
- Retail
- Other



- Agriculture & Natural Resources
- Construction
- Financial & Professional Services
- Health & Educational Services
- Information
- Manufacturing, Wholesale and Transportation
- Retail
- Other

**TABLE 2-15 RESIDENT EMPLOYMENT BY INDUSTRY, 2015-2019**

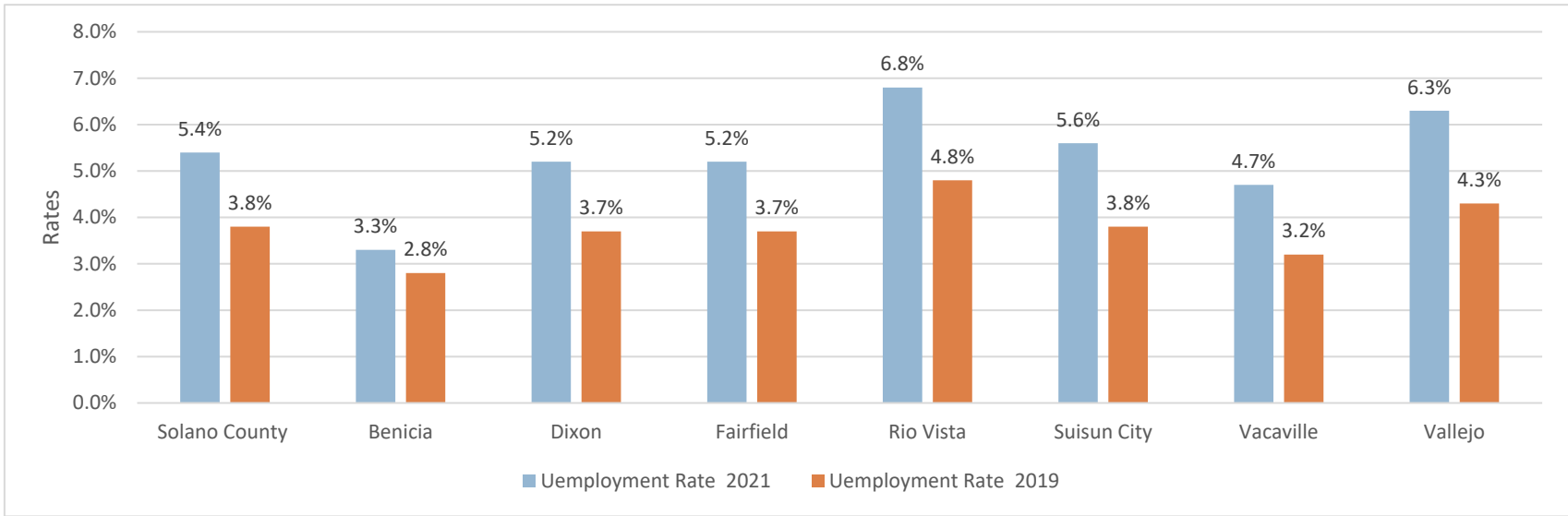
Geography	Agriculture & Natural Resources	Construction	Financial & Professional Services	Health & Educational Services	Information	Manufacturing, Wholesale & Transportation	Retail	Other	Total
<b>Benicia</b>	49	1,322	3,199	4,564	386	2,291	1,260	1,641	<b>14,712</b>
	0.3%	9.0%	21.7%	31.0%	2.6%	15.6%	8.6%	11.2%	<b>100.0%</b>
<b>Dixon</b>	299	1,250	1,214	2981	146	1,922	1,192	956	<b>9,960</b>
	3.0%	12.6%	12.2%	29.9%	1.5%	19.3%	12.0%	9.6%	<b>100.0%</b>
<b>Fairfield</b>	<b>1,021</b>	<b>4,043</b>	<b>7,802</b>	<b>18,424</b>	<b>943</b>	<b>10,113</b>	<b>6,302</b>	<b>5,757</b>	<b>54,405</b>
	1.9%	7.4%	14.3%	33.9%	1.7%	18.6%	11.6%	10.6%	<b>100.0%</b>
<b>Rio Vista</b>	12	260	413	682	89	283	347	493	<b>2,579</b>
	0.5%	10.1%	16.0%	26.4%	3.5%	11.0%	13.5%	19.1%	<b>100.0%</b>
<b>Suisun City</b>	95	833	2,177	4,445	242	2,767	2,324	1,604	<b>14,487</b>
	0.7%	5.7%	15.0%	30.7%	1.7%	19.1%	16.0%	11.1%	<b>100.0%</b>
<b>Vacaville</b>	295	4,430	6,778	13,714	591	6,908	4,565	6,277	<b>43,558</b>
	0.7%	10.2%	15.6%	31.5%	1.4%	15.9%	10.5%	14.4%	<b>100.0%</b>
<b>Vallejo</b>	496	4,530	8,834	19,956	1,016	10,036	6,619	6,205	<b>57,692</b>
	0.9%	7.9%	15.3%	34.6%	1.8%	17.4%	11.5%	10.8%	<b>100.0%</b>
<b>Unincorporated Solano County</b>	780	1,045	1,431	2,754	129	1,700	883	863	<b>9,585</b>
	8.1%	10.9%	14.9%	28.7%	1.3%	17.7%	9.2%	9.0%	<b>100.0%</b>
<b>Solano County</b>	3,047	17,713	31,848	67,520	3,542	36,020	23,492	23,796	<b>206,978</b>
	1.5%	8.6%	15.4%	32.6%	1.7%	17.4%	11.3%	11.5%	<b>100.0%</b>
<b>Bay Area</b>	30,159	226,029	1,039,526	1,195,343	160,226	670,251	373,083	329,480	<b>4,024,097</b>
	0.7%	5.6%	25.8%	29.7%	4.0%	16.7%	9.3%	8.2%	<b>100.0%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

**UNEMPLOYMENT**

According to the California Employment Development Department (EDD), in 2021 the statewide unemployment rate was 6.9 percent. Unemployment rates are based off of people filing for unemployment benefits. The unemployment rate reflects individuals 16 years or older, not members of the Armed Services, and are not in institutions such as prisons, mental hospitals, or nursing homes. The unemployment rate in Solano County was lower than the statewide rate at 5.4 percent. **Figure 2-5** shows unemployment in Solano County by jurisdiction. The city with the highest unemployment rate was Rio Vista (6.8 percent), followed by Vallejo (6.3 percent). Benicia had the lowest unemployment rate (3.3 percent), followed by Vacaville (4.7 percent). Both Fairfield and Dixon had an equal unemployment rate of 5.2 percent with Suisun City at 5.6 percent. In comparison, in 2019 the unemployment rates were lower. The City of Rio Vista had the highest unemployment rate, respectively followed by the City of Vallejo at 4.3 percent. effects of the COVID-19 pandemic are still being reflected to an extent for all the cities within Solano County. The pandemic caused a high unemployment rate in 2020 (9.5 percent) for Solano County and decreased in 2021 to 5.4 percent.

**FIGURE 2-5 UNEMPLOYMENT RATE (2021)**



Source: Monthly Labor Force Data for Cities and Census Designated Places (CDP)– EDD, 2019 and 2021



## LABOR FORCE TRENDS

**Table 2-18** shows employment projections by industry sector in Solano County from 2018 to 2028. According to EDD data, industry employment in Solano County is expected to grow by 15,300 jobs between 2018 and 2028, to an estimated 168,600 by 2028. Total nonfarm employment is projected to gain approximately 14,500 jobs by 2022. This has potential to impact a segment of residents in the county currently employed in that field of work, contributing towards risk of displacement as manual labor jobs decrease. The healthcare and social assistance; professional and business services; trade, transportation, and utilities; state government; and education sectors are expected to account for more than 50 percent of all nonfarm job growth. The largest projected growth sectors are healthcare and social assistance and educational services industries at 19.7 percent each.

**TABLE 2-16 SOLANO COUNTY JOB GROWTH BY INDUSTRY SECTOR (2018)**

Industry Title	Estimated Employment 2018 <sup>1,2</sup>	Projected Employment 2028	Percentage Change 2018-2028
<b>Total Employment</b>	<b>153,300</b>	<b>168,600</b>	<b>10.0%</b>
<b>Mining and Logging</b>	600	500	-16.7%
<b>Construction</b>	11,200	12,000	7.1%
<b>Manufacturing</b>	12,700	13,500	6.3%
<b>Trade, Transportation, and Utilities</b>	27,800	29,500	6.1%
<b>Information</b>	1,100	1,200	9.1%
<b>Financial Activities</b>	5,200	5,500	5.8%
<b>Professional and Business Services</b>	10,100	11,900	17.8%
<b>Educational Services (Private), Healthcare, and Social Assistance</b>	28,400	34,000	19.7%
<b>Leisure and Hospitality</b>	15,600	17,700	13.5%
<b>Other Services (excludes 814-Private Household Workers)</b>	4,500	4,700	4.4%

Industry Title	Estimated Employment 2018 <sup>1, 2</sup>	Projected Employment 2028	Percentage Change 2018-2028
<b>Government</b>	24,900	26,100	4.8%
<b>Federal Government</b>	3,500	4,100	17.1%
<b>State and Local Government</b>	21,300	22,000	3.3%
<b>Type of Employment</b>			
<b>Total Farm</b>	1,700	1,600	-5.9%
<b>Total Nonfarm</b>	142,100	156,600	10.2%
<b>Self-Employment<sup>3</sup></b>	9,400	10,200	8.5%
<b>Private Household Workers<sup>4</sup></b>	100	200	100.0%

Source: Employment Development Department, 2018

Notes:

1. Data sources: U.S. Bureau of Labor Statistics' Current Employment Statistics (CES) March 2019 benchmark and Quarterly Census of Employment and Wages (QCEW) industry employment.
2. Industry detail may not add up to totals due to independent rounding and suppression.
3. Self-employed persons work for profit or fees in their own business, profession, trade, or farm. Only the unincorporated self-employed are included in this category. The estimated and projected employment numbers include all workers who are primarily self-employed and wage and salary workers who hold a secondary job as a self-employed worker.
4. Private household workers are employed as domestic workers whose primary activities are to maintain the household. Industry employment is based on QCEW.

## TRAVIS AIR FORCE BASE

The 6,350-acre Travis Air Force Base (AFB) is a major employer in Solano County with over 11,000 total employees. In 2021, the base employed 6,928 active-duty military members, 2,270 Air Force reservists, 1,673 civil service employees, and 319 civilian workers. There are also 9,415 dependents who may work in nearby cities. Travis AFB had a \$2.6 billion economic impact in 2021. The base includes \$15.8 billion in total resources, such as land, buildings, and housing units. See Chapter 3, Local Housing Needs, for more information.

## HOUSING STOCK CHARACTERISTICS

This section describes the housing characteristics and conditions that affect housing needs in Solano County. Important housing stock characteristics include housing type, tenure, vacancy rates, age, condition, cost, and affordability.

### HOUSING TYPE

According to California’s DOF (see **Table 2-17**), the cities with the highest percentage of single-family units were Rio Vista (93.2 percent), Unincorporated Solano County (90.3), Suisun City (85.8 percent), and Dixon (81.4 percent). The cities with the lowest percentage of single-family units were Vallejo (70.2 percent), Benicia (73.4 percent), and Vacaville (74.6 percent). However, all jurisdictions had very high percentages of single-family units, at above 70 percent across the county. On average for all the cities, about 16.9 percent of the housing stock was composed of multifamily units. Unincorporated Solano County had the highest stock of mobile homes (6.8 percent) followed by Rio Vista (3.5 percent). As a whole, Solano County housing stock is 76.1 percent single-family units, 21 percent multifamily units, and 2.9 percent mobile homes. Much of the single-family housing stock is concentrated in Rio Vista and Unincorporated Solano County.

**TABLE 2-17 HOUSING TYPE, 2021**

Geography	Single-Family Homes	Multifamily: Two to Four Units	Multifamily: Five-Plus Units	Mobile Homes	Total
Benicia	8,332	1,176	1,611	238	<b>11,357</b>
	<i>73.4%</i>	<i>10.4%</i>	<i>14.2%</i>	<i>2.1%</i>	<i>100.0%</i>
Dixon	5,458	420	782	48	<b>6,708</b>
	<i>81.4%</i>	<i>6.3%</i>	<i>11.7%</i>	<i>0.7%</i>	<i>100.0%</i>
Fairfield	31,060	2,015	6,403	999	<b>40,477</b>
	<i>76.7%</i>	<i>5.0%</i>	<i>15.8%</i>	<i>2.5%</i>	<i>100.0%</i>
Rio Vista	4,764	25	141	179	<b>5,109</b>
	<i>93.2%</i>	<i>0.5%</i>	<i>2.8%</i>	<i>3.5%</i>	<i>100.0%</i>
Suisun City	8,209	382	788	184	<b>9,563</b>
	<i>85.8%</i>	<i>4.0%</i>	<i>8.2%</i>	<i>1.9%</i>	<i>100.0%</i>

Geography	Single-Family Homes	Multifamily: Two to Four Units	Multifamily: Five-Plus Units	Mobile Homes	Total
Vacaville	26,911	2,259	5,747	1,136	<b>36,053</b>
	74.6%	6.3%	15.9%	3.2%	<b>100.0%</b>
Vallejo	31,470	4,863	7,141	1,358	<b>44,832</b>
	70.2%	10.8%	15.9%	3.0%	<b>100.0%</b>
Unincorporated Solano County	6,566	156	56	494	<b>7,272</b>
	90.3%	2.1%	0.8%	6.8%	<b>100.0%</b>
Solano County	122,770	11,296	22,669	4,636	<b>161,371</b>
	76.1%	7.0%	14.0%	2.9%	<b>100.0%</b>

Source: Department of Finance E-5 City/County Population and Housing Estimates, 2021

## HOUSING TENURE

Housing tenure (owner vs. renter) influences several aspects of the local housing market. Residential mobility is influenced by tenure, with ownership housing turning over at a much lower rate than rental housing. This is not directly related to the type of unit, where most single-family units and certain types of multifamily (duplex-fourplex, condos) may be owner-occupied. However, single-family units, especially older stock and multifamily units (duplex-fourplex and condos) are also often converted to rental stock.

As shown in **Table 2-18**, the cities with the highest proportions of owner-occupied households were Rio Vista (81.1. percent), Benicia (71.8 percent), Dixon (69.9 percent), Unincorporated Solano County (68.3 percent), Suisun City (62.1 percent), and Vacaville (62 percent). The cities with the highest proportions of renter-occupied households were Vallejo (44.5 percent) and Fairfield (40.7 percent). Fairfield and Vallejo are split down the middle, respectively.

**TABLE 2-18 HOUSING TENURE, 2019**

Geography	Total Households	Owner Occupied		Renter Occupied	
		Households	Percentage	Households	Percentage
Benicia	11,293	8,103	71.8%	3,190	28.2%
Dixon	6,062	4,238	69.9%	1,824	30.1%
Fairfield	36,751	21,789	59.3%	14,962	40.7%
Rio Vista	4,792	3,888	81.1%	904	18.9%
Suisun City	9,310	5,783	62.1%	3,527	37.9%
Vacaville	32,698	20,286	62.0%	12,412	38.0%
Vallejo	42,048	23,339	55.5%	18,709	44.5%
Unincorporated Solano County	6,911	4,723	68.3%	2,188	31.7%
Solano County	149,865	92,149	61.5%	57,716	38.5%
Bay Area	2,731,434	1,531,955	56.1%	1,199,479	43.9%

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

## VACANCY RATE

**Table 2-19** shows housing units and vacancies in Solano County and the cities according to the California DOF. Vacancy rates of 5.0 to 6.0 percent for rental housing and 1.5 to 2.0 percent for ownership housing are generally considered optimum. A higher vacancy rate may indicate an excess supply of units, a softer market, and result in lower housing prices. A lower vacancy rate may indicate a shortage of housing and high competition for available housing, which generally leads to higher housing prices and diminished affordability. As **Table 2-19** shows, the vacancy rate for all cities within Solano County is 5.3 percent. The cities with the highest vacancy rate are Unincorporated Solano County (8.9 percent), Vallejo (7.3), and Rio Vista (6.6 percent). As shown in **Table 2-20** for units that were “other vacant,” about 40.5 percent of housing units in that category were within Unincorporated Solano County and 39.8 percent were in Vallejo. In addition, as shown in **Table 2-18**, Rio Vista had the highest owner-occupied households and so their high vacancy rate can be attributed to the vacant units by type, where almost 20 percent of vacant units are for seasonal, recreational, or occasional use. The cities with the lowest vacancy rates were Dixon and Suisun City.

**TABLE 2-19 VACANCY RATE BY OCCUPANCY STATUS, 2021**

Geography	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Vacancy Rate
Benicia	11,035	10,832	203	4.6%
Dixon	6,708	6,505	203	3.0%
Fairfield	40,477	38,829	1,648	4.1%
Rio Vista	5,109	4,773	336	6.6%
Suisun City	9,563	9,231	332	3.5%
Vacaville	36,053	34,521	1,532	4.2%
Vallejo	44,832	41,563	3,269	7.3%
Unincorporated Solano County	7,272	6,623	649	8.9%
Solano County	161,371	152,877	8,494	5.3%

Source: Department of Finance E-5 City/County Population and Housing Estimates, 2021

**Table 2-20** shows the occupancy status of the housing stock according to the 2015-2019 ACS. Many of the cities within Solano County have vacant units that are classified as “other vacant.” For instance, the cities with the highest “other vacant” units were Vacaville (49.5 percent), Fairfield, 48.9 percent, Suisun City (41.8 percent), Unincorporated Solano County (40.5 percent), and Benicia (39.4 percent). According to the U.S. Census Bureau, “other vacant” units are classified as such when the unit does not fit into any of the year-round vacant categories. Other reasons include no one lives in the unit and the owner does not want to sell, unit is being used for storage, owner is elderly and living in a nursing home or with family members, or the unit is foreclosed, being repaired/renovated, or held for settlement of an estate. The seasonal and recreational use (vacation homes) vacancy rate is usually not indicative of underserved populations, but it does contribute toward unavailability of certain types of housing. Unincorporated Solano County and Benicia have the largest proportions of their vacant units classified as seasonal, recreational, or occasional use (32.6 percent and 19.5 percent respectively). It should be noted that new development that occurred after 2019 is not reflected in this data.

**TABLE 2-20 VACANT UNITS BY TYPE, 2015-2019**

Geography	For Rent	For Sale	For Seasonal, Recreational, or Occasional use	Other vacant <sup>1</sup>	Rented, Not Occupied	Sold, Not Occupied	Total Vacant Units
<b>Benicia</b>	167	9	96	194	17	10	<b>493</b>
	<i>33.9%</i>	<i>1.8%</i>	<i>19.5%</i>	<i>39.4%</i>	<i>3.4%</i>	<i>2.0%</i>	<i>100.0%</i>
<b>Dixon</b>	165	27	0	64	71	0	<b>327</b>
	<i>50.5%</i>	<i>8.3%</i>	<i>0.0%</i>	<i>19.6%</i>	<i>21.7%</i>	<i>0.0%</i>	<i>100.0%</i>
<b>Fairfield</b>	392	155	119	792	35	128	<b>1,621</b>
	<i>24.2%</i>	<i>9.6%</i>	<i>7.3%</i>	<i>48.9%</i>	<i>2.2%</i>	<i>7.9%</i>	<i>100.0%</i>
<b>Rio Vista</b>	33	45	50	28	127	55	<b>338</b>
	<i>9.8%</i>	<i>13.3%</i>	<i>14.8%</i>	<i>8.3%</i>	<i>37.6%</i>	<i>16.3%</i>	<i>100.0%</i>
<b>Suisun City</b>	27	51	48	142	0	72	<b>340</b>
	<i>7.9%</i>	<i>15.0%</i>	<i>14.1%</i>	<i>41.8%</i>	<i>0.0%</i>	<i>21.2%</i>	<i>100.0%</i>
<b>Vacaville</b>	299	103	158	732	95	91	<b>1,478</b>
	<i>20.2%</i>	<i>7.0%</i>	<i>10.7%</i>	<i>49.5%</i>	<i>6.4%</i>	<i>6.2%</i>	<i>100.0%</i>

Geography	For Rent	For Sale	For Seasonal, Recreational, or Occasional use	Other vacant <sup>1</sup>	Rented, Not Occupied	Sold, Not Occupied	Total Vacant Units
Vallejo	924	216	144	992	73	146	<b>2,495</b>
	37.0%	8.7%	5.8%	39.8%	2.9%	5.9%	<b>100.0%</b>
Unincorporated Solano County	66	128	275	341	33	0	<b>843</b>
	7.8%	15.2%	32.6%	40.5%	3.9%	0.0%	<b>100.0%</b>
Solano County	2,073	734	890	3,285	451	502	<b>7,935</b>
	26.1%	9.3%	11.2%	41.4%	5.7%	6.3%	<b>100.0%</b>
Bay Area	41,117	10,057	37,301	61,722	10,647	11,816	<b>172,660</b>
	23.8%	5.8%	21.6%	35.7%	6.2%	6.8%	<b>100.0%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

<sup>1</sup> Common reasons a housing unit is labeled “other vacant” is that no one lives in the unit and the owner does not want to sell, is using the unit for storage, or is elderly and living in a nursing home or with family members. Additional reasons are that the unit is being held for settlement of an estate, is being repaired or renovated, is being foreclosed (foreclosures may appear in any of the vacant or occupied categories).

## HOUSING CONDITIONS

Housing conditions are an important indicator of quality of life. Like any physical asset, housing ages and deteriorates over time. If not regularly maintained, structures can deteriorate and discourage reinvestment, depress neighborhood property values, and even become health hazards. Thus, maintaining and improving housing quality is an important goal for communities.

An indication of the quality of the housing stock is its general age. Typically, housing over 30 years old is likely to have rehabilitation needs that may include plumbing, roof repairs, foundation work, and other repairs. In addition, tenure may impact the condition of housing, as landlords may not maintain rental units the same as owners would maintain their homes. **Table 2-21** displays the age of Solano County’s housing stock starting from before 1939 up until 2014 and later, according to the 2015-2019 ACS. Of the eight jurisdictions, seven had 50 percent of the housing stock older than 30 years, with the unincorporated county (86.8 percent), Vallejo (81.7 percent), and Benicia (79.1 percent) having the highest percentages. When looking at the housing stock that was 50 year or older, Vallejo (44.1 percent), the unincorporated county (42.3 percent), and Rio Vista (26.5 percent) has the highest percentages.



**TABLE 2-21 HOUSING UNITS BY YEAR STRUCTURE WAS BUILT**

Geography	Built 1939 or earlier	Built 1940 to 1949	Built 1950 to 1959	Built 1960 to 1969	Built 1970 to 1979	Built 1980 to 1999	Built 1990 to 1999	Built 2000 to 2009	Built 2010 to 2013	Built 2014 to later	Total	30 years and older (1989)	50 years and older (1969)
Benicia	785	838	250	673	3,211	3,566	1,724	723	16	0	11,786	9,323	2,546
	6.7%	7.1%	2.1%	5.7%	27.2%	30.3%	14.6%	6.1%	0.1%	0	100.0%	79.1%	21.6%
Dixon	274	154	302	305	1,457	769	1,717	1,182	106	123	6,389	3,261	1,035
	4.3%	2.4%	4.7%	4.8%	22.8%	12.0%	26.9%	18.5%	1.7%	1.9%	100.0%	51.0%	16.2%
Fairfield	768	300	2,929	6,301	5,575	8,440	6,369	5,443	1,110	2,632	38,372	24,313	10,298
	1.9%	0.8%	7.3%	15.8%	14.0%	21.2%	16.0%	13.7%	2.8%	6.6%	100.0%	61.0%	25.8%
Rio Vista	311	173	517	357	255	173	853	1,834	320	337	5,130	1,786	1,358
	6.1%	3.4%	10.1%	7.0%	5.0%	3.4%	16.6%	35.8%	6.2%	6.6%	100.0%	34.8%	26.5%
Suisun City	201	25	214	300	2,824	2,676	1,988	1,240	99	83	9,650	6,240	740
	2.1%	0.3%	2.2%	3.1%	29.3%	27.7%	20.6%	12.8%	1.0%	0.9%	100.0%	64.7%	7.7%
Vacaville	478	426	1,838	2,704	8,624	7,262	6,598	4,406	470	2,011	34,176	21,332	5,446
	1.4%	1.2%	5.3%	7.8%	24.8%	20.9%	19.0%	12.7%	1.3%	5.8%	100.0%	61.3%	15.6%
Vallejo	6,334	4,555	4,785	4,248	7,670	9,305	3,920	3,668	674	0	44,543	36,897	19,922
	14.0%	10.1%	10.6%	9.4%	17.0%	20.6%	8.7%	8.1%	1.5%	0.0%	100.0%	81.7%	44.1%
Unincorporated Solano County*	847	47	927	1,143	2,113	1,005	-42	219	-154	901	7,754	6,082	2,964
	12.1%	0.7%	13.2%	16.3%	30.2%	14.3%	-0.6%	3.1%	-2.2%	12.9%	100.0%	86.8%	42.3%
Solano County	9,998	6,518	11,762	16,031	31,729	33,196	23,127	18,715	2,641	6,087	157,800	109,234	44,309
	6.3%	4.1%	7.4%	10.0%	19.9%	20.8%	14.5%	11.7%	1.7%	3.8%	100.0%	68.4%	27.7%

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

\*Please note: Unincorporated data was calculated by taking the total county number and subtracting the cities from that data. Therefore, the exact numbers may not represent the exact numbers built by year.

**LOCAL KNOWLEDGE ON HOUSING CONDITIONS**

Based on conversations with staff, code enforcement, and local police departments, **Table 2-22** provides a percentage of the housing stock needing some type of rehabilitation.

**TABLE 2-22 PERCENTAGE OF HOUSING NEEDING REHABILITATION**

Geography	Percentage of Housing Needing Rehabilitation
Benicia	0.13%
Dixon	Data Pending
Fairfield	Data Pending
Rio Vista	Data Pending
Suisun City	Data Pending
Vacaville	<10%
Vallejo	Data Pending
Unincorporated Solano County	10%

*Source: Solano County jurisdictions, 2022*

**HOUSING PRODUCTION**

**Table 2-23** shows the number of housing units by income level that were developed during the previous planning period (2014-2022). Fairfield, followed by Vacaville, had the most production from 2014-2020 with 3,288 building permits issued and 2,386 building permits issued, respectively. The majority of the new housing was market-rate, affordable only to moderate- and above moderate-income households. Of the 197 total units permitted in unincorporated Solano County 42 percent were affordable to lower income households.

**TABLE 2-23 HOUSING PERMITTING 2015-2020**

Income Group	Very Low-Income Units	Low Income Units	Moderate Income Units	Above Moderate-Income Units	Total Units
<b>Benicia</b>	1	3	8	18	<b>30</b>
	3.3%	10.0%	26.7%	60.0%	100.0%
<b>Dixon</b>	0	54	145	350	<b>549</b>
	0.0%	9.8%	26.4%	63.8%	100.0%
<b>Fairfield</b>	94	95	364	2,735	<b>3,288</b>
	2.9%	2.9%	11.1%	83.2%	100.0%
<b>Rio Vista</b>	0	4	155	438	<b>597</b>
	0.0%	0.7%	26.0%	73.4%	100.0%
<b>Suisun City</b>	0	0	0	85	<b>85</b>
	0.0%	0.0%	0.0%	100.0%	100.0%
<b>Vacaville</b>	48	109	565	1,664	<b>2,386</b>
	2.0%	4.6%	23.7%	69.7%	100.0%
<b>Vallejo</b>	0	0	0	251	<b>251</b>
	0.0%	0.0%	0.0%	100.0%	100.0%
<b>Unincorporated Solano County</b>	6	83	32	76	<b>197</b>
	3.0%	42.1%	16.2%	38.6%	100.0%

Source: HCD 5<sup>th</sup> Cycle Annual Progress Report Permit Summary

## HOUSING COST AND AFFORDABILITY

One of the major barriers to housing availability is the cost of housing. To provide housing to all economic levels in the community, a wide variety of housing opportunities at various prices should be made available. Housing affordability is dependent on income and housing costs. According to the U.S. Department of Housing and Urban Development (HUD) and HCD, housing is considered “affordable” if the monthly housing cost is no more than 30 percent of a household’s gross income. According to the 2015-2019 ACS, **Table 2-24** shows the home values of owner-occupied units in Solano County. As of 2019, home values countywide trended much lower than in the Bay Area as a whole.

For example, 35 percent of Bay Area homes were valued at over one million dollars, whereas only 2.1 percent of homes throughout Solano County were valued over one million dollars. Those were largely in Unincorporated Solano County, where 17.9 percent of the homes were valued over one million dollars. In all cities in Solano County, that proportion was much smaller (on average, approximately 1.3 percent). The jurisdictions in Solano County with the largest proportions of homes valued under \$500,000 were Rio Vista (94.3 percent), Suisun City (94.1 percent) and Dixon (84.5 percent).

**Sales Prices**

**TABLE 2-24 HOME VALUES OF OWNER-OCCUPIED UNITS, 2015-2019**

Geography	Units Valued Less than 250k	Units Valued \$250k-\$500k	Units Valued \$500k-\$750k	Units Valued \$750k-\$1M	Units Valued \$1M-\$1.5M	Units Valued \$1M-\$2M	Units Valued \$2M+
<b>Benicia</b>	7.4%	25.5%	49.8%	13.9%	2.0%	0.9%	0.4%
<b>Dixon</b>	14.9%	69.6%	12.3%	2.4%	0.6%	0.3%	0.0%
<b>Rio Vista</b>	13.0%	81.3%	5.7%	0.0%	0.0%	0.0%	0.0%
<b>Suisun City</b>	8.9%	85.2%	3.8%	0.3%	0.0%	0.0%	1.8%
<b>Vacaville</b>	10.6%	63.7%	22.9%	2.1%	0.4%	0.1%	0.1%
<b>Vallejo</b>	21.2%	59.4%	17.0%	1.3%	0.5%	0.1%	0.4%
<b>Fairfield</b>	14.6%	57.3%	23.5%	3.2%	0.8%	0.1%	0.6%
<b>Unincorporated Solano County</b>	11.9%	20.5%	30.8%	18.9%	12.1%	3.3%	2.5%
<b>Solano County</b>	14.2%	57.9%	21.9%	3.9%	1.2%	0.3%	0.5%
<b>Bay Area</b>	6.1%	16.3%	22.5%	20.1%	17.9%	7.9%	9.2%

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

**Table 2-25** shows the median sales price for each jurisdiction in Solano County in 2021. According to Zillow and Realtor.com, the majority of jurisdictions in Solano County had relatively consistent median sales price, with the majority ranging from \$552,000 to \$596,000. The jurisdiction with the highest median sales price is Unincorporated Solano County, which is most likely due to the limited data available. The jurisdiction with the second-highest median price is Benicia at \$695,000, followed by Dixon at \$596,500.

**TABLE 2-25 MEDIAN SALES PRICE, 2021**

Geography	Median Sales Price
<b>Benicia</b>	\$695,000
<b>Dixon</b>	\$596,500
<b>Fairfield</b>	\$575,000
<b>Rio Vista</b>	\$480,000
<b>Suisun City</b>	\$552,500
<b>Vacaville</b>	\$585,000
<b>Vallejo</b>	\$560,000
<b>Solano County</b>	\$569,000
<b>Unincorporated Solano County</b>	\$630,000*
<b>Average Countywide Median Sales Price</b>	\$606,823

*Source: Zillow.com and Realtor.com, December 2021*

<sup>1</sup> Due to the limited number of listings, it is important to note that the high and low listing for unincorporated Solano County was \$449,000 and 1.1 million, respectively.

## Rental Prices

**Table 2-26** shows contract rents and median contract rent for all the jurisdictions within Solano County. Similar to home values described above, as of 2019, rents countywide trended lower than in the Bay Area as a whole. Median contract rent for the Bay Area as a whole was \$1,849, while throughout Solano County it was \$1,421. As described above, as compared with other jurisdictions in Solano County, Unincorporated Solano County had the largest proportion (17.9 percent) of high value homes (over one million dollars). However, that trend did not continue with rentals. Only three percent of homes in Unincorporated County are higher priced rentals (over \$2,500). Higher priced rentals (over \$2,500) are more common in Benicia, (11.5 percent) and Fairfield (6.1 percent). Jurisdictions in Solano County with the greatest proportion of lower priced rentals (less than \$1,500) were Rio Vista (87.9 percent), Dixon (75.4 percent) and Unincorporated Solano County

(65.2 percent). Jurisdictions in Solano County with the greatest proportion of mid-priced rentals (between \$1,500 and \$2,500) were Suisun City (58.1 percent), Benicia (50 percent) and Vacaville (46.3 percent).

**TABLE 2-26 CONTRACT RENTS FOR RENTER-OCCUPIED UNITS, 2015-2019**

Geography	Rent less than \$500	Rent \$500-\$1,000	Rent \$1,000-\$1,500	Rent \$1,500-\$2,000	Rent \$2,000-\$2,500	Rent \$2,500-\$3,000	Rent \$3,000 or more	Median Contract Rent
Benicia	4.6%	6.7%	27.1%	32.4%	17.7%	8.4%	3.2%	\$1,679
Dixon	3.1%	15.6%	56.6%	15.7%	8.3%	0.7%	0.0%	\$1,277
Fairfield	3.7%	17.4%	34.0%	23.9%	14.8%	4.8%	1.3%	\$1,427
Rio Vista	0.0%	28.7%	59.1%	9.5%	2.6%	0.0%	0.0%	\$1,172
Suisun City	5.7%	15.6%	19.5%	48.8%	9.2%	1.0%	0.0%	\$1,593
Vacaville	7.3%	14.9%	28.9%	33.4%	12.9%	2.3%	0.4%	\$1,483
Vallejo	5.2%	19.5%	35.1%	28.3%	8.5%	2.9%	0.5%	\$1,348
Unincorporated Solano County	9.7%	24.5%	30.9%	21.6%	10.1%	2.7%	0.4%	\$1,227
Solano County	5.3%	17.2%	32.9%	28.9%	11.6%	3.3%	0.8%	\$1,421
Bay Area	6.1%	10.2%	18.9%	22.8%	17.3%	11.7%	13.0%	\$1,849

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data releases, starting with 2005-2009 through 2015-2019

**Table 2-25** shows the rental costs in all the cities within Solano County, based on a survey of listings for available rentals that ranged in size from two to four bedrooms. As shown in **Table 2-18**, about 38.5 percent of Solano County households are renters. Although renters tend to live in multifamily units, the overall housing stock for Solano County is 14 percent multifamily and about 76.1 percent single family. Based on the stock, many single-family units may be used for renting. According to Zillow and Realtor.com, the cities with the highest median rent were Dixon and Fairfield, the prices for homes with two, three or four bedrooms ranged between \$1,850 and \$3,800, respectively. The city with the lowest median rent was Rio Vista at \$2,331. The rest of the cities' median rents were between \$2,603 and \$2,982. Median rents shown in **Table 2-25** are lower than those shown in **Table 2-26**. Although data in **Table 2-25** was drawn from a significantly smaller sample size, the differences between the two tables are likely chiefly attributable to the timeframes when the data was collected (2015-2019 vs. 2021).

**TABLE 2-27 RENTAL RATES, 2021**

Geography	Median Rent (includes 2-, 3-, & 4- Bedrooms)	Range of Prices	Number of Listings
<b>Benicia</b>	\$2,613	\$1,795 – \$3,700	13
<b>Dixon</b>	\$2,982	\$1,850 – \$3,549	5
<b>Fairfield</b>	\$2,901	\$1,845 – \$3,800	34
<b>Rio Vista</b>	\$2,331	\$1,795 – \$3,300	10
<b>Suisun City</b>	\$2,825	\$1,925 – \$3,300	6
<b>Vacaville</b>	\$2,729	\$1,825 – \$3,549	25
<b>Vallejo</b>	\$2,603	\$1,600 – \$3,655	47
<b>Unincorporated Solano County*</b>	n/a	n/a	n/a

*Source: Zillow and Realtor.com, 2021*

*\*Data for Unincorporated Solano County was not available.*

**Housing Affordability**

**Table 2-27** provides the affordable rents and maximum purchase price, based on the HCD income limits for a household of four in Solano County. The table also shows median rents and sales prices. As shown in **Table 2-28**, the maximum affordable rent is \$373 monthly for an acutely low-income household, \$729 monthly for an extremely low-income household, \$1,214 for a very low-income household, \$1,940 for a low-income household, and \$2,979 for a moderate-income household. The average of the median rents in the cities in Solano County (data on Unincorporated County was unavailable) for two-, three-, and four-bedroom units was \$2,712, and therefore out of the affordability range for all lower income groups. Many lower-income households do not have access to affordable large units to accommodate larger families, thus resulting in overcrowding and subject to overpayment leading to potential displacement. The limited availability of affordable housing indicates a need for programs to assist with housing vouchers and other jurisdictional, state, and federal programs for provision of rental housing at prices affordable to lower incomes.

As of December 2021, the average of the median sales prices in each of the jurisdictions in Solano County for all single-family homes \$606,823 (Table 2-25). The maximum affordable purchase price for a four-person household is \$74,050 for an acutely low-income household, \$144,870 for an extremely low-income household, \$241,285 for a very low-income household, \$385,658 for a low-income household, and \$592,154 for a moderate-income household. Looking at the maximum affordable purchase price and the median sales prices for all jurisdictions, moderate- and above moderate-income households in Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo could afford existing and newly constructed homes. Unincorporated Solano County moderate income households are within reach of the median sales prices. Lower income households are not within reach of an affordable option. Due to lower-income households' limited income, these households would require assistance through City, County, state, or federal homebuyers' programs. For example, a down payment assistance loan program can help a household that can afford monthly mortgage payments and other housing related costs but due to their limited income, has difficulty saving enough money for a down payment. A Below Market Rate program can offer a household the opportunity to purchase a home at a price significantly lower than market rate, which can set them up with an affordable monthly mortgage payment. Sometimes these programs can be used in conjunction on the same home purchase.

**TABLE 2-28 HOUSING AFFORDABILITY BY INCOME LEVEL**

	Income Level (Based on a 4-Person Household)				
	Acutely Low	Extremely Low	Very Low	Low	Moderate
<b>Annual Income</b>	\$14,900	\$29,150	\$48,550	\$77,600	\$119,150
<b>Monthly Income</b>	\$1,242	\$2,429	\$4,046	\$6,467	\$9,929
<b>Maximum Monthly Gross Rent<sup>1</sup></b>	\$373	\$729	\$1,214	\$1,940	\$2,979
<b>Median Rent<sup>3</sup></b>	\$2,712				
<b>Maximum Purchase Price<sup>2</sup></b>	\$74,050	\$144,870	\$241,285	\$385,658	\$592,154
<b>Median Sales Price<sup>4</sup></b>	\$606,823				

*Source: California Department of Housing and Community Development 2021 State Income Limits*

*Notes:*

- <sup>1</sup> Affordable cost 30 percent of gross household income spent on housing.
- <sup>2</sup> Affordable housing sales price is based on conventional 30-year loans at 4.88-percent interest and a 5-percent down payment.
- <sup>3</sup> Average of the median rents in all cities in Solano County (data on Unincorporated Solano County unavailable) (see Table 2-27).
- <sup>4</sup> Average of the median sales prices in each jurisdiction in Solano County (see Table 2-25).



## SPECIAL-NEEDS POPULATIONS

Certain groups have greater difficulty in finding acceptable, affordable housing due to special circumstances relating to employment and income, household characteristics, and disabilities, among others. These “special-needs” groups include seniors, persons with disabilities, large households, single-parent households (female-headed households with children, in particular), homeless persons, and farmworkers.

### SENIORS

Seniors have many different housing needs, depending on their age, level of income, current tenure status, cultural background, and health status. Seniors are defined as persons 65 years and older, and senior households are those households headed by a person 65 years and older. Senior households may need assistance with personal and financial affairs, networks of care to provide services and daily assistance, and even possible architectural design features that could accommodate disabilities that would help ensure continued independent living.

According to the 2015-2019 ACS, approximately 48.9 percent of the population (5,792 persons) in Rio Vista were seniors (65 years or older). Followed by the Unincorporated Solano County, 21.6 percent (2,617 residents); 19.8 percent (3,474 residents) in Benicia; 15.8 percent (11,063 residents) in Vallejo; 14 percent (8,052 residents) in Vacaville; 13 percent (1,248 residents) in Dixon; 12.2 percent (2,617 residents) in Fairfield; and 11.7 percent (1,678 residents) in Suisun City.

Senior-headed households made up approximately 55.4 percent (2,655 households) of the households in Rio Vista, 37.9 percent in Unincorporated Solano County, above 30 percent in the rest of the cities (30 to 18 percent), and a small proportion (7.1 percent) in Fairfield, respectively. **Table 2-29** shows senior households by income and tenure.

**TABLE 2-29 SENIOR HOUSEHOLDS BY INCOME AND TENURE**

Geography	Tenure	Extremely Low Income 0%-30% of AMI	Very Low Income 31%-50% of AMI	Low Income 51%-80% of AMI	Median Income 81%-100% of AMI	Above Median Income >100% of AMI	Totals All households
Benicia	Owner Occupied	165	210	310	350	1,915	<b>2,950</b>
	<i>Percentage</i>	<i>5.6%</i>	<i>7.1%</i>	<i>10.5%</i>	<i>11.9%</i>	<i>64.9%</i>	<b>36.4%</b>
	Renter Occupied	145	80	79	60	160	<b>524</b>
	<i>Percentage</i>	<i>27.7%</i>	<i>15.3%</i>	<i>15.1%</i>	<i>11.5%</i>	<i>30.5%</i>	<b>16.4%</b>
Dixon	Owner Occupied	54	150	180	34	675	<b>1,093</b>
	<i>Percentage</i>	<i>4.9%</i>	<i>13.7%</i>	<i>16.5%</i>	<i>3.1%</i>	<i>61.8%</i>	<b>25.8%</b>
	Renter Occupied	0	115	10	10	20	<b>155</b>
	<i>Percentage</i>	<i>0.0%</i>	<i>74.2%</i>	<i>6.5%</i>	<i>6.5%</i>	<i>12.9%</i>	<b>8.5%</b>
Fairfield	Owner Occupied	174	150	335	332	1,280	<b>2,271</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>6.6%</i>	<i>14.8%</i>	<i>14.6%</i>	<i>56.4%</i>	<b>18.4%</b>
	Renter Occupied	61	91	61	42	101	<b>356</b>
	<i>Percentage</i>	<i>17.1%</i>	<i>25.6%</i>	<i>17.1%</i>	<i>11.8%</i>	<i>28.4%</i>	<b>7.1%</b>
Rio Vista	Owner Occupied	180	310	460	165	1,215	<b>2,330</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>13.3%</i>	<i>19.7%</i>	<i>7.1%</i>	<i>52.1%</i>	<b>59.9%</b>
	Renter Occupied	0	65	80	0	180	<b>325</b>
	<i>Percentage</i>	<i>0.0%</i>	<i>20.0%</i>	<i>24.6%</i>	<i>0.0%</i>	<i>55.4%</i>	<b>36.0%</b>
Suisun City	Owner Occupied	59	200	250	170	585	<b>1,264</b>
	<i>Percentage</i>	<i>4.7%</i>	<i>15.8%</i>	<i>19.8%</i>	<i>13.4%</i>	<i>46.3%</i>	<b>21.9%</b>
	Renter Occupied	79	35	115	30	155	<b>414</b>
	<i>Percentage</i>	<i>19.1%</i>	<i>8.5%</i>	<i>27.8%</i>	<i>7.2%</i>	<i>37.4%</i>	<b>11.7%</b>

Geography	Tenure	Extremely Low Income 0%-30% of AMI	Very Low Income 31%-50% of AMI	Low Income 51%-80% of AMI	Median Income 81%-100% of AMI	Above Median Income >100% of AMI	Totals All households
Vacaville	Owner Occupied	533	690	975	650	3,050	<b>5,898</b>
	<i>Percentage</i>	<i>9.0%</i>	<i>11.7%</i>	<i>16.5%</i>	<i>11.0%</i>	<i>51.7%</i>	<i>29.1%</i>
	Renter Occupied	535	360	455	244	560	<b>2,154</b>
	<i>Percentage</i>	<i>24.8%</i>	<i>16.7%</i>	<i>21.1%</i>	<i>11.3%</i>	<i>26.0%</i>	<i>17.4%</i>
Vallejo	Owner Occupied	835	1045	1495	835	3650	<b>7,860</b>
	<i>Percentage</i>	<i>10.6%</i>	<i>13.3%</i>	<i>19.0%</i>	<i>10.6%</i>	<i>46.4%</i>	<i>33.7%</i>
	Renter Occupied	945	720	725	239	574	<b>3,203</b>
	<i>Percentage</i>	<i>29.5%</i>	<i>22.5%</i>	<i>22.6%</i>	<i>7.5%</i>	<i>17.9%</i>	<i>25.8%</i>
Unincorporated Solano County	Owner Occupied	174	150	335	322	1280	<b>2,261</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>6.6%</i>	<i>14.8%</i>	<i>14.2%</i>	<i>56.6%</i>	<i>47.9%</i>
	Renter Occupied	61	91	61	42	101	<b>356</b>
	<i>Percentage</i>	<i>17.1%</i>	<i>25.6%</i>	<i>17.1%</i>	<i>11.8%</i>	<i>28.4%</i>	<i>16.3%</i>

Source: ABAG Data Packet, 2021 -- CHAS, 2013-2017

**Table 2-30** shows overpayment status for the senior-headed households in Solano County (38,850). The Department of Housing and Urban Development (HUD) defines overpayment (cost burdened) as a household that spends more than 30 percent of their income, on housing costs, including utilities. Severely overpaying (severely cost burdened) occurs when a household spends 50 percent or more of their income on housing costs. Table 2-30 shows the number of households overpaying, paying 30-50 percent on housing costs, and the number of households severely overpaying, paying 50 percent or more on housing costs.

As shown in **Table 2-30**, Dixon (26.4 percent), Vallejo (23.4 percent), and Vacaville (19.6 percent) had the highest number of senior households overpaying for housing. When looking at senior households severely overpaying, Vallejo and Fairfield had the highest percentages of households at 21.1 percent and 20.7 percent, respectively. When looking at lower-income senior households, in Solano County,

overpayment ranged from 18 to 33 percent -- Benicia (18.6 percent), Unincorporated Solano County (18.8 percent), Rio Vista (20.3 percent), Fairfield (27.7 percent), Dixon (28.0 percent), Vacaville (29.2 percent), Vallejo (33.1 percent), and Suisun City (37.7 percent).

**TABLE 2-30 SENIOR HOUSEHOLDS BY INCOME LEVEL OVERPAYING FOR HOUSING**

Geography	Overpayment Status	Extremely Low- Income Households 30%	Very Low- Income Households (50%)	Low Income Households (80%)	Median Income Households (100%)	Greater than Median Households (100%+)	Total All Households
Benicia	Not Overpaying	70	110	164	255	1,740	2,339
	<i>Percentage</i>	<i>3.0%</i>	<i>4.7%</i>	<i>7.0%</i>	<i>10.9%</i>	<i>74.4%</i>	<i>67.3%</i>
	Overpaying	30	35	135	110	275	585
	<i>Percentage</i>	<i>5.1%</i>	<i>6.0%</i>	<i>23.1%</i>	<i>18.8%</i>	<i>47.0%</i>	<i>16.8%</i>
	Severely Overpaying	210	145	90	45	60	550
	<i>Percentage</i>	<i>38.2%</i>	<i>26.4%</i>	<i>16.4%</i>	<i>8.2%</i>	<i>10.9%</i>	<i>15.8%</i>
Dixon	Not Overpaying	4	55	100	14	615	788
	<i>Percentage</i>	<i>0.5%</i>	<i>7.0%</i>	<i>12.7%</i>	<i>1.8%</i>	<i>78.0%</i>	<i>63.1%</i>
	Overpaying	0	165	55	30	80	330
	<i>Percentage</i>	<i>0.0%</i>	<i>50.0%</i>	<i>16.7%</i>	<i>9.1%</i>	<i>24.2%</i>	<i>26.4%</i>
	Severely Overpaying	50	45	35	0	0	130
	<i>Percentage</i>	<i>38.5%</i>	<i>34.6%</i>	<i>26.9%</i>	<i>0.0%</i>	<i>0.0%</i>	<i>10.4%</i>
Fairfield	Not Overpaying	205	324	890	460	3,120	4,999
	<i>Percentage</i>	<i>4.1%</i>	<i>6.5%</i>	<i>17.8%</i>	<i>9.2%</i>	<i>62.4%</i>	<i>62.0%</i>
	Overpaying	160	190	345	235	430	1,360
	<i>Percentage</i>	<i>11.8%</i>	<i>14.0%</i>	<i>25.4%</i>	<i>17.3%</i>	<i>31.6%</i>	<i>16.9%</i>
	Severely Overpaying	615	595	330	74	90	1,704
	<i>Percentage</i>	<i>36.1%</i>	<i>34.9%</i>	<i>19.4%</i>	<i>4.3%</i>	<i>5.3%</i>	<i>21.1%</i>

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Geography	Overpayment Status	Extremely Low- Income Households 30%	Very Low- Income Households (50%)	Low Income Households (80%)	Median Income Households (100%)	Greater than Median Households (100%+)	Total All Households
Rio Vista	Not Overpaying	40	215	290	125	1,200	1,870
	<i>Percentage</i>	2.1%	11.5%	15.5%	6.7%	64.2%	70.4%
	Overpaying	35	70	80	20	195	400
	<i>Percentage</i>	8.8%	17.5%	20.0%	5.0%	48.8%	15.1%
	Severely Overpaying	105	90	170	20	0	385
	<i>Percentage</i>	27.3%	23.4%	44.2%	5.2%	0.0%	14.5%
Suisun City	Not Overpaying	34	130	110	100	710	1,084
	<i>Percentage</i>	3.1%	12.0%	10.1%	9.2%	65.5%	64.6%
	Overpaying	4	35	205	75	30	349
	<i>Percentage</i>	1.1%	10.0%	58.7%	21.5%	8.6%	20.8%
	Severely Overpaying	100	70	50	25	0	245
	<i>Percentage</i>	40.8%	28.6%	20.4%	10.2%	0.0%	14.6%
Vacaville	Not Overpaying	249	290	655	580	3,160	4,934
	<i>Percentage</i>	5.0%	5.9%	13.3%	11.8%	64.0%	61.3%
	Overpaying	149	245	490	265	430	1,579
	<i>Percentage</i>	9.4%	15.5%	31.0%	16.8%	27.2%	19.6%
	Severely Overpaying	670	515	285	49	20	1,539
	<i>Percentage</i>	43.5%	33.5%	18.5%	3.2%	1.3%	19.1%
Vallejo	Not Overpaying	345	640	1,120	560	3,525	6,190
	<i>Percentage</i>	5.6%	10.3%	18.1%	9.0%	56.9%	56.0%
	Overpaying	380	470	705	390	640	2,585
	<i>Percentage</i>	14.7%	18.2%	27.3%	15.1%	24.8%	23.4%
	Severely Overpaying	1055	655	395	124	59	2,288
	<i>Percentage</i>	46.1%	28.6%	17.3%	5.4%	2.6%	20.7%

Geography	Overpayment Status	Extremely Low- Income Households 30%	Very Low- Income Households (50%)	Low Income Households (80%)	Median Income Households (100%)	Greater than Median Households (100%+)	Total All Households
Unincorporated Solano	Not Overpaying	88	61	231	216	1,210	1,806
	<i>Percentage</i>	4.9%	3.4%	12.8%	12.0%	67.0%	69.0%
	Overpaying	22	85	75	100	165	447
	<i>Percentage</i>	4.9%	19.0%	16.8%	22.4%	36.9%	17.1%
	Severely Overpaying	125	95	90	48	6	364
	<i>Percentage</i>	34.3%	26.1%	24.7%	13.2%	1.6%	13.9%

Source: ABAG Data Packet, 2021 -- CHAS, 2013-2017

## PERSONS WITH DISABILITIES

Physical, mental, and/or developmental disabilities may prevent a person from working, may restrict one’s mobility, or may make it difficult to care for oneself. Persons with disabilities have special housing needs often related to the limited ability to earn a sufficient income and a lack of accessible and affordable housing. Some residents have disabilities that require living in a supportive or institutional setting.

The Americans with Disabilities Act (ADA) defines an individual with a disability as “as a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment.”

The U.S. Census collects data for several categories of disability. The ACS defines six aspects of disability: hearing, vision, cognitive, ambulatory, self-care, and independent living.

- **Hearing difficulty:** deafness or serious difficulty hearing
- **Vision difficulty:** blindness or serious difficulty seeing even when wearing glasses
- **Cognitive difficulty:** serious difficulty concentrating, remembering, or making decisions due to a physical, mental, or emotional condition

- **Ambulatory difficulty:** serious difficulty walking or climbing stairs
- **Self-care difficulty:** difficulty dressing or bathing (Activities of Daily Living [ADL])

People with disabilities have distinct housing needs depending on the nature and severity of the disability. People with physical disabilities generally require modifications to housing, such as wheelchair ramps, elevators or lifts, wide doorways, accessible cabinetry, modified fixtures and appliances. If a disability prevents someone from operating a vehicle, then proximity to services and access to public transportation are also important. People with severe or mental disabilities may also require supportive housing, nursing facilities, or care facilities. If a physical disability prevents someone from working or limits their income, then cost of housing and related modifications can be difficult to afford.

**Table 2-31** reports the number of persons with a disability in each jurisdiction. Rio Vista had the highest percentage of residents with a disability (26.2 percent), with the remaining jurisdictions, including Vacaville, at a similar percentage ranging from 11.1 to 12.7 percent. Rio Vista’s high percentages of disability can be attributed to the larger senior population. **Table 2-32** provides a breakdown of the types of disability in each community. It is not uncommon for someone to have more than one type of disability.

**TABLE 2-31 POPULATION BY DISABILITY STATUS, 2015-2019**

Geography	With a Disability	Percentage	Total Population
Benicia	3,130	11.1%	28,143
Dixon	2,214	11.1%	20,022
Fairfield	13,038	11.6%	112,613
Rio Vista	2,341	26.2%	8,926
Suisun City	3,627	12.5%	29,039
Vacaville	10,709	11.8%	90,559
Vallejo	15,100	12.5%	120,683
Unincorporated Solano County	2,483	12.7%	19,498
Solano County	52,642	12.3%	429,483
<b>Total</b>	<b>735,533</b>	<b>-</b>	<b>7,655,295</b>

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

**TABLE 2-32 DISABILITY BY TYPE, 2015-2019**

Disability	Ambulatory difficulty	Hearing difficulty	Independent living difficulty	Cognitive difficulty	Vision difficulty	Self-care difficulty
<b>Benicia</b>	5.2%	4.4%	3.3%	3.3%	2.0%	1.5%
<b>Dixon</b>	4.2%	3.5%	3.4%	3.1%	2.6%	1.7%
<b>Fairfield</b>	5.6%	4.3%	3.8%	3.1%	2.5%	1.7%
<b>Rio Vista</b>	13.3%	10.4%	8.0%	7.4%	3.9%	3.8%
<b>Suisun City</b>	5.9%	5.1%	5.1%	2.9%	2.8%	1.7%
<b>Vacaville</b>	5.7%	3.9%	3.5%	3.3%	2.2%	1.2%
<b>Vallejo</b>	6.9%	4.9%	4.7%	3.4%	2.7%	2.1%
<b>Unincorporated Solano County</b>	7.0%	4.8%	4.5%	3.7%	2.1%	1.6%

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

### **PERSONS WITH DEVELOPMENTAL DISABILITIES**

According to Section 4512 of the Welfare and Institutions Code, “developmental disability” means a disability that originates before an individual reaches 18 years of age, continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual. It includes intellectual disabilities, cerebral palsy, epilepsy, and autism. This term also includes disabling conditions found to be closely related to intellectual disability or to require treatment similar to that required for individuals with intellectual disabilities but does not include other conditions that are solely physical in nature. Many people with developmental disabilities can live and work independently within a conventional housing environment. People with more severe disabilities require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for those with developmental disabilities is the transition from the person’s living situation as a child to an appropriate level of independence as an adult.



The California Department of Developmental Services provides community-based services to approximately 360,000 persons with developmental disabilities and their families through a statewide system of regional centers, developmental centers, and community-based facilities. The North Bay Regional Center (NBRC) is 1 of 21 regional centers in California that provides point-of-entry services for people with developmental disabilities. The center is a nonprofit community agency that provides advocacy, services, support, and care coordination to children and adults diagnosed with intellectual and developmental disabilities and their families in Napa, Sonoma, and Solano Counties.

NBRC provides services to developmentally disabled persons throughout Napa, Sonoma, and Solano Counties and acts as a coordinating agency for multiple service providers in the region. They provide a resource to those needing diagnosis and evaluation, individual program planning, prevention services, crisis intervention, family support services, as determined on a case-by-case basis, advocacy, consultation with other agencies, program evaluation, community education, community resource development, and coordination of services with community providers such as school, health, welfare, and recreation resources.

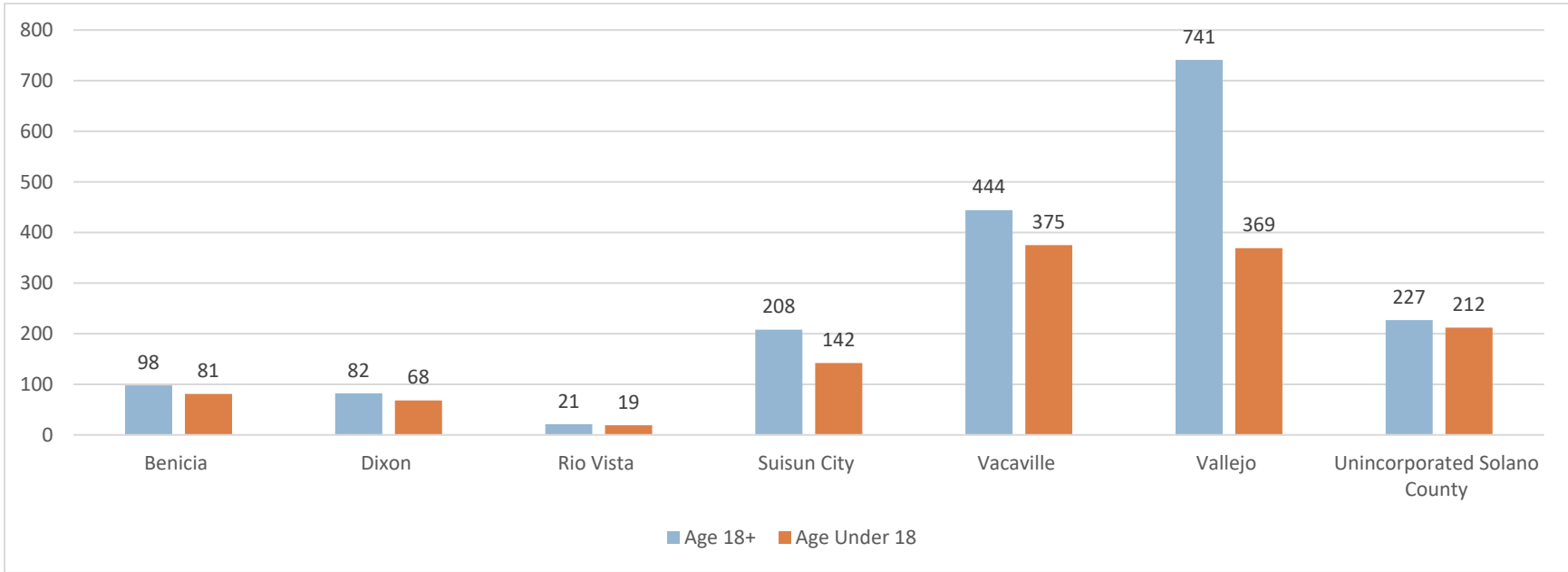
A number of housing types are appropriate for people living with a developmental disability: rent-subsidized homes, licensed and unlicensed single-family homes, rentals in combination with Section 8 Housing Choice Vouchers, special programs for home purchase, HUD housing, and Senate Bill 962 homes (Senate Bill 962 homes are adult residential homes for persons with specialized health care needs). Supportive housing and group living opportunities for persons with developmental disabilities can be an important resource for those individuals who can transition from the home of a parent or guardian to independent living.

The design of housing-accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the types of considerations that are important in serving this need group. Incorporating barrier-free design in all new multifamily housing (as required by California and federal fair housing laws) is especially important to provide the widest range of choices for disabled residents. Special consideration should also be given to the affordability of housing, as people with disabilities may be living on a fixed income or cared for by households with limited financial resources.

According to **Figure 2-6** and **Table 2-33** and the most recent data by the California Department of Developmental Services from 2020, there were a total of 4,272 persons with developmental disabilities in Solano County. Within Benicia, Dixon, Rio Vista, and Suisun City, there were 81, 68, 19, and 142 persons under the age of 18, respectively, with a developmental disability. For Vacaville, Vallejo, and Unincorporated Solano County, there were 375, 369, and 212 persons under the age of 18, respectively, with a developmental disability. Based on 2020 consumer count data by the California Department of Developmental Services, 70 to 85 percent of persons with developmental disabilities were living at home with a parent, family, or guardian. Finding affordable housing with appropriate features and accessibility to supporting

services within the household’s affordability range may be a challenge because many persons with disabilities live on disability incomes or fixed income.

**FIGURE 2-6 POPULATION WITH DEVELOPMENTAL DISABILITIES BY AGE**



*Source: ABAG Data Packet, 2021 -- California Department of Developmental Services, Consumer Count by California Age Group (2020)*

**TABLE 2-33 POPULATION WITH DEVELOPMENTAL DISABILITIES BY RESIDENCE**

Geography	Home of Parent / Family /Guardian	Independent / Supported Living	Other	Foster / Family Home	Intermediate Care Facility	Community Care Facility	Totals
<b>Benicia</b>	159	17	5	5	0	0	<b>186</b>
<i>Percentage</i>	<i>85.5%</i>	<i>9.1%</i>	<i>2.7%</i>	<i>2.7%</i>	<i>0.0%</i>	<i>0.0%</i>	<i>100.0%</i>
<b>Fairfield</b>	834	177	110	28	15	9	<b>1173</b>
<i>Percentage</i>	<i>71.1%</i>	<i>15.1%</i>	<i>9.4%</i>	<i>2.4%</i>	<i>1.3%</i>	<i>0.8%</i>	<i>100.0%</i>
<b>Dixon</b>	130	12	5	5	0	0	<b>152</b>
<i>Percentage</i>	<i>85.5%</i>	<i>7.9%</i>	<i>3.3%</i>	<i>3.3%</i>	<i>0.0%</i>	<i>0.0%</i>	<i>100.0%</i>
<b>Rio Vista</b>	35	5	5	5	0	0	<b>50</b>
<i>Percentage</i>	<i>70.0%</i>	<i>10.0%</i>	<i>10.0%</i>	<i>10.0%</i>	<i>0.0%</i>	<i>0.0%</i>	<i>100.0%</i>
<b>Suisun City</b>	268	31	28	23	0	0	<b>350</b>
<i>Percentage</i>	<i>76.6%</i>	<i>8.9%</i>	<i>8.0%</i>	<i>6.6%</i>	<i>0.0%</i>	<i>0.0%</i>	<i>100.0%</i>
<b>Vacaville</b>	640	97	57	16	4	4	<b>818</b>
<i>Percentage</i>	<i>78.2%</i>	<i>11.9%</i>	<i>7.0%</i>	<i>2.0%</i>	<i>0.5%</i>	<i>0.5%</i>	<i>100.0%</i>
<b>Vallejo</b>	736	142	128	56	23	15	<b>1100</b>
<i>Percentage</i>	<i>66.9%</i>	<i>12.9%</i>	<i>11.6%</i>	<i>5.1%</i>	<i>2.1%</i>	<i>1.4%</i>	<i>100.0%</i>
<b>Unincorporated Solano County</b>	350	50	30	8	3	2	<b>443</b>
<i>Percentage</i>	<i>79.0%</i>	<i>11.3%</i>	<i>6.8%</i>	<i>1.8%</i>	<i>0.7%</i>	<i>0.5%</i>	<i>100.0%</i>

Source: California Department of Developmental Services, Consumer Count by California ZIP Code and Residence Type (2020)

## LARGE HOUSEHOLDS

Large households are defined as households with five or more members. Large households comprise a special-needs group because of the need for larger dwelling units with 3 or more bedrooms, which are often in limited supply and therefore command higher prices. To save for other basic necessities, such as food, clothing, and medical care, it is common for lower-income, large households to reside in smaller dwelling units, frequently resulting in overcrowding.

As shown in **Table 2-34**, the jurisdictions in Solano County with the greatest proportion of large households (five or more members) were Dixon (18.3 percent), Fairfield (14.6 percent) and Suisun City (13.4 percent). As shown in **Table 2-35**, a relatively large proportion of each of these three city's housing stocks has three or more bedrooms (75 percent in Dixon, 71 percent in Fairfield and Suisun City 81 percent). Although the supply of units with three or more bedrooms may appear to be adequate to accommodate the needs of large families in these communities (and throughout Solano County), larger households may not actually be residing in these units, as the price for larger units may be a barrier to ownership or rental, leaving a portion of this population underserved. As well, large households may choose to reside in the larger housing units that are above their financial means, thus resulting in overpayment and the potential for displacement. This situation applies to all of the jurisdictions in Solano County. In Vacaville, 10.8 percent of all households had five or more members (**Table 2-34**) and 69 percent of all homes had three or more bedrooms (**Table 2-35**).

The U.S. Census Bureau considers a household to be overcrowded when there is more than one person per room, excluding bathrooms, hallways and kitchens. As shown in **Figure 2-2**, the jurisdictions in Solano County with the highest rates of homes that were considered overcrowded were Dixon (7.5 percent), Vallejo (7 percent), Unincorporated Solano County (6.9 percent) and Fairfield (6.3 percent). More larger homes in these communities may be needed. As shown in **Table 2-7**, overcrowding is not a significant issue in Vacaville. Just 2.2 percent of all households are overcrowded, and 1 percent of all households are severely overcrowded.

A majority of Solano County's rental housing stock consists of individual single-family homes for rent, and multifamily multiplex and apartment buildings. In fact, about 70 to 80 percent of the county's housing stock consists of single-family homes, with the remainder multifamily units and mobile homes. According to **Table 2-35**, in Unincorporated Solano County, Vacaville, and all other cities except in Suisun City, homes with three or more bedrooms are overwhelmingly occupied by owners rather than renters.

TABLE 2-34 HOUSEHOLD SIZE BY INCOME LEVEL, 2013-2017

Geography	Income Level	Large Families of 5+ Persons	
		Number	Percent of Total Households
Benicia	0%-80% AMI	104	0.9%
	81%-100% AMI	55	0.5%
	100%+ AMI	535	4.8%
	<b>All Incomes</b>	<b>694</b>	<b>6.3%</b>
Dixon	0%-80% AMI	619	10.5%
	81%-100% AMI	195	3.3%
	100%+ AMI	260	4.4%
	<b>All Incomes</b>	<b>1,074</b>	<b>18.3%</b>
Fairfield	0%-80% AMI	1,935	5.5%
	81%-100% AMI	630	1.8%
	100%+ AMI	2,625	7.4%
	<b>All Incomes</b>	<b>5,190</b>	<b>14.6%</b>
Rio Vista	0%-80% AMI	48	1.2%
	81%-100% AMI	-	0.0%
	100%+ AMI	60	1.5%
	<b>All Incomes</b>	<b>108</b>	<b>2.6%</b>
Suisun City	0%-80% AMI	455	5.0%
	81%-100% AMI	89	1.0%
	100%+ AMI	685	7.5%
	<b>All Incomes</b>	<b>1,229</b>	<b>13.4%</b>

Geography	Income Level	Large Families of 5+ Persons	
		Number	Percent of Total Households
<b>Vacaville</b>	0%-80% AMI	883	2.7%
	81%-100% AMI	405	1.3%
	100%+ AMI	2,190	6.8%
	<b>All Incomes</b>	<b>3,478</b>	<b>10.8%</b>
<b>Vallejo</b>	0%-80% AMI	1,719	4.2%
	81%-100% AMI	570	1.4%
	100%+ AMI	2,225	5.4%
	<b>All Incomes</b>	<b>4,514</b>	<b>10.9%</b>
<b>Unincorporated Solano</b>	0%-80% AMI	227	3.3%
	81%-100% AMI	221	3.2%
	100%+ AMI	205	3.0%
	<b>All Incomes</b>	<b>653</b>	<b>9.4%</b>

*Source: ABAG Data Packet, 2021 -- CHAS, 2013-2017*

**TABLE 2-35 HOUSING UNITS BY NUMBER OF BEDROOM, 2015-2019**

Number of Bedrooms	0 Bedrooms		1 Bedrooms		2 Bedrooms		3-4 Bedrooms		5 or More Bedrooms		Percent of All Homes in Jurisdiction with 3+ Bedrooms
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter	
<b>Benicia</b>	68	149	185	542	1,193	1,324	6,189	1,121	468	54	7,832
<i>Percentage</i>	<i>0.8%</i>	<i>4.7%</i>	<i>2.3%</i>	<i>17.0%</i>	<i>14.7%</i>	<i>41.5%</i>	<i>76.4%</i>	<i>35.1%</i>	<i>5.8%</i>	<i>1.7%</i>	<i>69%</i>
<b>Dixon</b>	14	45	24	374	351	685	3,692	710	157	10	4,569
<i>Percentage</i>	<i>0.3%</i>	<i>2.5%</i>	<i>0.6%</i>	<i>20.5%</i>	<i>8.3%</i>	<i>37.6%</i>	<i>87.1%</i>	<i>38.9%</i>	<i>3.7%</i>	<i>0.5%</i>	<i>75%</i>
<b>Fairfield</b>	78	545	252	2,718	1,560	5,596	17,514	5,969	2,385	134	2,260
<i>Percentage</i>	<i>0.4%</i>	<i>3.6%</i>	<i>1.2%</i>	<i>18.2%</i>	<i>7.2%</i>	<i>37.4%</i>	<i>80.4%</i>	<i>39.9%</i>	<i>10.9%</i>	<i>0.9%</i>	<i>71%</i>
<b>Rio Vista</b>	0	21	0	181	2,532	396	1,343	306	13	0	2,260
<i>Percentage</i>	<i>0.0%</i>	<i>2.3%</i>	<i>0.0%</i>	<i>20.0%</i>	<i>65.1%</i>	<i>43.8%</i>	<i>34.5%</i>	<i>33.8%</i>	<i>0.3%</i>	<i>0.0%</i>	<i>47%</i>
<b>Suisun City</b>	94	33	0	524	302	820	5,337	2,078	50	72	7,537
<i>Percentage</i>	<i>1.6%</i>	<i>0.9%</i>	<i>0.0%</i>	<i>14.9%</i>	<i>5.2%</i>	<i>23.2%</i>	<i>92.3%</i>	<i>58.9%</i>	<i>0.9%</i>	<i>2.0%</i>	<i>81%</i>
<b>Vacaville</b>	78	367	289	2,662	2,464	4,364	16,001	4,881	1,454	138	22,474
<i>Percentage</i>	<i>0.4%</i>	<i>3.0%</i>	<i>1.4%</i>	<i>21.4%</i>	<i>12.1%</i>	<i>35.2%</i>	<i>78.9%</i>	<i>39.3%</i>	<i>7.2%</i>	<i>1.1%</i>	<i>69%</i>
<b>Vallejo</b>	128	990	468	4,178	4,293	6,324	17,289	6,916	1,161	301	4,554
<i>Percentage</i>	<i>0.5%</i>	<i>5.3%</i>	<i>2.0%</i>	<i>22.3%</i>	<i>18.4%</i>	<i>33.8%</i>	<i>74.1%</i>	<i>37.0%</i>	<i>5.0%</i>	<i>1.6%</i>	<i>75%</i>
<b>Unincorporated Solano County</b>	72	19	261	367	811	827	3,293	915	286	60	4,554
<i>Percentage</i>	<i>1.5%</i>	<i>0.9%</i>	<i>5.5%</i>	<i>16.8%</i>	<i>17.2%</i>	<i>37.8%</i>	<i>69.7%</i>	<i>41.8%</i>	<i>6.1%</i>	<i>2.7%</i>	<i>66%</i>

Source: ABAG Data Packet, 2021 -- California Department of Finance, E-5 series

## SINGLE-PARENT HOUSEHOLDS

Single-parent households (which are predominantly female-headed) are one-parent households with children under the age of 18 living at home. For these households, living expenses generally require a larger proportion of income relative to two-parent households. Therefore, finding affordable, decent, and safe housing is often more difficult for single-parent households. Additionally, single-parent households have special needs involving access to daycare or childcare, healthcare, and other supportive services.

According to the 2015-2019 ACS, Solano County had about 14.2 percent (21,305) female-headed family households and 6.3 percent (9,486) male-headed family households. In all of Solano County, single-headed households represent approximately 20.5 percent of all family households in Solano County (see **Table 2-36**). In comparison, in the Bay Area, 15.2 percent were single-headed households (male or female). **Figure 2-7** shows single-headed family household types by percentage for Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, Vallejo, Unincorporated Solano County, and the Bay Area.

Single-parent households, particularly those headed by women, are likely to have greater demand for childcare and other social services than two-parent households. As shown in **Figure 2-8**, an average of about 75 percent of female-headed households in poverty have one or more children and conversely, an average of about a quarter of female-headed households in poverty do not have children in the household. Among female-headed households in poverty, having one or more children in the household was most common in Vacaville, Fairfield, Dixon and Benicia. In Rio Vista it was less common to have children in the households of female-headed households in poverty. Because female-headed, single-parent households often have limited incomes, these households may have trouble finding adequate, affordable housing, or may overpay for housing to accommodate family size or have access to services and resources.

See **Appendix 3, Regional and Vacaville Assessment of Fair Housing**, under Patterns of Integration and Separation, Familial Status, for more information, including resources to help single-parent, female-headed households.

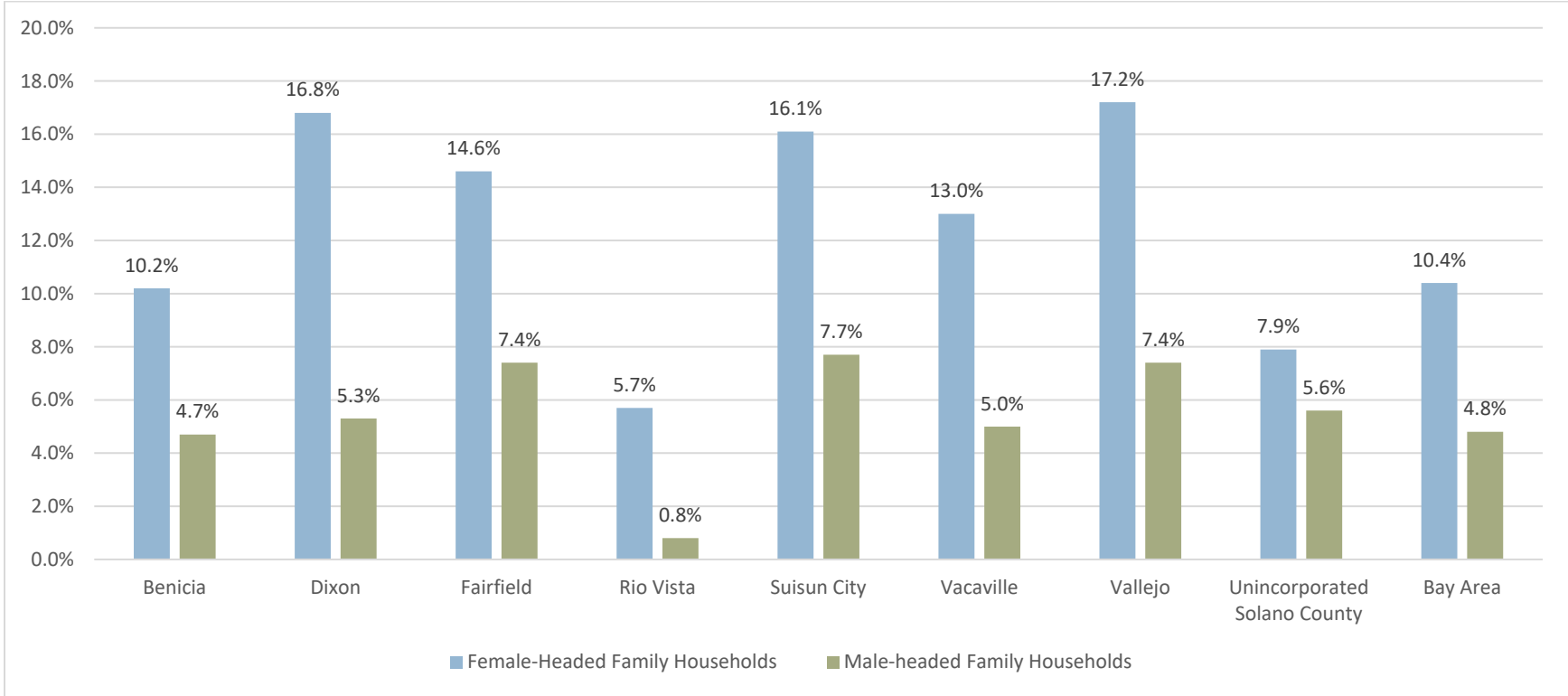


**TABLE 2-36 SINGLE-PARENT HOUSEHOLDS, 2015-2019**

Geography	Female-Headed Family Households		Male-Headed Family Households		Total Single-Parent Households	
	Number	Percentage	Number	Percentage	Number	Percentage
<b>Benicia</b>	1,155	10.2%	532	4.7%	1,687	14.9%
<b>Dixon</b>	1,017	16.8%	321	5.3%	1,338	22.1%
<b>Fairfield</b>	273	5.7%	39	0.8%	312	6.5%
<b>Rio Vista</b>	5,353	14.6%	2,720	7.4%	8,073	22.0%
<b>Suisun City</b>	1,497	16.1%	714	7.7%	2,211	23.7%
<b>Vacaville</b>	4,240	13.0%	1,646	5.0%	5,886	18.0%
<b>Vallejo</b>	7,224	17.2%	3,129	7.4%	10,353	24.6%
<b>Unincorporated Solano County</b>	546	7.9%	385	5.6%	931	13.5%
<b>Solano County</b>	21,305	14.2%	9,486	6.3%	30,791	20.5%
<b>Bay Area</b>	283,770	10.4%	131,105	4.8%	414,875	15.2%

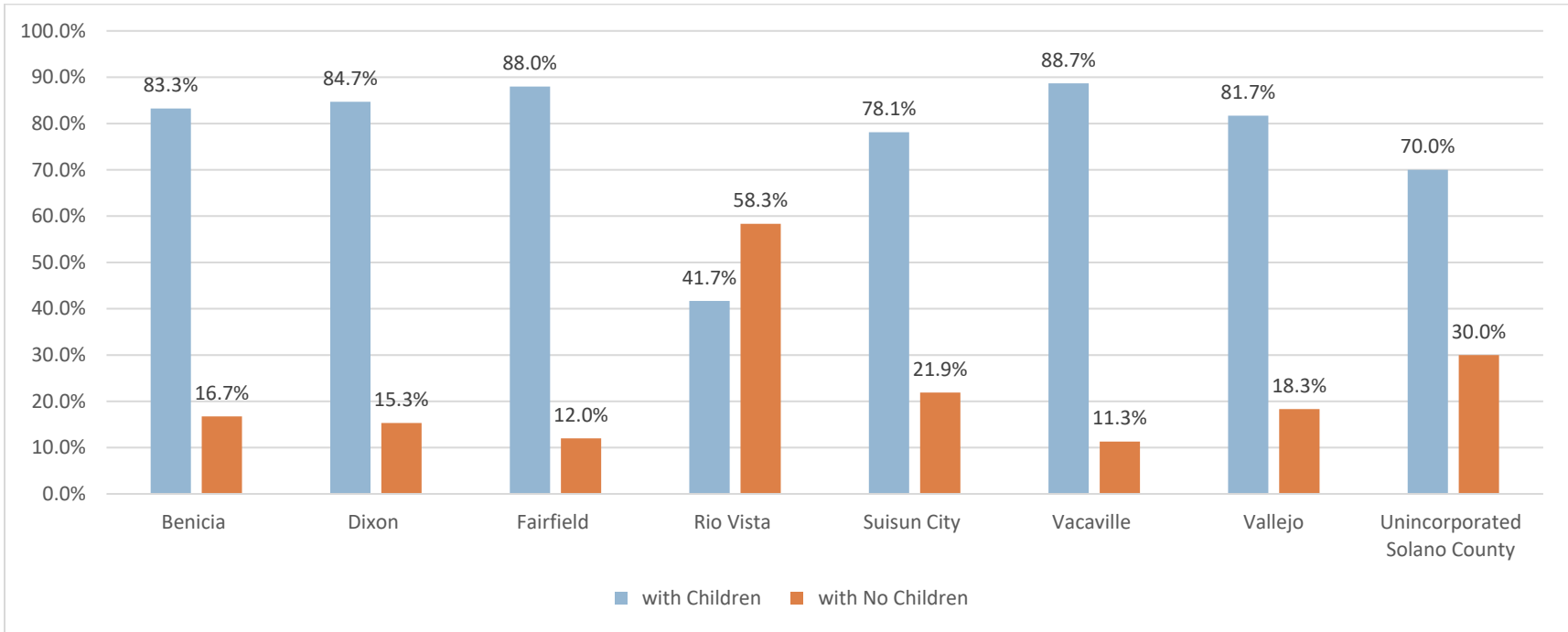
*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

FIGURE 2-7 SINGLE-PARENT HOUSEHOLDS



Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

**FIGURE 2-8 FEMALE-HEADED HOUSEHOLD BY POVERTY STATUS, 2015-2019**



Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

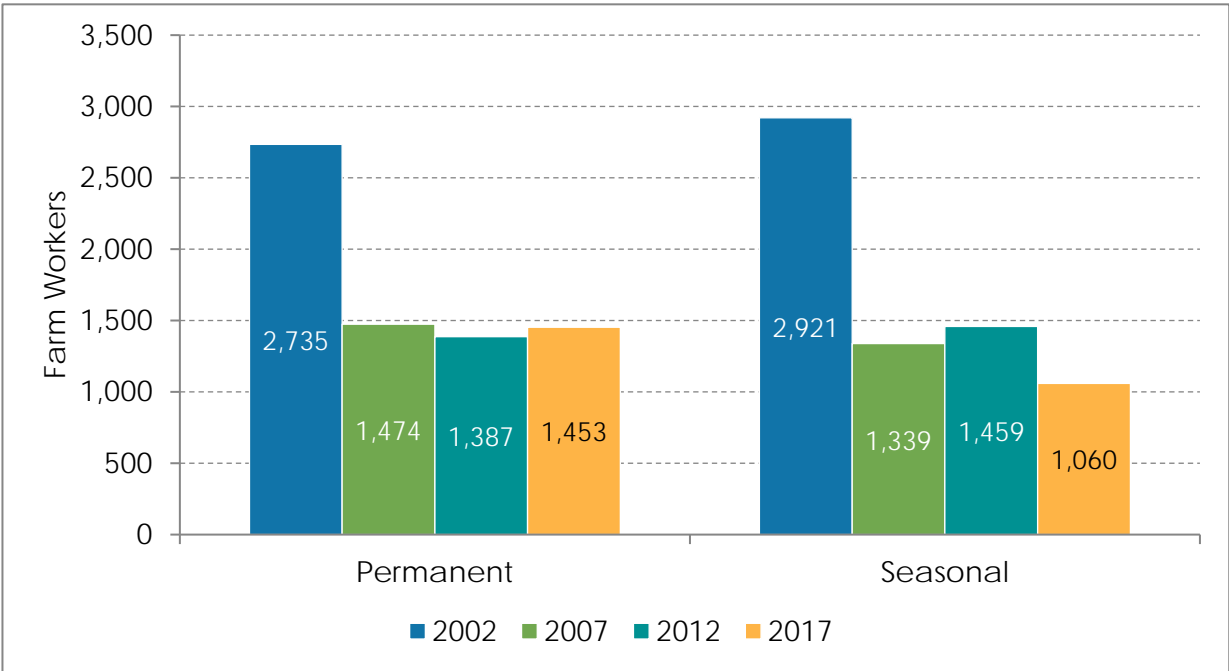
**FARMWORKERS**

Farmworkers are generally considered to have special housing needs because of limited incomes and the unstable nature of employment (i.e., having to move throughout the year from one harvest to the next). According to the 2019 ACS Census, there were 3,047 persons employed in the agriculture, forestry, fishing, and hunting industry in all of Solano County. Solano County has both a large flux of seasonal workers and a substantial base of year-round farmworkers who reside permanently in the county.

According to the U.S. Department of Agriculture Census of Farmworkers, the number of permanent farm workers in Solano County has significantly decreased from 2002 to 2017, decreasing from 2,735 farmworkers to 1,452 farmworkers over that time frame. However, there was a slight increase from 2012 to 2017, showing an increase from 1,347 farmworkers to 1,453 farmworkers. The seasonal number has also

decreased from 2,921 in 2002 to 1,060 in 2017 (see **Figure 2-9**). The overall number of farm workers was about the same in 2017 as in 2002. The U.S. Department of Agriculture Census of Farmworkers, also reports that there were 849 farms in Solano County, employing a total of 2,513 workers in 2017. Of the 2,513 farmworkers in the county, 1,453 workers (58 percent) work 150 days or more each year. The remaining 42 percent work less than 150 days per year. Larger farms provide the main source of farm employment for farmworkers. According to the Census of Agriculture, 954 farmworkers (38 percent) were employed on farms with 10 or more workers. When looking at Vacaville alone, 0.7 percent, or 95 residents, were employed in Agriculture and Natural Resources, according to the 2015-2019 ACS, representing a very small portion of the workforce.

**FIGURE 2-9 FARM LABOR IN SOLANO COUNTY**



Source: U.S. Department of Agriculture, Census of Farmworkers (2002, 2007, 2012, 2017), Table 7: Hired Farm Labor

Note: Hired farm workers (including direct hires and agricultural service workers who are often hired through labor contractors) Notes: Farm workers are considered seasonal if they work on a farm less than 150 days in a year, while farm workers who work on a farm more than 150 days are considered to be permanent workers for that farm.

## Migrant Workers

Farm workers have a variety of special housing needs in terms of affordability, location, and duration of residence. The increase in farmworkers living in Solano County on a permanent basis increases the need for local, affordable farmworker housing for household types other than single adult men and women, including family housing and all the services and neighborhood amenities associated with raising families and being permanent members of the community.

Farm workers may face added affordable housing challenges due to immigration status. Federally funded affordable housing projects require the head of household to have documentation of legal resident status, precluding some farm workers from subsidized farm worker housing. Even seasonal farm workers may travel with families, with children who at least temporarily enroll in local schools. In Suisun City, the migrant worker student population totaled zero from the 2016-17 school year to the 2019-20 school year. However, Dixon and Vacaville showed a decrease in student population while Fairfield showed an increase. Overall, for Solano County as a whole, the migrant worker student population has been pretty consistent from 2017-18 to 2019-20.

**TABLE 2-37 MIGRANT WORKER STUDENT POPULATION**

Geography	2016-17	2017-18	2018-19	2019-20
Benicia	0	0	0	0
Dixon	218	259	242	215
Fairfield	11	47	74	109
Rio Vista	0	0	0	0
Suisun City	0	0	0	0
Vacaville	110	123	138	122
Vallejo	0	0	0	0
Unincorporated Solano County	0	0	0	0
Solano County	339	429	454	446
Bay Area	4,630	4,607	4,075	3,976

Source: California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data (Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)

Note: Total number of unduplicated primary and short-term enrollments within the academic year (July 1 to June 30), public schools Notes: The data used for this table was obtained at the school site level, matched to a file containing school locations, geocoded and assigned to jurisdiction, and finally summarized by geography

## Non-English Speakers

California has long been an immigration gateway to the United States, which means that many languages are spoken throughout the Bay Area. Since learning a new language is universally challenging, it is not uncommon for residents who have immigrated to the United States to have limited English proficiency. This limit can lead to additional disparities if there is a disruption in housing, such as an eviction, because residents might not be aware of their rights or they might be wary to engage due to immigration status concerns. Regionwide and for Solano County overall, the proportion of residents five years and older with limited English proficiency is eight percent. However, the proportion is lower Suisun City, at only five percent of the total population with limited English proficiency. Because this is a vulnerable population, it is important that tenants' rights outreach and education efforts be conducted in a multi-lingual fashion. As Spanish and Asian and Pacific Islander languages are the primary language of the majority of Suisun City's non-English speakers, Housing Element Program 5.A calls for program availability and funding announcements to be available in Spanish and Asian and Pacific Islander languages.

## Income

Additionally, according to the 2015-2019 ACS, the annual median income for the agriculture, forestry, fishing, and hunting category, was \$31,938 per individual. This income for a one or two person households, would fall into the very low-income category (see **Table 2-9**).

## EXTREMELY LOW-INCOME HOUSEHOLDS

An extremely low-income household is defined as a household earning 30 percent or less than the area median. According to HCD, the median income for a four-person household in Solano County was \$99,300 in 2021. Based on the above definition, an extremely low-income household of four earns less than \$29,150 a year. Employees earning the minimum wage in California (\$14 per hour) and working 40 hours a week would be considered extremely low income, as their total annual earnings would be \$29,120.

According to Comprehensive Housing Affordability Strategy (CHAS) 2013-2017 data (ABAG Housing Element Data Package, 2021), Vallejo (15.9 percent), Dixon (10.7 percent), Rio Vista (10.5 percent), and Fairfield (10.2 percent) had the highest percentage of households that fell into the extremely low-income category, followed by Suisun City (9.2 percent), Vacaville (9.2 percent), Benicia (8.6 percent), and the unincorporated County (8.4 percent).

When looking at households in Vacaville, 8.0 percent of extremely low-income households were cost burdened (paying between 30.0-50.0 percent of monthly income for housing), and 73.0 percent were severely cost burdened (paying over 50.0 percent of monthly income for housing). The majority of extremely low-income households are renters, comprising 67.0 percent of this income category, compared to homeowners comprising 33.0 percent of extremely low-income households. Approximately 74.5 percent of extremely low-income renter households were overpaying more than 30.0 percent of their income for housing and 72.3 percent of extremely low-income owner-occupied households were overpaying more than 30 percent of their income for housing. When focusing specifically on households experiencing severe cost burden, 68.3 percent of renter households pay more than 50.0 percent of their income on housing, and 62.8 percent of homeowners pay more than 50.0 percent of their income for housing. These statistics suggest that extremely low-income households most likely have a more difficult time purchasing a home than households in higher income categories, and those households that have recently or currently reside in an owner-occupied unit are experiencing a challenge in making payments, which places this population at risk of displacement. Further, the high proportion of extremely low-income renter households experiencing severe overpayment challenges indicates that existing affordable housing opportunities in the city are not sufficient to meet the demand, combined with long waiting lists for Housing Choice Vouchers, potentially placing these households at risk of displacement and homelessness. In addition, while these households may be able to find an affordable housing opportunity, in cases of large households or single female-headed households with children, renting an appropriately sized unit may result in overpayment, overcrowding or both. Senior households are also a community of concern, and make up 36.9 percent of all extremely low-income households, of which 14.0 percent were cost burdened and 63.0 percent were severely cost burdened. There are a number of senior housing resources in Vacaville, including Leisure Town, affordable and market rate age-restricted apartment complexes, and age restricted mobile home parks, which may contribute to the high proportion of extremely low-income seniors. The high rates of extreme overpayment among this income group indicate that affordable housing resources and options in the city are minimally serving the needs of this special needs group, and may result in overcrowding when households need to double up with another household, or have multiple people sharing rooms in order to be able to afford housing.

Households with extremely low incomes have a variety of housing situations and needs. This population includes persons who are homeless, persons with disabilities, farmworkers, college students, single parents, seniors living on fixed incomes, and the long-term unemployed. Some extremely low-income individuals and households are homeless. As noted previously, this population also includes minimum wage workers or part-time employees. For some extremely low-income residents, housing may not be an issue—for example, domestic workers and students may live in in-law units at low (or no) rents. Other extremely low-income residents spend a substantial amount of their monthly incomes on housing or may alternate between homelessness and temporary living arrangements with friends and relatives. Households and individuals with extremely low incomes may experience the greatest challenges in finding suitable, affordable housing. Extremely low-income

households often have a combination of housing challenges related to income, credit status, disability or mobility status, family size, household characteristics, supportive service needs, or exacerbated by a lack of affordable housing opportunities. Many extremely low-income households seek rental housing and most likely face overpayment, overcrowding, or substandard housing conditions and also face the risk of displacement. Some extremely low-income households could have members with mental or other disabilities and special needs.

As shown in **Table 2-38** extremely low-income households represent 8.8 percent of all the households in the city. Of those, 67.0 percent were renter households, and 33.0 percent were owner occupied households. When looking at extremely low-income households overpaying, 73.7 percent of extremely low-income households were overpaying (spending more than 30 percent on housing costs) and 66.5 percent were severely overpaying (spending more than 50 percent on housing costs).

**TABLE 2-38 EXTREMELY LOW INCOME HOUSEHOLD CHARACTERISTICS**

Total Household Characteristics	Vacaville	
	Number	Percentage of Total Households
<b>Total occupied households</b>	<b>32,920</b>	
<b>Total Extremely low-income occupied households</b>	<b>2,895</b>	<b>8.8%</b>
Extremely low-income renters	1,940	67.0%
Extremely low-income owners	955	33.0%
<b>Extremely Low-Income Overpaying (&gt;30%)</b>	<b>2,135</b>	<b>73.7%</b>
<i>Extremely Low-Income Renter HH overpaying</i>	<i>1,445</i>	<i>67.7%</i>
<i>Extremely Low-Income Owner HH overpaying</i>	<i>690</i>	<i>32.3%</i>
<b>Extremely Low Income Severely Overpaying (&gt;50%)</b>	<b>1,925</b>	<b>66.5%</b>
<i>Extremely Low-Income Renter HH severely overpaying</i>	<i>1,325</i>	<i>68.8%</i>
<i>Extremely Low-Income Owner HH severely overpaying</i>	<i>600</i>	<i>31.2%</i>

Source: 2014-2018 CHAS Data Sets <https://www.huduser.gov/portal/datasets/cp.html>



Each city in the county has individual programs to assist extremely low-income (ELI) households. Resources to meet ELI needs include:

- As of 2021, there are a total of 375 beds in-emergency shelters in Solano County, about 121 beds in transitional housing and 431 beds for permanent housing. Each city works collectively with local non-profits as well as the Community Action Partnership Solano, Joint Powers Authority (CAP Solano JPA) to assist those in need and to help residents locate suitable housing in the area.
- Vacaville has one emergency shelter with 52 beds (Opportunity House).
- Large units: In Vacaville, 69 percent of all homes had three or more bedrooms (**Table 2-35**).
- Deed restricted units: 1,274 in Vacaville (**Table 2-42**).
- The City approved the Oak Grove Apartments on March 22, 2022.
  - The project includes 60 apartment units dedicated to affordable age-restricted senior housing. All units will be available to seniors ages 55 and older earning 50 percent or less of the AMI, with the exception of one manager unit.
  - The project includes 53 units reserved for households earning 30 percent or less of the AMI and 13 units reserved for households earning 40 percent or less of the AMI.
  - The units will assist those people living with disabilities, including formerly homeless individuals and families. The development is proposed to include 18 Permanent Supportive Housing units with case management for special-need populations.
- Pony Express Apartments, currently under construction, will provide 29 units to extremely low-income seniors. Completion of construction expected in February 2023. Pony Express Apartments is supported with federal Project-Based HCVs
- See also the subsection called Homelessness in the section called Disproportionate Housing Need and Displacement Risk in **Appendix 3: Regional and Vacaville Assessment of Fair Housing** for several more resources to help ELI households.

In an effort to assist with the needs of extremely low-income households, the city has included **Program HE-2**, a specific program to address the needs of special needs households, including extremely low-income households. The program includes expanding regulatory incentives for the development of units affordable to extremely low-income households, providing financial support on an annual basis to organizations that provide services, such as legal aid and encouraging the provision of housing for young adults (particularly former foster youth and single mothers) through streamlined processing and funding assistance. Other programs include preservation and expansion of Housing Choice Vouchers (**Program HE-33**), and preservation of at-risk publicly assisted housing units (**Program HE-27**). In addition, the City currently permits a variety of housing types and included **Program HE-5** to continue to identify financial resources to assist with development of affordable housing and reduce displacement risk for extremely low-income households.

## HOMELESS

Homeless individuals and families have perhaps the most immediate housing need of any group. They also have one of the most difficult sets of housing needs to meet, due to both the diversity and complexity of factors that lead to homelessness and to community opposition to the siting of facilities that serve homeless clients. California law requires that Housing Elements estimate the need for emergency shelter for homeless people.

The Sheltered Homeless Point-in-Time (PIT) Count is conducted annually in Solano County and is a requirement to receive homeless assistance funding from HUD. Solano County conducted its Housing Inventory and Sheltered count on January 25, 2021. The JPA conducted the Sheltered PIT count by sending demographic questionnaires to all emergency shelter and transitional housing providers prior to the night of the count. The Sheltered PIT survey that accounts for all the sheltered individuals experiencing homelessness counted on this night. The total number of individuals experiencing sheltered homelessness for 2021 was 397, a significant increase from 230 sheltered people in 2020. The count was conducted in the winter, when seasonal demand is likely at its highest. As of 2021, there are a total of 375 beds in emergency shelters in Solano County, about 121 beds in transitional housing, and 431 beds for permanent housing. Please refer to Appendix 3: Regional and Vacaville Assessment of Fair Housing to find information on resources to meet these needs.

Homelessness is often the result of multiple factors that converge in a person's life. The combination of loss of employment, inability to find a job because of the need for retraining, and the high housing costs in Solano County has led to some individuals and families losing their housing. Divorce can also lead to the homelessness as a dual income household becomes a single income household. As shown in **Table 2-39**, for others, the loss of housing is due to chronic health problems, physical disabilities, mental health disabilities, or drug and alcohol addictions along with an inability to access the services and long-term support needed to address these conditions. According to California Housing Partnership, 10,159 low-income renter households do not have access to affordable homes and renters in Solano County would need to earn 2.2 times the minimum wage to afford the average asking rent in Solano County. From this data, a primary cause of homelessness is the lack of affordable housing and low incomes. **Table 2-40** reflects the number of homeless individuals in each city according to the Chief of Police and other local knowledge.

**TABLE 2-39 CHARACTERISTICS FOR THE POPULATION EXPERIENCING HOMELESSNESS**

Jurisdiction	Characteristic	Percentage of Total Count
All Cities and Unincorporated Solano County	Mental Health Issues	22%
	Alcohol/Drug Abuse	21%
	Chronic Health Issues	16%
	Physical Disabilities	14%
	HIV/Aids Related Illness	1%
	Developmental	5%
	Veterans	3%
	Unaccompanied Youth	6%
	Chronically Homeless	17%
	Families	8%
	Individuals	92%

*Source: U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports (2021)*

**TABLE 2-40 LOCAL KNOWLEDGE ON PERSONS EXPERIENCING HOMELESSNESS**

Jurisdiction	2022 PIT			Local Knowledge – Number of Persons Experiencing Homelessness
	Unsheltered	Sheltered	Total	
<b>Benicia</b>	17	0	17	100 <sup>1</sup>
<b>Dixon</b>	35	0	35	+/- 5 <sup>1</sup>
<b>Fairfield</b>	231	196	427	N/A
<b>Rio Vista</b>	22	0	22	3 <sup>1</sup>
<b>Suisun City</b>	41	0	41	N/A
<b>Vacaville</b>	139	33	172	115 <sup>1</sup>
<b>Vallejo</b>	435	19	454	600 <sup>2</sup>
<b>Unincorporated Solano County</b>	0	11	11	N/A
<b>Total</b>	<b>920</b>	<b>259</b>	<b>1,179</b>	

*Sources: Solano County jurisdictions, March and June 2022*

<sup>1</sup>*Local Police Department*

<sup>2</sup>*Resource Connect Solano*

**Table 2-41** demonstrates the number of students in local schools experiencing homelessness. The cities with the highest number of students in local schools experiencing homelessness are Dixon (205) and Fairfield (206). The cities with the lowest numbers of students in local schools experiencing homeless are Suisun City, Benicia, Rio Vista, and Unincorporated Solano County. In comparison to past years (2018-19, 2017-18, and 2016-17), the number of students experiencing homelessness has decreased. This can be attributed to work by CAP Solano- JPA who have expanded their functions over the years, such as increased grant application and allocation of funding to local youth homeless service providers in Solano County.

**TABLE 2-41 STUDENTS IN LOCAL PUBLIC SCHOOLS EXPERIENCING HOMELESSNESS**

Geography	2016-17	2017-18	2018-19	2019-20
<b>Benicia</b>	33	54	42	0
<b>Dixon</b>	236	258	235	205
<b>Fairfield</b>	489	443	422	206
<b>Rio Vista</b>	0	0	0	0
<b>Suisun City</b>	112	80	49	16
<b>Vacaville</b>	131	169	196	140
<b>Vallejo</b>	260	302	325	162
<b>Unincorporated Solano County</b>	0	0	0	0
<b>Solano County</b>	1,261	1,306	1,269	729
<b>Bay Area</b>	14,990	15,142	15,427	13,718

*Source: California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data (Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)*

## ANALYSIS OF AT-RISK HOUSING

As required by California Government Code Section 65583, the Housing Element must analyze the extent to which below-market rate units are at risk of converting to market-rate housing. If there are at-risk units, the element should include programs to encourage preservation of these units or to replace any that are converted to market rate. The units to be considered are any units that were constructed using federal assistance programs, state or local mortgage revenue bonds, redevelopment tax increments, in-lieu fees or an inclusionary housing ordinance, or density bonuses. Housing is considered to be “at risk” if it is eligible to be converted to non-low-income housing due to: (1) the termination of a rental subsidy contract, (2) mortgage prepayment, or (3) the expiration of affordability restrictions. The time period applicable in making this determination is the 10-year period following the last mandated update of the Housing Element, which, in this case with all jurisdictions in Solano County, is January 31, 2023. There are currently 403 units at risk of converting to market rate in the next 10 years (each project at risk is denoted in bold in **Table 2-42**).

### Inventory of Affordable Units

All federal and state subsidized rental housing is listed in **Table 2-42**. All cities within Solano County have assisted units and Benicia, Dixon, Fairfield, Vacaville and Vallejo all have units at risk of converting to market rate within the next 10 years.

**TABLE 2-42 ASSISTED UNITS AT RISK OF CONVERSION**

Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
<b>BENICIA</b>					
Casa de Vilarrasa II	921 E 4th St	24	24	HCD	2016
The Calms at Burgess Point	91 Riverview Terrace	56	55	LIHTC	2074
<i><b>Total Units</b></i>		<i><b>80</b></i>	<i><b>79</b></i>		
<i><b>Total Units At-Risk of Converting</b></i>			<i><b>24</b></i>		
<b>DIXON</b>					
Bristol Apartments	1550 Valley Glen Drive	102	101	LIHTC	2060
Second Street Senior Apartments	211 East D Street	81	80	LIHTC	2061
Lincoln Creek Apartments	1395 North Lincoln Street	172	141	LIHTC	2060
Moonlight Apartments	425 West Chestnut Street	56	55	LIHTC; USDA	2064
Heritage Commons	191 Heritage Lane	59	59	LIHTC; CalHFA	2067
Valley Glen Apartments	1830 Gold St.	59	58	LIHTC; USDA	2067
Heritage Commons Phase 2	193 Heritage Lane	60	59	LIHTC	2068
Heritage Commons Phase III	197 Heritage Lane	44	43	LIHTC	2074
Dixon Manor	1270 Linford Lane	32	6	CalHFA	2031
<i><b>Total Units</b></i>		<i><b>665</b></i>	<i><b>602</b></i>		
<i><b>Total Units At-Risk of Converting</b></i>			<i><b>6</b></i>		
<b>FAIRFIELD</b>					
Bennington Apartments (AKA Sheffield Green)	2780 North Texas Street	132	27	CalHFA	2024
Avery Parks (AKA Quail Terrace)	2000 Claybank Road	136	33	CalHFA	2025
Woodsong Village Apartments	2999 North Texas Street	112	110	LIHTC	2027
Parkway Plaza	188 E. Alaska Ave	100	99	HUD	2030
Kennedy Court	1401 Union Ave	32	32	LIHTC	2050
Sunset Manor Apartments	855 East Tabor Avenue	148	146	LIHTC	2052
Woodside Court Apartments	555 Alaska Avenue	129	127	LIHTC	2053
Fairfield Vista Apartments	201 Pennsylvania Avenue	60	59	LIHTC	2053

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Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
Dover Woods Senior Apartments	2801 Dover Avenue	200	198	LIHTC	2058
Hampton Place / Gateway Village	2000 Pennsylvania Avenue	56	55	LIHTC; HCD	2058
Union Square II	608 Kennedy Court	24	24	LIHTC; HCD	2059
Fairfield Heights Apartments	1917 Grande Circle	52	51	LIHTC	2060
Laurel Gardens Apartments	201 East Alaska Avenue	30	29	LIHTC; HCD	2062
Senior Manor	1101 Union Ave.	84	83	LIHTC	2063
Signature at Fairfield	1189 Tabor Avenue	93	92	LIHTC; CalHFA	2065
Monument Arms Apartments	261 East Alaska Avenue	92	88	LIHTC; HUD	2069
Sunset Creek Apartments	840 E. Travis Boulevard	76	75	LIHTC	2072
Fairfield Apartments (Parkside Villa Apartments & Rockwell Manor Apartments) - Site A	1650 Park Lane	128	126	LIHTC; HUD	2073
One Lake Family Apartments		190	188	LIHTC	2074
<b>Total Units</b>		<b>1,874</b>	<b>1,642</b>		
<b>Total Units At-Risk of Converting</b>			<b>269</b>		
<b>RIO VISTA</b>					
Casitas Del Rio Apartments	250 St. Joseph Street	40	39	LIHTC; USDA	2059
<b>Total Units</b>		<b>40</b>	<b>39</b>		
<b>Total Units At-Risk of Converting</b>			<b>0</b>		
<b>SUISUN CITY</b>					
Village II	506 Civic Center Blvd	106	105	LIHTC; HUD	2065
Cottonwood Creek Apartments	202 Railroad Avenue	94	93	LIHTC; HCD	2062
Breezewood Village Apartments	1359 Worley Road	81	80	LIHTC	2062
<b>Total Units</b>		<b>281</b>	<b>278</b>		
<b>Total Units At-Risk of Converting</b>			<b>0</b>		



Solano County Regional Housing Element Collaborative  
2023-2031 Regional Housing Needs Assessment

Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
<b>VACAVILLE</b>					
Twin Oaks Apartments	2390 Nut Tree Road	46	45	LIHTC; HUD	2067
Vacaville Autumn Leaves	2470 Nut Tree Rd	56	55	HUD	2039
Vacaville Gables	100 Gables Ave.	65	63	LIHTC	2052
Saratoga Senior Apartments	1101 Burton Drive	108	20	LIHTC; CalHFA	2053
Vacaville Meadows	131 Gable Avenue	65	64	LIHTC	2055
Vacaville Hillside Seniors	454 Markham Ave	15	15	LIHTC	2055
Saratoga Senior Apartments Phase II	1151 Burton Drive	120	20	LIHTC	2056
Lincoln Corner Apartments	130 Scoggins Court	134	133	LIHTC; HCD	2058
Rocky Hill Apartments & Bennett Hill Apartments (Site A)	225 Bennett Hill Court	64	63	LIHTC	2068
Callen Street Apartments	1355 Callen Street	66	65	LIHTC	2068
Rocky Hill Veterans	582 Rocky Hill Road	39	38	LIHTC; HCD	2075
Meadows Court / Holly Lane Apartments (Site A)	531 Rocky Hill Rd	82	80	LIHTC	2070
Alamo Garden Apartments	1501 Alamo Drive	182	181	LIHTC	2071
Pony Express Senior Apartments	220 Aegean Way	60	59	LIHTC	2074
The Willows	605 Rocky Hill Rd	126	124	HOME; Vacaville Redevelopment Agency	2065
The Orchards	450-A W Monte Vista	48	47	HOME; Vacaville Redevelopment Agency	2065
The Maples	450-A W Monte Vista	120	119	HOME; Vacaville Redevelopment Agency	2065
Vacaville Highlands	131 Gable Avenue	11	11	HOME; Vacaville Redevelopment Agency	2065
The Sycamore	901 Sara Ct	52	10	Vacaville Redevelopment Agency	2029

Solano County Regional Housing Element Collaborative  
2023-2031 Regional Housing Needs Assessment

Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
Vacaville Senior Manor	190 Lawrence Dr	60	59	Vacaville Redevelopment Agency	2062
Vasquez Apartments	620 E Main St	2	2	Vacaville Redevelopment Agency	2059
Habitat for Humanity	Rocky Hill Rd	1	1	Vacaville Redevelopment Agency	2053
<b>Total Units</b>		1522	1274		
<b>Total Units At-Risk of Converting</b>			<b>10</b>		
<b>VALLEJO</b>					
Longshore Cove Apartments	201 Maine Street	236	234	LIHTC; HUD	2073
Carolina Heights	135 Carolina Street	152	151	LIHTC; HUD	2070
Marina Tower	601 Sacramento Street	151	150	LIHTC; HUD	2060
Marina Towers Annex	575 Sacramento Street	57	56	LIHTC; HUD; CalHFA	2056
Casa De Vallejo Apartments	1825 Sonoma Blvd.	136	136	LIHTC; HUD	2060
Ascension Arms	301 Butte St	75	42	HUD	2029
Seabreeze Apartments	100 Larissa Ln	184	71	HUD	2036
Redwood Shores	400 Redwood Street	120	119	HUD	2037
Friendship Estates Apartments	2700 Tuolumne Street	76	74	LIHTC	2052
Solano Vista Senior Apartments	40 Valle Vista Avenue	96	95	LIHTC	2072
Sereno Village Apartments	750 Sereno Drive	125	124	LIHTC	2057
Bay View Vista Apartments	445 Redwood Street	194	192	LIHTC	2055
Avian Glen	301 Avian Drive	87	85	LIHTC; HCD	2064
Temple Art Lofts	707 Main Street	29	28	LIHTC	2067
Harbor Park Apartments	969 Porter Street	182	73	LIHTC	2070
<b>Total Units</b>		<b>1,900</b>	<b>1,630</b>		
<b>Total Units At-Risk of Converting</b>			<b>42</b>		
<b>UNINCORPORATED SOLANO CO.</b>	<i>No Federal or State Assisted Developments</i>				

Sources: California Housing Partnership, Preservation Database 2021.

## Preservation Resources

The types of resources needed for preserving at-risk units fall into three categories: (1) financial resources available to purchase existing units or develop replacement units; (2) entities with the intent and ability to purchase and/or manage at-risk units; and (3) programs to provide replacement funding for potentially lost Housing Choice Voucher Program rent subsidies, otherwise known as the Section 8 program.

A variety of federal and state programs are available for potential acquisition, subsidy, or replacement of at-risk units. Due to both the high costs of developing and preserving housing and limitations on the amounts and uses of funds, a variety of funding sources would be required. Several sources of funding are available to Solano County for preservation of assisted, multifamily rental housing units to assist with purchasing units or providing rental subsidies, including Community Development Block Grant (CDBG) or HOME funds. For older buildings with expiring affordability, funding for substantial rehabilitation may also give the County an opportunity to reinstate affordability requirements. HUD may provide Section 8 Tenant Protection Vouchers to subsidize rents for tenants in properties at risk of loss because of expiration due to loss of affordability associated with mortgage prepayment.

When affordable housing units have the potential to convert to market rate, due typically to the expiration of an affordable housing agreement or expiration of funding, there is a risk that tenants in those affordable units will be displaced. Certain companies and organizations can be certified as eligible to purchase buildings where a federally assisted mortgage is due to be prepaid.

### Qualified Entities

The following qualified entities were listed as potential purchasers of at-risk units in Solano County:

- ACLC, Inc
- Mid-Peninsula Housing Coalition Mutual Housing California
- Affordable Housing Associates SWJ Housing
- Affordable Housing Foundation Volunteers of America National Services
- Sacramento Valley Organizing Community
- Pacific Community Services, Inc.
- Anka Behavioral Health

- Housing Corporation of America
- Mutual Housing California
- SWJ Housing
- Volunteers of America National Services

The Section 8 Housing Choice Voucher Program is another affordability option that individuals may apply for through the Benicia Housing Authority (BHA), Solano County Housing Authority (SCHA), Suisun City Housing Authority (SCH), and Vacaville Housing Authority (VHA). Section 8 increases affordable housing choices for very low-income households by allowing families to choose privately owned rental housing. Section 8–supported housing may be either project-based for a portion of an entire apartment building, or subsidies may be provided in the form of vouchers for individual, independent units.

The BHA administers approximately 294 active housing choice vouchers. The SCHA allocated 368 vouchers including 45 Veterans Administration Supportive Housing (HUD-VASH) Vouchers and 53 Mainstream Vouchers for non-elderly disabled households. The SCH administers approximately 192 housing choice vouchers and the VHA administers approximately 1,392 vouchers and vouchers including the Veterans Administration Supportive Housing (HUD-VASH), Family Unification Program (FUP), Mainstream Voucher Program, and Emergency Housing Voucher Program Vouchers.

### Strategies for Preserving Affordable Housing

**Acquisition** - For units at risk of conversion, qualified non-profit entities must be offered the opportunity to purchase buildings to maintain affordability.

The factors that must be used to determine the cost of preserving low-income housing include property acquisition, rehabilitation, and financing. Actual acquisition costs depend on several variables, such as condition, size, location, existing financing, and availability of financing (governmental and market). Looking at multifamily buildings throughout the county, prices ranged from \$165,000 per unit for a 10-unit building in Suisun City to \$215,000 per unit for a 5-unit multifamily unit in Vallejo. While most units listed for sale in March 2022 were in incorporated jurisdictions of Solano County, purchasing residential units in Unincorporated Solano County will likely have a similar price range depending on where in the county the units are located. Additionally, if the property needs significant rehabilitation, or financing is difficult to obtain, it is important to consider these factors in the cost analysis. It is important to note that a major financing tool, Low

Income Housing Tax Credits (LIHTC), currently do not prioritize acquisition and rehabilitation projects, but instead fund new construction projects. This makes the effort to preserve units much more difficult.

**Preservation** - Housing affordability can also be preserved by seeking alternative means of subsidizing rents, such as the Section 8 Housing Choice Voucher program described previously. Under Section 8, HUD pays the difference between what tenants can pay (defined as 30 percent of household income) and what HUD estimates as the fair-market rent on the unit. Based on HUD's 2022 fair-market rents, the total cost to subsidize rental costs for a very low-income four-person household for 20 years would be \$111,180 for a two-bedroom home and \$256,980 for a three-bedroom home. This is typically done through Project Based contracts with the Housing Authority that administers a Project Based Program and has available vouchers.

**Replacement with New Construction** – Another alternative to preserve the overall number of affordable housing units in the county is to construct new units to replace other affordable housing stock that has been converted to market-rate housing. Multifamily replacement property would be constructed with the same number of units, with the same number of bedrooms and amenities as the one removed from the affordable housing stock.

The cost of new affordable housing can vary greatly depending on factors such as location, density, unit sizes, construction materials, type of construction (fair/good), and on- and off-site improvements. Looking at a sample project with 188 assisted units and one manager's unit, the cost for land acquisition is approximately \$30,319 per unit, or \$5,700,000 total. Costs for multifamily construction are approximately \$162 per square foot. This is based on costs calculated for a two-story building in Solano County with 20 units and an average unit size of 800 square feet each. The total construction costs for the building are \$2,593,864, based on the total cost of building this development, it can be estimated that the per-unit cost to replace low-income housing would be \$124,949 per unit. These construction costs include labor, materials, and equipment but do not include costs of buying land or off-street parking.<sup>1</sup>

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<sup>1</sup> 2022 National Building Cost Manual and 2022 945-33,91,90,34,89,85,93,71,35,12,92, and 956-87,20,18,94,90,25,96 zip code modifiers Craftsman Book Company.

### Cost of Preservation Versus Replacement

The cost to the cities within Solano County of preserving units that are projected to expire between 2024 and 2074 is estimated to be less in most cases than replacing the units through new construction. Replacing the units with rehabilitated units may be cost-effective in some instances. Actual costs involved in each option will depend on the rental and real estate market situations at the time the affordability restrictions on these projects expire.

Extending low-income use restrictions to preserve the units as affordable may require financial incentives to the project owners. Other scenarios for preservation would involve purchase of the affordable units by a nonprofit or public agency, or local subsidies to offset the difference between affordable and market rents. Scenarios for preservation depend on the type of project at risk.

### Funding Sources for Preservation

The types of resources needed for preserving at-risk units fall into three categories: financial resources available to purchase existing units or develop replacement units; entities with the intent and ability to purchase and/or manage at-risk units; and programs to provide replacement funding for potential reductions in funding for Housing Choice Voucher Program rent subsidies (previously known as the Section 8 Program).

A variety of federal, state, and local programs are available for potential acquisition, subsidy, or replacement of at-risk units. Due to both the high costs of developing and preserving housing and limitations on the amounts and uses of funds, multiple funding sources would be required. The following summarizes federal and state financial resources available to the cities within Solano County for preservation of assisted, multifamily rental housing units.

#### Federal Programs

**Community Development Block Grant (CDBG)**—This program is intended to enhance and preserve the jurisdictions affordable housing stock. CDBG funds are awarded to the County on a formula basis for housing and community development activities. Eligible activities include acquisition, rehabilitation, economic development, and public services. CDBG funds benefit primarily persons/households with incomes not exceeding 80 percent of the county median family income.

**HOME Investment Partnerships**—HOME funding is a flexible grant program that is awarded to the jurisdictions on a formula basis for housing activities that take into account local market conditions, inadequate housing, poverty, and housing production costs. The formula for determining funding amount and eligibility is based on several factors, including the number of units in a jurisdiction that are substandard or unaffordable, the age of a jurisdiction’s housing, and the number of families living below the poverty line. HOME funding is provided to jurisdictions to either assist rental housing or home ownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing, as well as possible property acquisition, site improvements, and other expenses related to the provision of affordable housing and projects that serve a group identified as having special needs related to housing.

**Housing Choice Voucher (Section 8) Program**—This program provides rental assistance payments to owners of private market-rate units on behalf of very low-income tenants.

**Section 811/202 Program**—Nonprofit organizations and consumer cooperatives are eligible to receive zero-interest capital advances from HUD for the construction of very low-income rental housing for senior citizens and persons with disabilities. Project-based assistance, or capital advances, is also provided in conjunction with this program. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities. Eligible activities include acquisition, rehabilitation, new construction, and rental assistance.

**HUD Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA)**—LIHPRHA was enacted in response to concern over the prepayment of HUD-assisted housing. When an assisted housing project pays off the loan, they are then eligible to convert to market-rate, thus resulting in a loss of affordable housing. The legislation addresses the prepayment of units assisted under Section 221(d)(3) and Section 236 (Section 236 replaced the Section 221(d)(3) program in 1968). Generally, the law facilitates the preservation of these low-income units by providing incentives to property owners to either retain their units as low income or to sell the project to priority purchasers (tenants, nonprofits, or governmental agencies.) Pursuant to LIHPRHA, HUD must offer a package of incentives to property owners to extend the low-income use restrictions. These incentives would ensure an 8-percent return for property owners on the recalculated equity of their property, provided the rents necessary to yield this return fall within a specified federal cost limit. The cost limits are either 120 percent of the fair market rate (FMR), or the prevailing rent in the local market. If HUD can provide the owner with this return, the owner cannot prepay the mortgage. The owner must either stay in the program or offer to sell the project (a “voluntary” sale) to a priority purchaser for a 12-month period or other purchasers for an additional 3 months. The owner is required to document this choice in a plan of action.

If HUD cannot provide the owner with the 8-percent return, i.e., the rents required would exceed federal cost limits, the owner may prepay only after offering the sale to priority purchasers for 12 months, or other qualified buyers for an additional 3 months (a “mandatory” sale) and filing a plan of action that demonstrates that conversion will not adversely impact affordable housing or displace tenants. According to the California Housing Partnership Corporation, most projects in California will fall within federal cost limits, except those with exceptionally high rental value or condominium conversion potential.

Projects that are preserved under either of these methods are required to maintain affordability restrictions for the remaining useful life of the project, which is defined minimally as 50 years. Despite these requirements, property owners may still be able to prepay the loan. First, the owner may prepay the property loan if no bona fide offer to purchase the property is made. Second, HUD may not provide some of the discretionary monies to priority purchasers in preservation sales. Finally, the overall success of the preservation efforts is contingent on congressional appropriation of sufficient funding to HUD.

### State Programs

**California Housing Finance Agency (CHFA) Multiple Rental Housing Programs**—This program provides below-market-rate financing to builders and developers of multiple-family and elderly rental housing. Tax-exempt bonds provide below-market-rate mortgage money. Eligible activities include new construction, rehabilitation, and acquisition of properties with 20 to 150 units.

**Affordable Housing Sustainable Communities Program (AHSC)**—This program provides grants and/or loans, or any combination t, that will achieve GHG emissions reductions and benefit Disadvantaged Communities through increasing accessibility of affordable housing, employment centers, and key destinations via low-carbon transportation.

**Low-Income Housing Tax Credit (LIHTC)**—This program provides tax credits to individuals and corporations that invest in low-income rental housing. Tax credits are sold to corporations and people with high tax liability, and proceeds are used to create housing. Eligible activities include new construction, rehabilitation, and acquisition.

**California Community Reinvestment Corporation (CCRC)**—This private, nonprofit mortgage banking consortium provides long-term debt financing for affordable multifamily rental housing. Eligible activities include new construction, rehabilitation, and acquisition.

**Nonprofit Entities**—Nonprofit entities serving the county can be contacted to gauge their interest and ability in acquiring and/or managing units at risk of conversion. (See partial list above in Qualified Entities.)



### Program Efforts to Preserve At-Risk Units

The following housing programs have been developed to address the preservation of assisted very low-income units eligible to convert to market rate. Each individual City's Planning Department, Economic Development Department, and/or Housing Development will be responsible for implementing the programs. Funding for implementation could be provided through the funding sources cited above.

Each city in Solano County will maintain contact with owners of at-risk units as the use restriction expiration dates approach. Each city and Solano County will communicate to the owners the importance of the units to the supply of affordable housing in the county as well as its desire to preserve the units as affordable.

**Rental Subsidies**—If HUD funding is discontinued at some point within the next planning period to subsidize affordable units and other methods to preserve the at-risk units fail, the County will determine if it can assign financial resources to provide rental assistance to very low-income tenants to cover the difference between their current rents and market rents as well as continue to promote the development of affordable housing. If the owners of a project at risk of converting their units to market rate, the County or cities will evaluate the feasibility of implementing available options to preserve bond-financed units at risk of conversion: (1) offer rental subsidies using HOME or other available funding; (2) work with the property owner to refinance the mortgage at lower interest rates; (3) work with nonprofit entities to evaluate the potential for acquisition of the complex (although, if only a portion of the units are at risk, this may not be feasible); (4) consider acquisition and rehabilitation of the project.

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# **Appendix 3: Regional and Vacaville Assessment of Fair Housing**

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## REGIONAL AND VACAVILLE ASSESSMENT OF FAIR HOUSING

### INTRODUCTION

Assembly Bill (AB) 686 requires that all housing elements due on or after January 1, 2021, contain an Assessment of Fair Housing (AFH) consistent with the core elements of the analysis required by the federal Affirmatively Furthering Fair Housing (AFFH) Final Rule of July 16, 2015. Under California law, AFFH means “taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics.”

California Government Code Section 65583 (10)(A)(ii) requires local jurisdictions to analyze racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs, including displacement risk. Although this is the Housing Element for the City of Vacaville, Government Code Section 65583 (subds. (c)(9), (c)(10), 8899.50, subds. (a), (b), (c)) requires all local jurisdictions to address patterns locally and regionally to compare conditions at the local level to the rest of the region. To that end, the Solano County Housing Element Collaborative, comprised of the cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, Vallejo, and the County of Solano prepared a regional Assessment of Fair Housing (AFH) and each participating jurisdiction prepared a local AFH.

This chapter is organized by fair housing topics. For each topic, the regional assessment is first, followed by the local assessment. Strategies to address the identified issues are included throughout the chapter. Through discussions with stakeholders, fair housing advocates, and this assessment of fair housing issues, the City of Vacaville identified factors that contribute to fair housing issues. These contributing factors are included in **Table 3-10, Factors that Contribute to Fair Housing Issues** with associated actions to meaningfully affirmatively further fair housing related to these factors. Additional programs to affirmatively further fair housing are included in Section 2, Goals, Policies, and Programs.

This chapter also includes an analysis of the housing element’s sites inventory as compared with fair housing factors. The location of housing in relation to resources and opportunities is integral to addressing disparities in housing needs and opportunity and to fostering inclusive communities where all residents have access to opportunity. This is particularly important for lower-income households. Assembly Bill (AB) 686 added a new requirement for housing elements to analyze the distribution of projected units by income category and access to high resource areas and other fair housing indicators compared to citywide patterns to understand how the projected locations of units will affirmatively further fair housing.

## OUTREACH

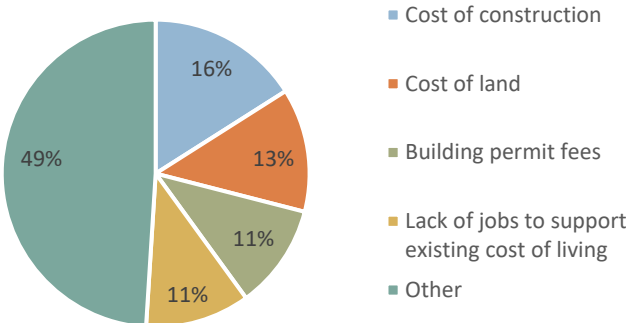
### Regional Outreach Efforts

#### Workshops

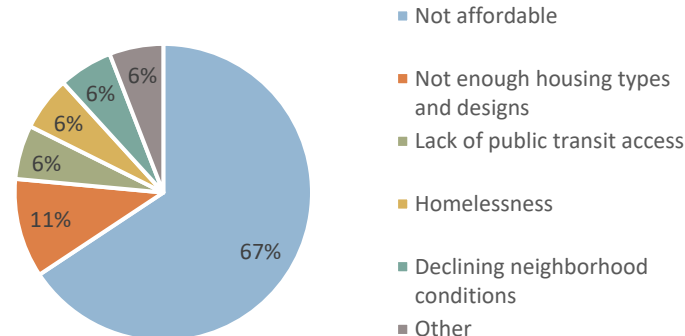
As discussed in the Public Participation section, the Solano County Collaborative (Collaborative) took diligent efforts to encourage public and stakeholder participation in the Housing Element update process at both the regional and local scale. These efforts included six Housing Element community workshops between January and June 2022, and seven regional stakeholder consultations between December 2021 and February 2022. Each of the workshops was advertised with flyers in English, Spanish, and Tagalog, and conducted virtually to increase accessibility for residents throughout the county and in response to the COVID-19 pandemic. Live Spanish translation was offered at the first two sets of workshops, and a pre-recorded version in Tagalog. However, no participants opted for this option at any of the workshops, so the third set of workshops provided pre-recorded Spanish and Tagalog versions rather than live translation, though materials were still made available prior to the workshop in both languages.

The first two workshops were held over two days: during the lunch hour on Wednesday, January 26, 2022, and the evening of Thursday, January 27, 2022, to ensure maximum participation from Solano County jurisdictions, invested stakeholders, and the community. The workshops were held online with a variety of technological methods to connect. The objectives of the workshop were to educate the public about the update process, identify specific needs and opportunities, share information about the Solano County Collaborative to help make informed conclusions and identify needs, and allow participants to share their insights on how housing opportunities can be improved locally and on a regional level. To gauge these opinions, participants were polled on topics that focused on housing assets, housing strategies, housing barriers, and preferences for location of new housing. The results of key points of the poll related to fair housing are summarized herein.

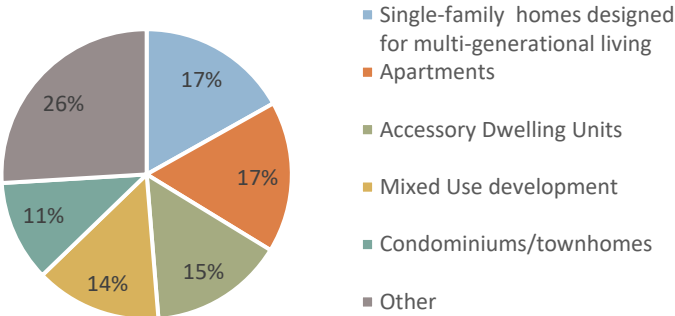
What are the greatest barriers to providing housing in your community?



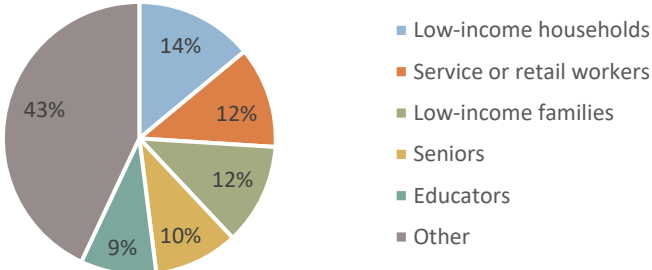
What do you consider the greatest issue related to housing?



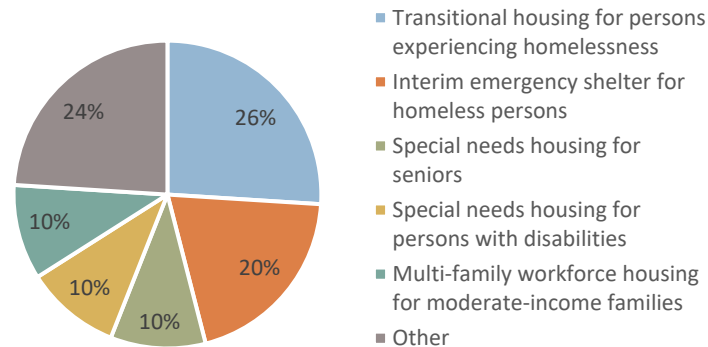
What types of housing would you like to see more of?



What populations do you believe are underserved?



### What populations are most in need of housing?



Discussion focused on the process, clarifications on the definition of overcrowding, mixed-income on commercial sites, and how mixed-income housing typically has better results than concentrated lower-income development. However, participants expressed that developers and lenders typically do not prefer mixed-income projects, thus presenting an additional barrier to the provision of housing, particularly integrated affordable housing. Overall, the primary fair housing themes that emerged were the costs associated with development of housing, particularly affordable units, the overarching issue of high cost of market-rate housing, shortages of affordable housing, the limited employment opportunities that offer livable wages, the challenges that lower-income households are facing, and providing housing opportunities for underserved populations, particularly those who are experiencing homelessness or are at risk of becoming homeless.

On March 30, 2022, two interactive, online workshops were held. Both workshops were well attended with representatives from the Solano County jurisdictions, various stakeholder organizations, and service providers. The content provided a summary of the analysis conducted in the housing needs assessment and discussions were guided by participant insights on how housing opportunities can be improved locally and on a regional level. Again, feedback on specific needs was sought out. Translation was available by request. During the workshops, the topics mentioned by participants included the relationship between location of affordable housing and access to employment, services, mobility, amenities, and recreation; special-needs populations, particularly seniors and their needs as they age; and the challenges of income discrepancies with the shortage of affordable housing resources throughout the county. Participants established clarity regarding what types of professions lower-income households really encompass, such as educators, public service providers, retail

and hospitality workers, which suggested that the Collaborative foster greater collaboration between jurisdictions to increase supply of housing for this very integral segment of the population.

On June 1, 2022, the Solano County Collaborative held two Fair Housing Workshops virtually to present an overview of the Assessment of Fair Housing and gather feedback from participants on their experiences with fair housing. One workshop was held over the lunch hour, and one was held in the evening to offer two opportunities for potential participants. Six participants attended the lunch session, and seven attendees were present for the evening session. Across both workshops, approximately 36.4 percent of participants were from Benicia, 18.2 percent were from Vacaville, 13.6 percent were from Vallejo, 9.1 percent were from Fairfield, and 9.1 percent were from Suisun City. There were no participants from Dixon, Rio Vista, or the unincorporated area of Solano County, and there were an additional 13.6 percent that did not live in Solano County but were interested in the Housing Element process. For both workshops, the Collaborative offered Spanish and Tagalog translation of materials and a recording of the presentation, in addition to hosting the meeting in English. At previous workshops, as discussed, there was no interest in live translation and therefore recordings were determined to be sufficient.

Approximately 35.0 percent of respondents reported that the greatest barrier to obtaining or keeping housing that they, a friend, or relative has experienced is that affordable options are too far from jobs, schools, and other resources. In addition, 15.0 percent identified accessibility issues as a barrier to housing, which can be interpreted in several ways, and may include factors such as physical barriers and/or non-compliance with ADA standards (stairs, no ramps, counter heights, distance to services) for disabled persons, lack of public transportation, or economic limitations; 10.0 identified substandard conditions, and an additional 10.0 percent identified landlord refusal to rent as barriers. Nearly one-third of respondents also reported having experienced overcrowding at some point in Solano County to be able to afford housing costs. When asked what their experience has been with housing mobility, as it relates to unit size, price, and other factors, 28.6 percent reported that it has been very challenging, and 33.3 percent reported that it has been somewhat challenging. Housing mobility refers to an individual's or household's ability to secure affordable housing in moderate and high resources areas (**Figure 3-7**), move between neighborhoods, and purchase a home if they so choose. Indicators of housing mobility include distribution of Section 8 Housing Choice Vouchers (HCVs), availability of rental and ownership opportunities throughout the city, and vacancy rates. This supports feedback from local stakeholders that there is a shortage of appropriately sized and affordable options in Solano County. Further, half of respondents reported that there is no transit or alternative methods of transportation for them to navigate their communities, which furthers concerns about proximity of affordable housing to jobs and schools.

At the end of the workshop, the Collaborative asked participants to identify their top three priorities for increasing housing mobility and access to opportunities, improving the condition of their neighborhood, and reducing displacement risk. The top-three priorities to increase housing mobility were creation of targeted investment programs, such as down payment assistance (19.1 percent of respondents), incentivizing development of mixed-income housing (17.0 percent), and a tie between citywide registries of affordable rental options and targeted outreach to underserved groups to increase awareness of assistance programs (12.8 percent each). However, in open discussion,

participants stated that many local, state, and federal assistance programs are already available, the barrier to fair housing is awareness of these opportunities. They identified a need for easier resource navigation for residents. The top priorities for improving neighborhood conditions were implementing proactive code enforcement for substandard housing (17.8 percent) and a three-way tie between targeted investment in parks and other recreational facilities, community committees made up of residents of underserved groups, and addressing the negative impacts of nonresidential uses on residential uses (15.6 percent each). Finally, the top priorities for reducing displacement were rent stabilization (27.0 percent), rent review or mediation board as well as foreclosure assistance and multilingual legal services (24.3 percent), and expanded density bonuses (18.9 percent).

The feedback received during this workshop informed this analysis and programs identified in this Housing Element.

### Survey

The flyers inviting participants to the regional Housing Element workshops included an option for respondents to take a survey similar to the poll conducted at the first two workshops in January 2022, to prioritize their perspective on housing issues facing the county and its jurisdictions. A total of 57 responses were logged, the majority of which were homeowners (71.9 percent). Of participants, approximately 86.0 percent reported living in a single family detached or attached home and 68.4 percent had lived in Solano County for over five years. However, a smaller proportion (56.1 percent) report working within the county, which may indicate a shortage of jobs suitable for residents within their jurisdiction. The top types of housing that participants wanted to see built throughout the county were small/affordable single-family homes (57.9 percent), senior housing (47.4 percent), supportive housing/assisted living (43.9 percent), accessory dwelling units (ADUs; 35.1 percent), townhomes and condominiums/duplexes (35.1 and 31.6 percent, respectively), tiny homes (29.8 percent), large acreage detached homes (28.1 percent), and apartments (24.6 percent). Among the respondents, the greatest barriers to building housing in their communities were (in order of ranking): cost of construction, opposition to new housing development projects, lack of adequate infrastructure, lack of availability of land, and lack of jobs to support existing cost of living. Supporting these responses was feedback on what the barriers to obtaining housing were specifically within the respondents' jurisdictions, with 52.6 percent identifying home prices and rents being too high, followed by lack of public infrastructure, and the real-estate market, which ties back to the cost of housing barrier. A desire for yards and green space was also identified as a barrier associated with multifamily and/or higher-density residential types.

Responses to the survey indicated that the top four underserved populations included homeless residents (35.1 percent), seniors (29.8 percent), single-parent family households (23.6 percent), and persons with disabilities (18.2 percent). Respondents also indicated across the board a need for integration of affordable housing throughout communities to create mixed-income neighborhoods (50.9 percent), roadway improvements (59.6 percent), and a diverse range of housing types (49.1 percent). Integration of new developments into the existing neighborhood fabric (50.9 percent), addressing the “missing middle” housing types (41.0 percent), and accessibility (45.0 percent) were also identified as needs.

## Consultations

From December 2021 through February 2022, seven consultations were conducted with local nonprofits and housing stakeholders to receive one-on-one, targeted input from those who provide services for those most in need of housing or with special housing needs. In each of the consultations, stakeholders were asked some or all of the following questions, depending on the type of organization they represented.

**Opportunities and concerns:** What three top opportunities do you see for the future of housing in Solano County? What are your three top concerns for the future of housing?

**Housing preferences:** What types of housing do your clients prefer? Is there adequate rental housing in the county? Are there opportunities for home ownership? Are there accessible rental units for seniors and persons with disabilities?

**Housing barriers/needs:** What are the biggest barriers to finding affordable, decent housing? Are there specific unmet housing needs in the community?

**Housing conditions:** How do you feel about the physical condition of housing in the county? What opportunities do you see to improve housing in the future?

**Unhoused persons:** How many unhoused persons are in the county?

**Housing equity:** What factors limit or deny civil rights, fair housing choice, or equitable access to opportunity? What actions can be taken to transform racially and ethnically concentrated areas of poverty into areas of opportunity (without displacement)? What actions can be taken to make living patterns more integrated and balanced?

The Collaborative contacted 12 organizations and received responses from the following:

- North Bay Housing Coalition, December 9, 2021
- Community Action Partnership Solano, Joint Powers Authority, December 14, 2021
- Legal Services of Northern California (LSNC), December 22, 2021
- Fair Housing Advocates of Northern California, January 6, 2022
- Solano-Napa Habitat for Humanity, January 28, 2022
- Agency on Aging, January 24, 2022
- Urban Habitat, February 16, 2022

The one-on-one interviews with stakeholders raised a number of observations and conditions related to housing issues facing the residents of Solano County, with several common themes emerging. First was the demand for a range of affordable and accessible housing types for the large concentration of special needs populations in the county, including seniors, large families, disabled persons, and low-income households, many of which were identified as being Hispanic and Latinx. The need for additional rental housing was identified by most stakeholders. Additionally, service providers noted a shortage of housing resources for those who are experiencing homelessness and emphasized the need for a coordinated countywide central agency to be created to provide full-time services based on the growing demand, specifically housing-first projects across the county. This was noted in addition to a growing population of lower-income households and homeless residents, therefore identifying locations for pallet and cargo housing within the jurisdictions, as well as providing permanent supportive housing with wrap around services and case management is crucial. One stakeholder disclosed that they have funding for assisting jurisdictions with needed affordable housing, acquisition of the actual acreage is the barrier, which is another theme identified in the stakeholder consultations.

Strategies associated with housing condition relating to preservation and maintenance of the existing housing stock for affordable housing opportunities was a second subject of importance among stakeholders. Income constraints often result in people living in substandard or overcrowded housing conditions, most often in rental situations, which stakeholders identified as often resulting in displacement and homelessness. Stakeholders also identified that there are substantial racial disparities in housing among communities of color, recommending that jurisdictions can do more through code enforcement, primarily ensuring there is water and heating in low-income housing units, or passing ordinances that protect tenants from living in substandard housing. During the consultations, stakeholders expressed a need for proactive and “protective” tenant protections, such as rent control, just-cause protections, and other housing protection laws to keep more individuals housed, as eviction is the most common fair housing issue complaint encountered by stakeholders. In situations such as this, tenants require access to additional legal assistance to prevent displacement due to harassment or wrongful eviction.

Additionally, stakeholders identified a need for landlord education and enforcement regarding fair housing laws and rental discrimination practices, in combination with jurisdictions contracting with fair housing providers for a comprehensive system to identify affordable housing resources and tenant protection, particularly for seniors, the disabled, gender equality/familial status, and communities of color. Consultations identified a need for workshops on fair housing laws for residents and housing providers. The goal of these would be to inform housing providers on their rights and responsibilities under fair housing laws, and provide education on discrimination, aiming to reduce the number of instances that result in fair housing complaints throughout the county. A tenant workshop counterpart was also suggested to inform residents on their tenant rights. Stakeholders identified acquisition of older, single-family housing stock, which might require repairs, for conversion to assisted affordable housing units as an opportunity to address shortages.



Barriers to development of affordable housing constitute a third major theme, including land costs, the length of entitlement processes, California Environmental Quality Act (CEQA) requirements, development fees and other permitting processes, compounded by severe infrastructure constraints, particularly sewer and septic systems. All housing providers interviewed expressed that new low-income housing simply is not cost effective for developers, and that properties owned by jurisdictions are a valuable resource for providing lower income housing, including homeownership opportunities through organizations such as Habitat for Humanity, who assist communities of color and veterans to attain homeownership, which have been historically underserved in the homeowner market, particularly in areas of Solano County. Incentivizing and subsidizing the construction of ADUs on existing residential properties is recommended to help address the barriers associated with cost of land and shortage of viable acreage for development of units for lower-income and disabled and/or senior households. In addition, one stakeholder discussed Community Land Trusts as an underutilized opportunity to create permanent affordability, as well as the availability of CalHome funding for implementing this option.

A final recurring theme around barriers to affordable housing that stakeholders identified was the current and historic challenges lower-income households face in obtaining financial assistance, such as lending discrimination, which was a prevalent issue in Vallejo. On the flip side, it was also noted that there is a disconnect between the number of applicants for Section 8 HCVs and availability of units that accept them. Effective January 1, 2020, the State of CA based a new law which classifies the Section 8 HCV as a “source of income” under the CA Fair Employment and Housing Act, which prohibits housing discrimination based on source of income. Education and outreach efforts of current fair housing practices to landlords and sellers was recommended.

## Local Outreach Efforts

### Planning Commission/City Council Joint Study Session

On March 29, 2022, the City held a joint study session with the Planning Commission and City Council that was open to the public. At this meeting, the City provided an overview of the Housing Element update process and accepted comments and questions from council members, commissioners, and members of the public. While no comments were made by the public, commissioners and council members expressed concern about the existing ratio of single-family to multifamily housing, supporting a more balanced mix and encouraging development of middle-density housing types and senior housing. One council member also expressed an interest in prioritizing redevelopment over new development, which would aid in place-based revitalization. Council members also identified a need for eviction protections and workforce housing. As part of the discussion, council members and commissioners raised an interest in exploring mechanisms of reducing displacement risk and integration of subsidized units within all neighborhoods. The feedback from this meeting has informed programs included in this Housing Element and presents a supportive environment for affirmatively furthering fair housing.

## Consultations

Between January and March 2022, staff interviewed representatives from three local stakeholder organizations to solicit input on housing programs and needs in Vacaville. Feedback from the stakeholders was collected via one-on-one interviews or with email responses. Representatives from the following stakeholders were interviewed:

- Opportunity House, January 14, 2022
- Vacaville Housing Authority, January 19, 2022
- On My Own, March 4, 2022

Stakeholders reported the primary barrier to fair housing as growing unaffordability and a shortage of affordable housing options. For example, On My Own reported that clients that were previously able to afford a decent two-bedroom unit with a roommate, are no longer able to do this under current market conditions. Stakeholders also cited an overall shortage of rental housing in the city to meet the need, particularly for very low-income households, at-risk and unhoused individuals, single-parent households, people living with disabilities, and seniors. Some of these populations can only afford to stay in a home with the assistance of a voucher. Opportunity House specifically recommended the creation of a navigation center and additional permanent supportive housing to meet the needs of these residents. Stakeholders expressed that the shortage of affordable housing is compounded by costs associated with application fees, eviction, poor credit histories, and security deposits. Vacaville Housing Authority expressed that many lower-income households require assistance to navigate the housing process and face challenges searching for potential housing units as a result of barriers to transportation. The City aims to address these concerns by facilitating the construction of additional affordable housing through development incentives, community land trusts, or other strategies (**Program HE-5**); encouraging the development of housing in a range of sizes and types to meet a variety of needs (**Program HE-3**) and encouraging the construction of a low-barrier navigation center and coordinating with other Solano County jurisdictions to increase homeless services (**Program HE-7**).

Vacaville Housing Authority also expressed concern regarding the condition of many affordable units in Vacaville, citing findings in the Community Development Block Grant (CDBG) 2020-2025 Consolidated Plan. In response, the City has included **Programs HE-25** and **HE-28** to improve communication of rehabilitation assistance programs currently available, including targeted outreach to neighborhoods with the greatest need, multilingual resources, seeking funding for a proactive code enforcement program, and providing information on resources on the City's website.

## Vacancy Rate Surveys

In September, 2021, the City conducted a vacancy and rent survey of rental units with four or more units for market, below-market and senior units. Of the 6,811 units surveyed, 4,995 units were included in this market rate survey. The remaining 1,816 units were not included in the survey because they have deed restricted below market rents or are age restricted apartments. The 2021 survey resulted in the following findings: the overall market vacancy rate is 1.9%, a slight decrease from 2020; vacancy rates are highest for studio apartments (4.8 percent) and lowest for three-bedroom units at 1.2 percent); vacancy rates for below-market units was 1.4 percent; and senior restricted units was .09 percent. The rent survey yielded the following findings:

- The range of rents for studio units is \$1,450 - \$2,214. The median rent for studio units (84) increased \$187, or 11.9 percent since 2020. The median rent for all studio units is \$1,757.
- The range of rents for one-bedroom units is \$868 - \$2,398. The median rent for one-bedroom units (1,621) increased \$290, or 16.1 percent since 2020. The median rent for one-bedroom units is \$2,086.
- The range of rents for two-bedroom units is \$1,450 - \$2,988. The median rent for two-bedroom units (2,673) increased \$245, or 11.8 percent since 2020. The median rent for two-bedroom units is \$2,327.
- The range of rents for three-bedroom units is \$1,650 - \$3,650. The median rent for three-bedroom units (171) increased \$829, or 37.3 percent since 2020. The median rent for three-bedroom units is \$3,054.

## FAIR HOUSING ISSUES

California Government Code Section 65583(10)(A)(ii) requires every jurisdiction to analyze racially or ethnically concentrated areas of poverty (R/ECAP), disparities in access to opportunity, and disproportionate housing needs, including displacement risk. Since 2017, the Tax Credit Allocation Committee (TCAC) and California Department of Housing and Community Development (HCD) have developed annual maps of access to resources such as high-paying job opportunities; proficient schools; safe and clean neighborhoods; and other healthy economic, social, and environmental indicators to provide evidence-based research for policy recommendations. This effort has been dubbed “opportunity mapping” and is available to all jurisdictions to assess access to opportunities within their community.

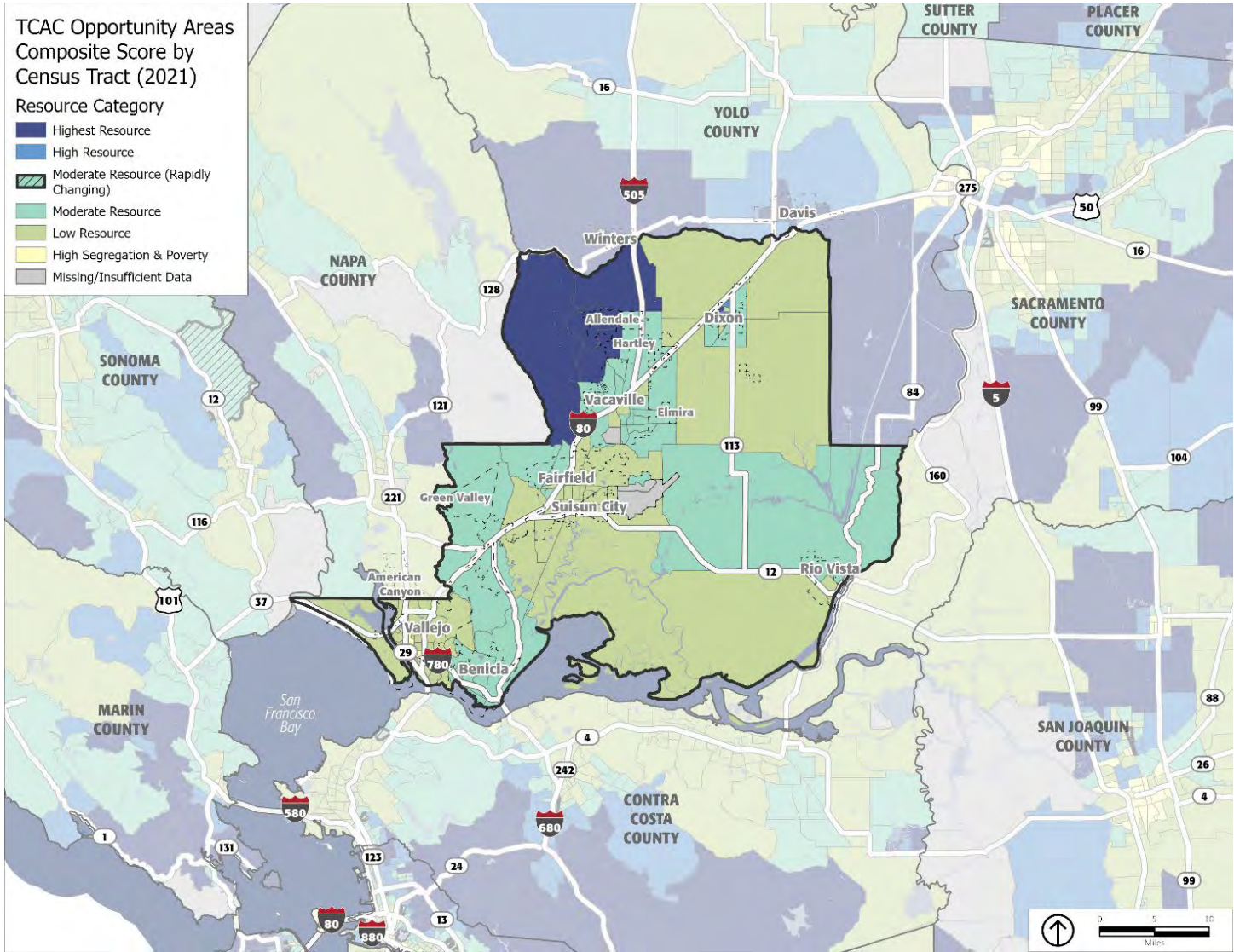
The TCAC/HCD Opportunity Maps can help to identify areas within the community that provide strong access to opportunity for residents or, conversely, provide low access to opportunity. The information from the opportunity mapping can help to highlight the need for housing element policies and programs that would help to remediate conditions in low-resource areas and areas of high segregation and poverty and to encourage better access for lower-income households and communities of color to housing in high-resource areas. TCAC/HCD categorized census tracts into high, moderate, or low resource areas based on a composite score of economic, educational, and environmental factors that can perpetuate poverty and segregation, such as school proficiency, median

income, and median housing prices. The TCAC/HCD Opportunity Maps use a regional index score to determine categorization as high, moderate, and low resource.

Areas designated as “highest resource” are the top 20-percent highest-scoring census tracts in the region. It is expected that residents in these census tracts have access to the best outcomes in terms of health, economic opportunities, and education attainment. Census tracts designated “high resource” score in the 21st to 40th percentile compared to the region. Residents of these census tracts have access to highly positive outcomes for health, economic, and education attainment. “Moderate resource” areas are in the 41st to 70th percentile and those designated as “moderate resource (rapidly changing)” have experienced rapid increases in key indicators of opportunity, such as increasing median income, home values, and an increase in job opportunities. Residents in these census tracts have access to either somewhat positive outcomes in terms of health, economic attainment, and education; or positive outcomes in a certain area (e.g., score high for health, education) but not all areas (e.g., may score poorly for economic attainment). Low resource areas are those that score above the 70th percentile and indicate a lack of access to positive outcomes and poor access to opportunities. The final designation are those areas identified as having “high segregation and poverty;” these are census tracts that have an overrepresentation of people of color compared to the county as a whole, and at least 30.0 percent of the population in these areas is below the federal poverty line (\$26,500 annually for a family of four in 2021).

As seen in **Figure 3-1, Regional TCAC/HCD Opportunity Areas**, most of Solano County, particularly in the unincorporated area, is designated as low resource or moderate resource. The City of Vallejo has been designated entirely as a low resource area, with three pockets identified as areas of high segregation and poverty: the Wilson Park neighborhood southwest of Solano Avenue (which includes a portion of unincorporated territory), the area west of Sutter Street to the waterfront between Florida Street to the north and Curtola Parkway to the south, and the area north of Florida Street between Sonoma Boulevard and Amador Street along Broadway Street. In contrast, the neighboring City of Benicia is designated entirely as a moderate resource area. The City of Suisun City and most of Fairfield are designated as low resource, with moderate resource areas in northeastern Fairfield and the Cordelia area of Fairfield. The City of Vacaville is similarly designated, with low resource areas along Interstate (I-) 80, northeast of Davis Street, with the remainder designated as moderate resource. The City of Rio Vista is also split, with moderate-resource areas northwest of Church Road and low-resource areas to the southeast. The City of Dixon has the greatest variation in resource area designations among the incorporated cities of Solano County. In Dixon, the southern and eastern areas are primarily moderate resource areas, high- and highest-resource areas are in the center of the city with the exception of the Northwest Park neighborhood, east of Parkgreen Drive. Low-resource areas are in the Northwest Park neighborhood and south of W. A Street between Pitt School Road and S. Almond Street. In the unincorporated county, high- and highest-resource areas are generally in the northeast and northwest corners, with low-resource areas surrounding the cities of Dixon and Fairfield, and moderate-resource areas elsewhere. Given that much of Solano County is sparsely populated, with large agricultural areas, the low- and moderate-resource areas may not accurately represent the access to opportunities for residents of unincorporated communities, where there is typically a concentration of resources.

FIGURE 3-1: REGIONAL TCAC/HCD OPPORTUNITY AREAS



Source: TCAC/HCD, 2021

## Patterns of Integration and Segregation

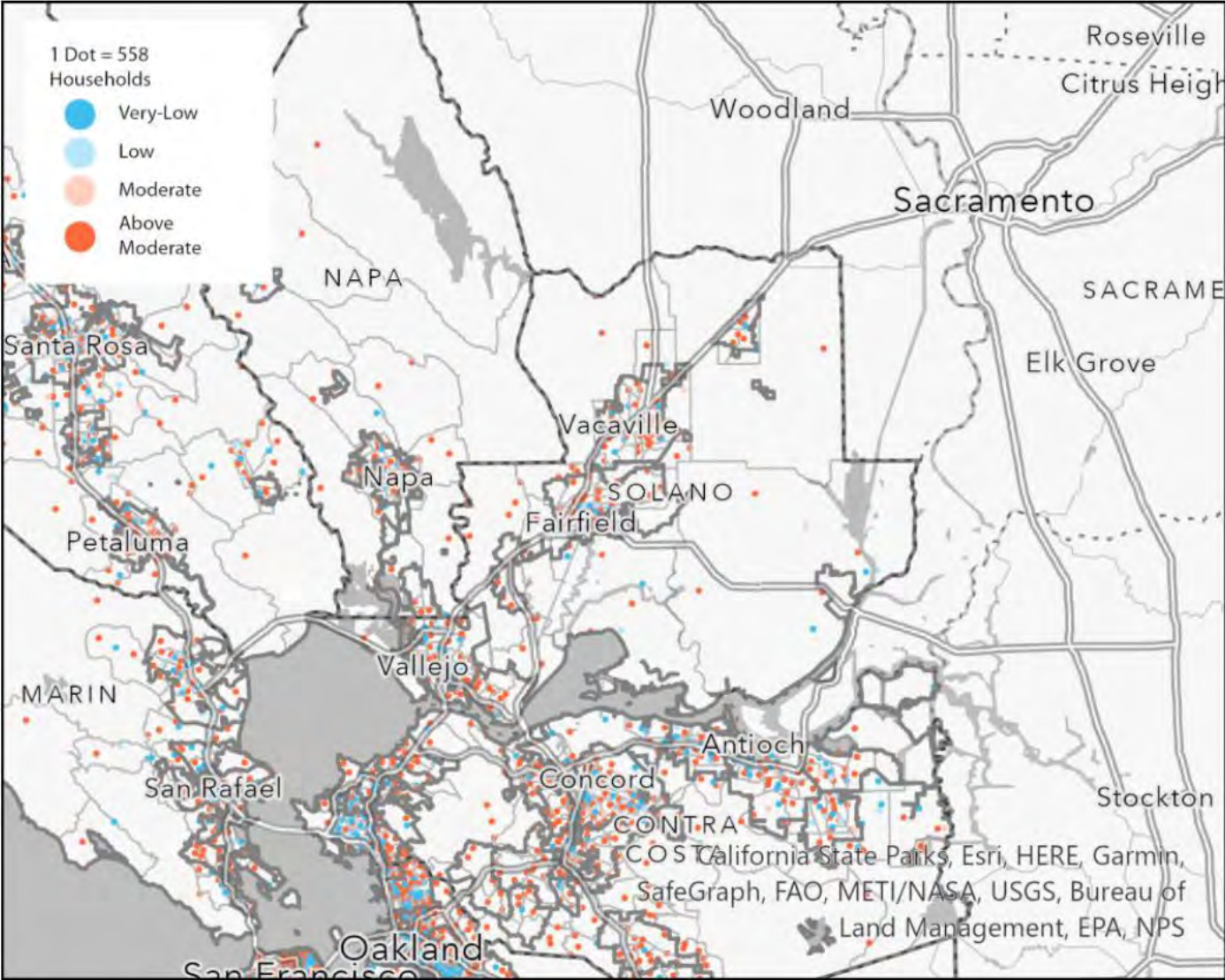
Segregation exists when there are concentrations of a population, usually a protected class, located in higher density in a certain area. It can be as a result of local policies, access to housing that meets the needs of that population, or a community culture or amenity that attracts that population. In the context of fair housing, segregation may indicate an issue where it creates disparities in access to opportunity, is a result of negative experiences such as discrimination or disproportionate housing need, or other concerns. Integration, in contrast, usually indicates a more balanced representation of a variety of population characteristics and is often considered to reflect fair housing opportunities and mobility. This analysis assesses four characteristics that may indicate patterns of integration or segregation throughout the region and local Solano County jurisdictions: income distribution, racial and ethnic characteristics, familial status, and disability rates.

### Income Distribution

#### Regional Patterns

At the regional level, income distribution can be measured between jurisdictions. **Figure 3-2, Income Dot Map**, presents the spatial distribution of income groups in Solano County and surrounding Bay Area jurisdictions. There are higher concentrations of very low- and low-income households in Bay Area jurisdictions such as the cities of Emeryville and Oakland, than are found in Solano County. While there are concentrations of lower-income households in the cities of Fairfield and Suisun City, generally the distribution of incomes in Solano County more closely reflects those patterns found in neighboring Napa County than most Bay Area counties.

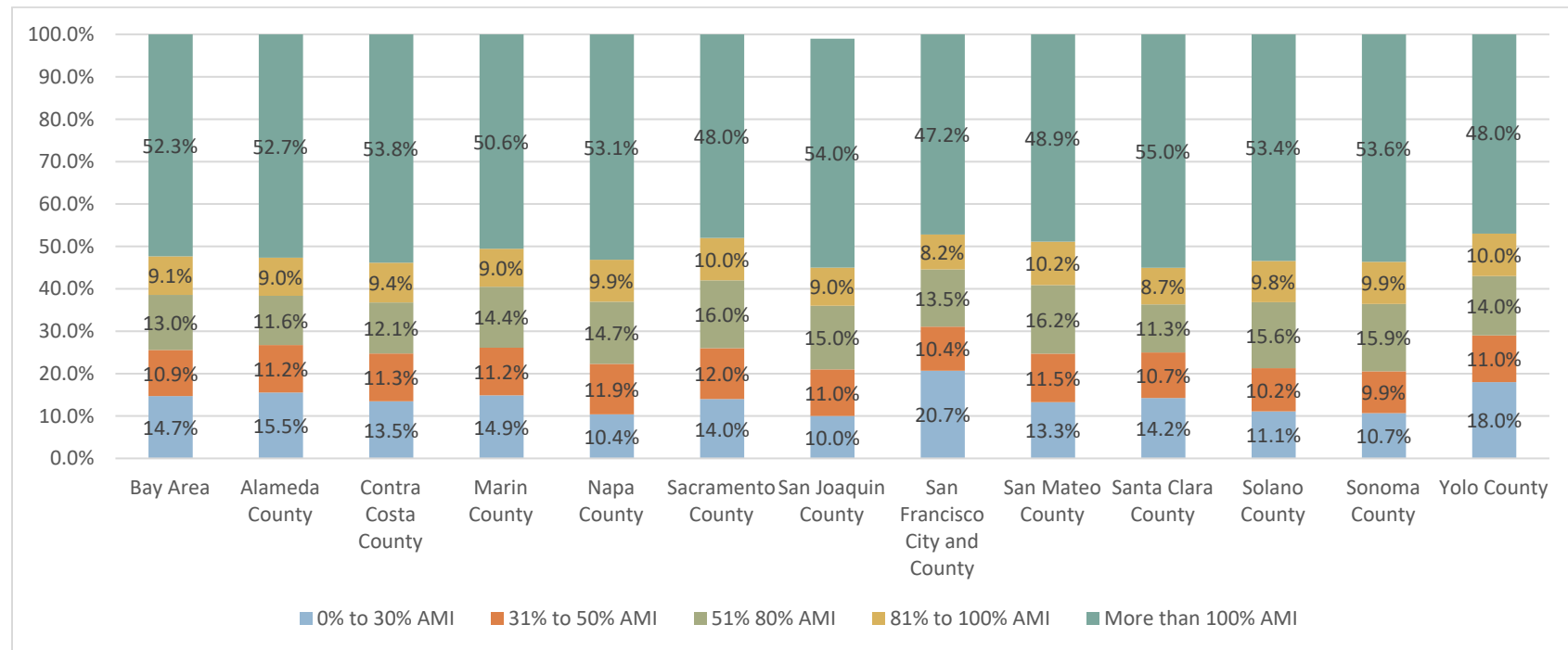
FIGURE 3-2: INCOME DOT MAP



Source: HUD, 2015, ACS 2011-2015, ABAG, 2022

When comparing income groups between Bay Area counties and neighboring Sacramento region counties (**Figure 3-3, Income Groups in Surrounding Region**), patterns in Solano County closely mirror many of the Bay Area counties, supporting the patterns shown in **Figure 3-2, Income Dot Map. Figure 3-4, Regional Median Income**, presents the geographic patterns of median income in Solano County compared to the region. Throughout the region, the highest median income is often found in medium-density urban areas, such as in the cities of Fairfield, Vacaville, Walnut Creek, San Rafael, and others. In areas with a higher-density population and uses, such as along the San Francisco and San Pablo Bays, there are more lower-income households. Solano County reflects these income distribution trends found in the region.

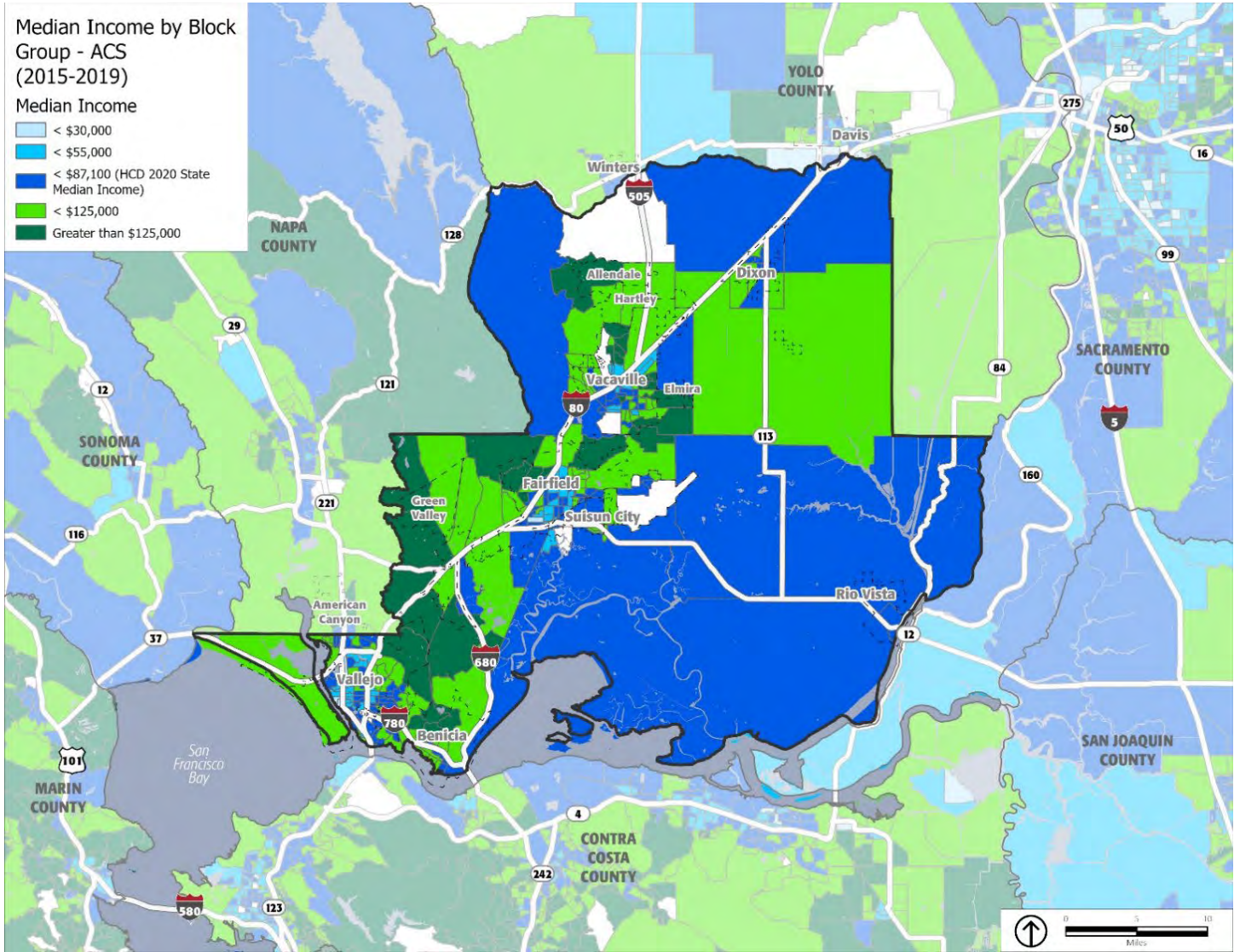
**FIGURE 3-3: INCOME GROUPS IN SURROUNDING REGION**



Source: ABAG Data Packets, 2021; HUD CHAS, 2013-2017 release



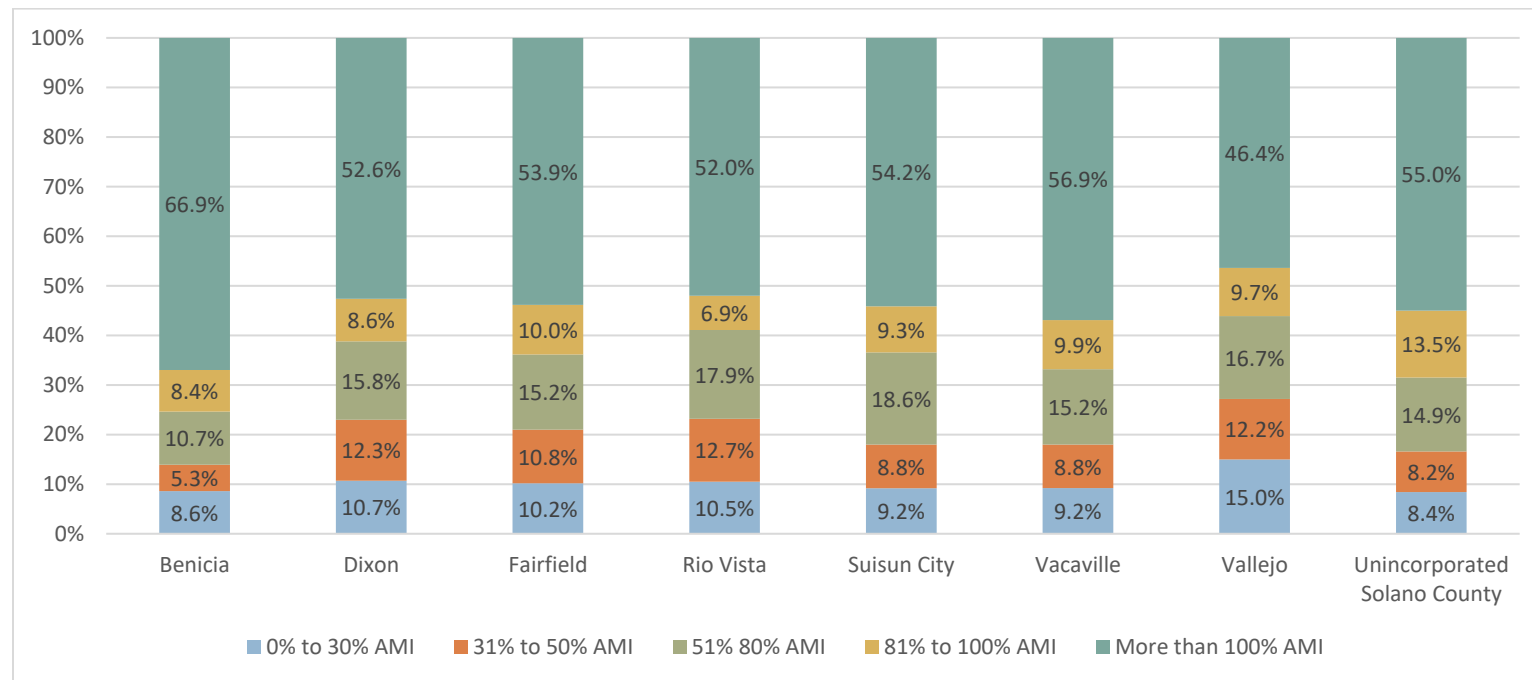
FIGURE 3-4: REGIONAL MEDIAN INCOME



Source: 2015-2019 ACS

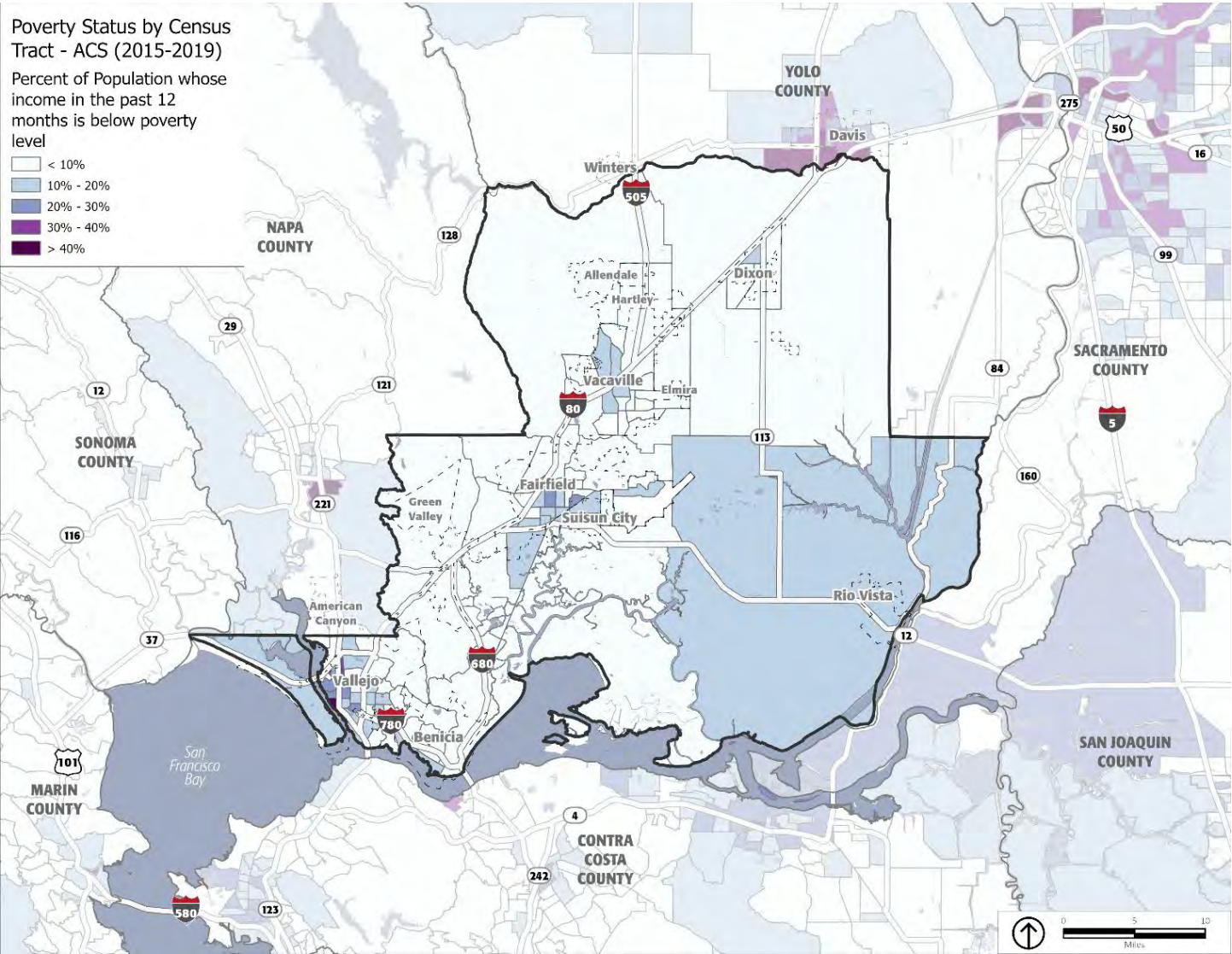
Within Solano County, the City of Benicia has the largest proportion of moderate- and above moderate-income households, earning more than 100.0 percent of the Area Median Income (AMI) (**Figure 3-5, Income Groups within Solano County Jurisdictions**). The distribution of income groups within Solano County may be representative of the availability of affordable or accessible housing and other opportunities that create mixed-income communities. As shown in **Figure 3-4, Regional Median Income**, the cities of Fairfield, Suisun City, and Vallejo have several block groups that have median incomes falling into the extremely low- and very low-income categories, corresponding with high rates of poverty shown in **Figure 3-6, Regional Poverty Rates**. While all jurisdictions in Solano County have areas in which at least 10.0 percent of the population falls below the poverty line, the City of Vallejo has the largest concentration of these households.

**FIGURE 3-5: INCOME GROUPS WITHIN SOLANO COUNTY JURISDICTIONS**



Source: ABAG Data Packets, 2021; HUD CHAS, 2013-2017 release

**FIGURE 3-6: REGIONAL POVERTY RATES**



Source: 2015-2019 ACS

### Local Patterns

Locally, TCAC/HCD Opportunity Area Maps designate most census tracts in Vacaville as moderate resource, with several low-resource tracts found along the south side of I-80 between Davis Street and Leisure Town Road, and one additional low-resource tract in the southwest corner of the city, partially extending outside of city limits and into Fairfield (**Figure 3-7, Local TCAC/HCD Opportunity Areas**). The citywide median household income is \$87,823, just above the statewide median of \$87,100 but below the Solano County median of \$99,300 (**Figure 3-8, Local Median Income**).<sup>2</sup>

Vacaville census tracts for which household incomes falls below the statewide median coincide with the city's low-resource neighborhoods along the south side of I-80, as well as other more urbanized, central parts of the city closer to the highway and the city's nonresidential uses (**Figure 3-8, Local Median Income**). These relatively lower-income neighborhoods feature small-lot residential housing with some multifamily properties, affordable housing sites, and mobile home parks. The city's lowest-income block group with a median household income of \$34,766 is found at the east end of a continuous cluster of lower-income tracts immediately north of I-80 Alison Drive exit, generally between Brown Valley Parkway and Brown Street. This area has primarily industrial uses and single family residential in the Brown Street neighborhood, and also includes the Vacaville Mobile Home Park and Opportunity House Homeless Shelter (52 beds), as well as affordable units at the Callen Street Apartments (65 deed-restricted units), and affordable units at the Bennett Hill Apartments (63 deed-restricted units), all of which may account for the particularly low income in this area. Although a poverty rate of 18.6 percent is determined at the overall census tract level, the tract includes residential neighborhoods north of Browns Valley Parkway which have incomes above \$125,000, therefore skewing the poverty rate data. Detailed data at the block group level indicates that 40.0 percent of households in this block group have incomes below \$24,999 (below the poverty threshold of \$26,100 in 2021). Further, the proportion of non-White households is 87.4 percent, with a predominantly Hispanic population, and a diversity index of 78.3. The concentration of households in poverty and an over-representation of non-White residents in this block group compared to the citywide rate of 49.5 percent makes this block group comparable to a designation of TCAC/HCD Area of High Segregation and Poverty.

The median income of the two adjacent Rocky Hill/Markham Road neighborhood block groups to the west are \$43,810 and \$49,693, both generally falling within the very low-income category. Uses within these block groups consist of commercial uses in the vicinity of East Monte Vista Avenue, single-family residential, Edwin Markham Elementary School, the Lees Mobile Home Community, Meadows Court/Holly Lane Apartments (80 deed restricted units), Vacaville Gables Apartments (64 deed-restricted units), Vacaville Meadows (50 deed-restricted units), Rocky Hill veterans (38 deed-restricted units), and Lincoln Corner Apartments (101 deed restricted units). Similar to the adjacent Brown Street area, while the overall poverty rate for the census tract these block groups are a part of is 13.4 percent, more detailed 2015-2019 ACS data indicates that 20.4 to 20.8 percent of the population in the two Brown Street/Rocky Hill/Markham Avenue

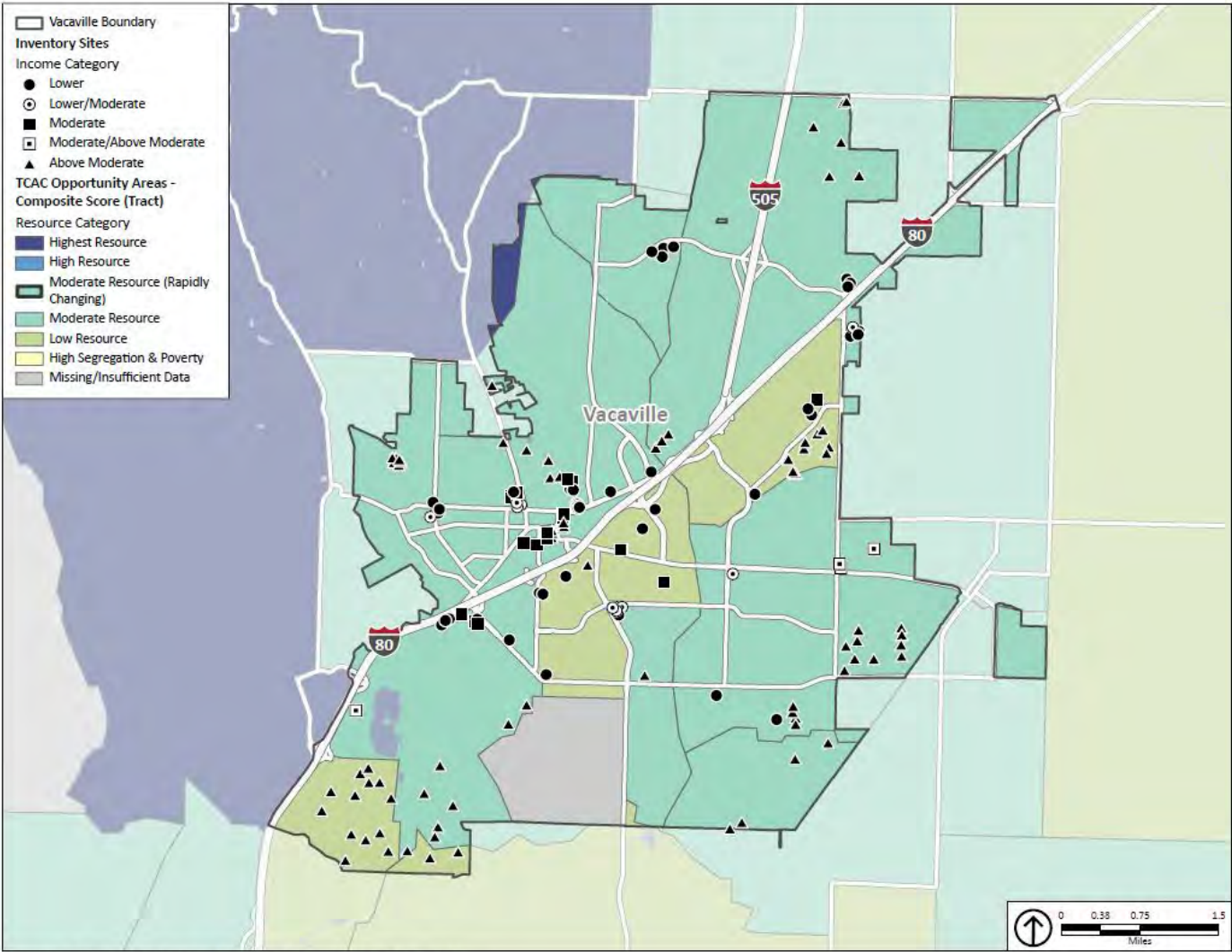
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<sup>2</sup>2015-2019 ACS, Table S1901 Income in the Past 12 Months (In Inflation-Adjusted Dollars); HCD 2021 State Income Limits.

block groups have incomes below \$25,000. As well, between 78.3 and 87.4 percent of the population is non-White, predominantly Hispanic in the two block groups east and west of Rocky Hill Road, and although specific spatial location is not available, between 20.0 and 40.0 percent of the single female-headed households in the census tract have children. Overpayment data reflects that 80.0 percent of renter households overpay for housing. Approximately 45.4 percent of the households are renters, and based on housing typology within the census tract which includes larger unit single family residential subdivisions north of Markham Avenue, it is likely that the majority of renters experiencing overpayment reside within these two block groups comprised largely of multifamily type housing stock and older single family units south of Markham Avenue which are converted to rental properties. Although these two block groups have TCAC/HCD moderate opportunity designations due to access to commercial, recreation and higher performing educational facilities, a number of affordable housing options are available, and they do not specifically meet the parameters of a TCAC/HCD Area of High Segregation and Poverty, statistics indicate that many residents in these neighborhoods may be at higher risk of displacement.

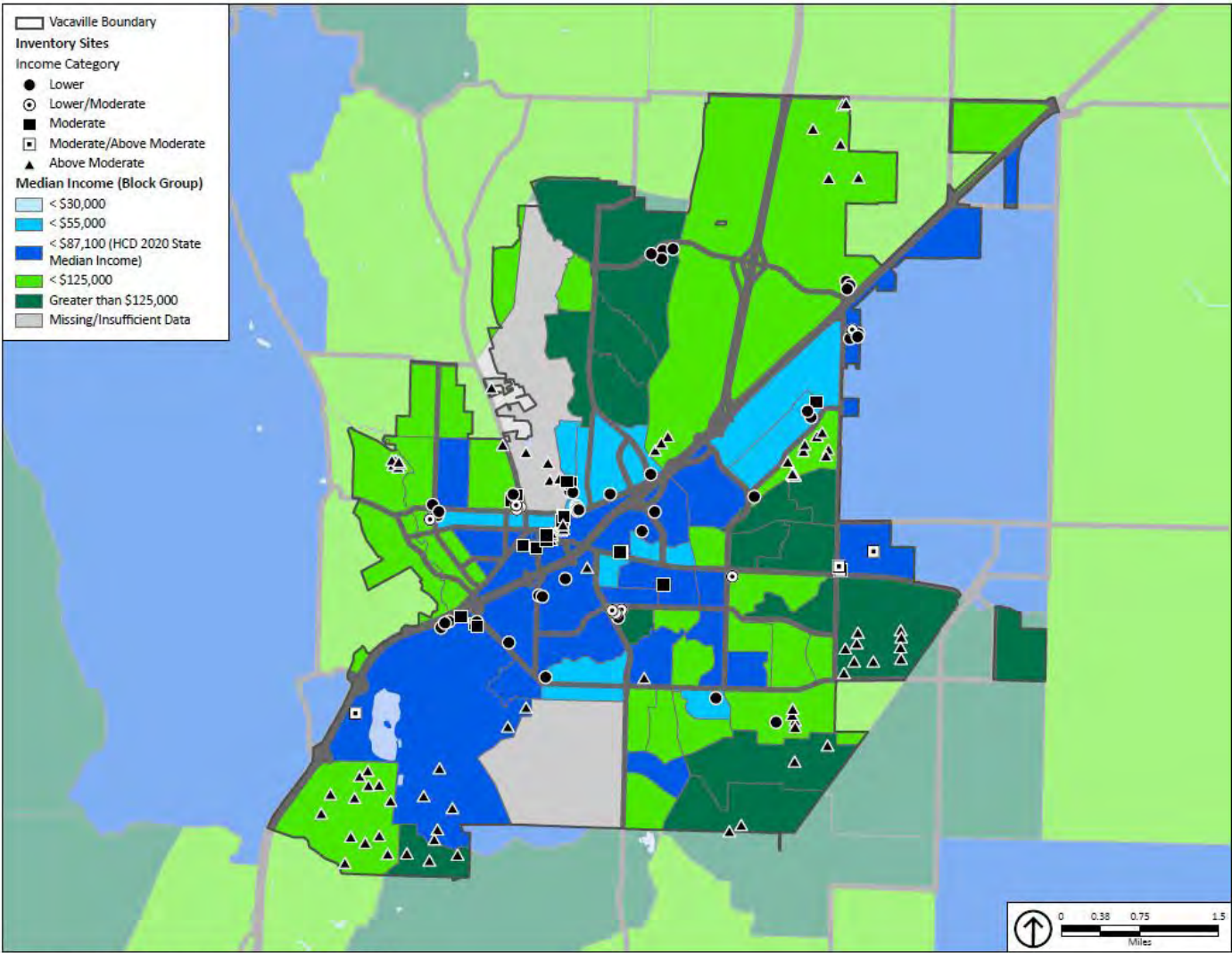
Higher-income tracts are found in the southeast section of the city (including the Leisure Town development) and on the north side in the Browns Valley and Ridgeview Park area. All of the city's block groups for which median household income is above the statewide median are found within moderate-resource census tracts. These block groups are primarily found in single-unit subdivisions with fewer commercial uses. The city's highest-income block group has a median household income of \$161,750 and is in the southeast section of the city, bounded by Ulatis Drive to the south, Stonegate Drive to the east, and Stonewood Drive and Ulatis Creek to the north and northeast. The city's second-highest income block group, with a median income of \$155,298, is found in the northern section of the city in the Brown Valley area bounded by Vaca Valley Parkway to the south, McMurdy Lane to the west, Putah South Canal to the east, and the city limit to the north. These residential subdivisions are at the edges of the city's developed area and mark the transition from the urban environment into a suburban/rural area. They are each found in moderate-income tracts, consist of larger, single-unit residences, and are further from the city's busier commercial areas and highways. The remaining areas of Vacaville, consisting of the city's northwest and northeast sections, see median incomes ranging between approximately \$89,000 and \$120,000, and are in moderate-resource tracts. These neighborhoods see incomes higher than the statewide average but range both above and below the county median and contain a mix of residential and nonresidential uses. This data indicates that Vacaville is a community with a range of household income levels distributed between distinctly higher- and lower-income sections of the city, with two higher-income neighborhoods separated by a cluster of lower-income neighborhoods running in parallel with I-80. Vacaville residents experience low to moderate access to resources, according to TCAC/HCD, with relatively higher-income areas seeing moderate-resource access, and lower-income areas (below the state median) seeing low-resource access, indicating less positive outcomes for residents of these communities.

FIGURE 3-7: LOCAL TCAC/HCD OPPORTUNITY AREAS



Source: California Tax Credit Allocation Community (TCAC), 2021

FIGURE 3-8: LOCAL MEDIAN INCOME



Source: American Community Survey (ACS), 2015-2019

In Vacaville, 9.2 percent of households make less than 30 percent AMI, which is considered an extremely low-income household.<sup>3</sup> Higher rates by census tract (13.4 to 18.6 percent) are found in the city's lower-income neighborhoods along the north side of I-80, south of I-80 between Peabody Road and Davis Street, and between I-80 and Marshall Road (**Figure 3-9, Local Poverty Rates**). These rates are higher than elsewhere in the city, where the rate of poverty is no higher than 10.0 percent in any census tract outside of this area. As described previously, housing typology in these lower-income neighborhoods suggests that housing is likely more affordable in these areas. Although there is access to shopping and services within the three census tracts south/southwest of I-80, they are designated low resource TCAC/HCD areas, potentially in relation to concentrations of higher rates of poverty and other factors which exist within the larger census tracts. Uses within these tracts are primarily regional and local commercial, single family residential, market rate multifamily complexes, the Creekside Mobile Home Park, and two affordable multifamily complexes: Pony Express Senior Apartments (59 deed-restricted units), Alamo Gardens Apartments (181 deed-restricted units).

The block group bounded by South Putah Creek to the north and east, I-80 to the west and Elmira Street to the south is within a census tract with an overall poverty rate of 15.1 percent. The Creekside Mobile Home Park, Quail Run, The Parc, River Oaks, Morgan Park and affordable Pony Express Senior Apartments are located within this block group. More detailed data indicates that 22.6 percent of the households in this block group have incomes below \$25,000, combined with a 63.5 percent non-White population well exceeding the countywide rate, an education domain score in the 36th percentile, an economic domain score roughly approaching the 10th percentile, and an environmental domain score in the 72nd percentile. As well, at the census tract level, between 20.0 to 40.0 percent of the single female-headed households have children, 69.3 percent of the households are renters, 50.8 percent of renters and 35.1 percent of homeowners overpay for their housing. Based on the socioeconomic factors discussed, this block group area closely approximates indicators established for a TCAC/HCD Area of High Segregation and Poverty designation.

Another concentration of households in poverty is found in the block group bounded by Nut Tree Road to the north and east, I-80 to the west, and Ulatis Drive to the south. Uses in this block group include the Vacaville Premium Outlets, Saratoga Senior Apartments Phase I and II (226 deed restricted units), condominium complexes, and a mix of single-family residential developments. Although this block group has a median income of \$52,833, likely associated with the single-family residential stock with market listings above \$500,000 (source: Zillow.com, accessed December 2022); a 39.9 percent non-White population; a diversity index of 65.1; and a TCAC/HCD moderate resource opportunity area designation, 29.2 percent of the households have incomes below the 2021 poverty limit. This data suggests that the residents of the two affordable senior apartment complexes may be on fixed incomes and contribute a significant proportion of persons with disabilities to the overall 31.8 percent disability rate, comprising 82.5 percent of persons with one or more

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<sup>3</sup> ABAG MTC Housing Needs Data Report, 2021



disabilities in the census tract. The senior population within this block group may not only require accommodations for disabilities, they represent a population at risk of displacement who may require special services and accessibility accommodations.

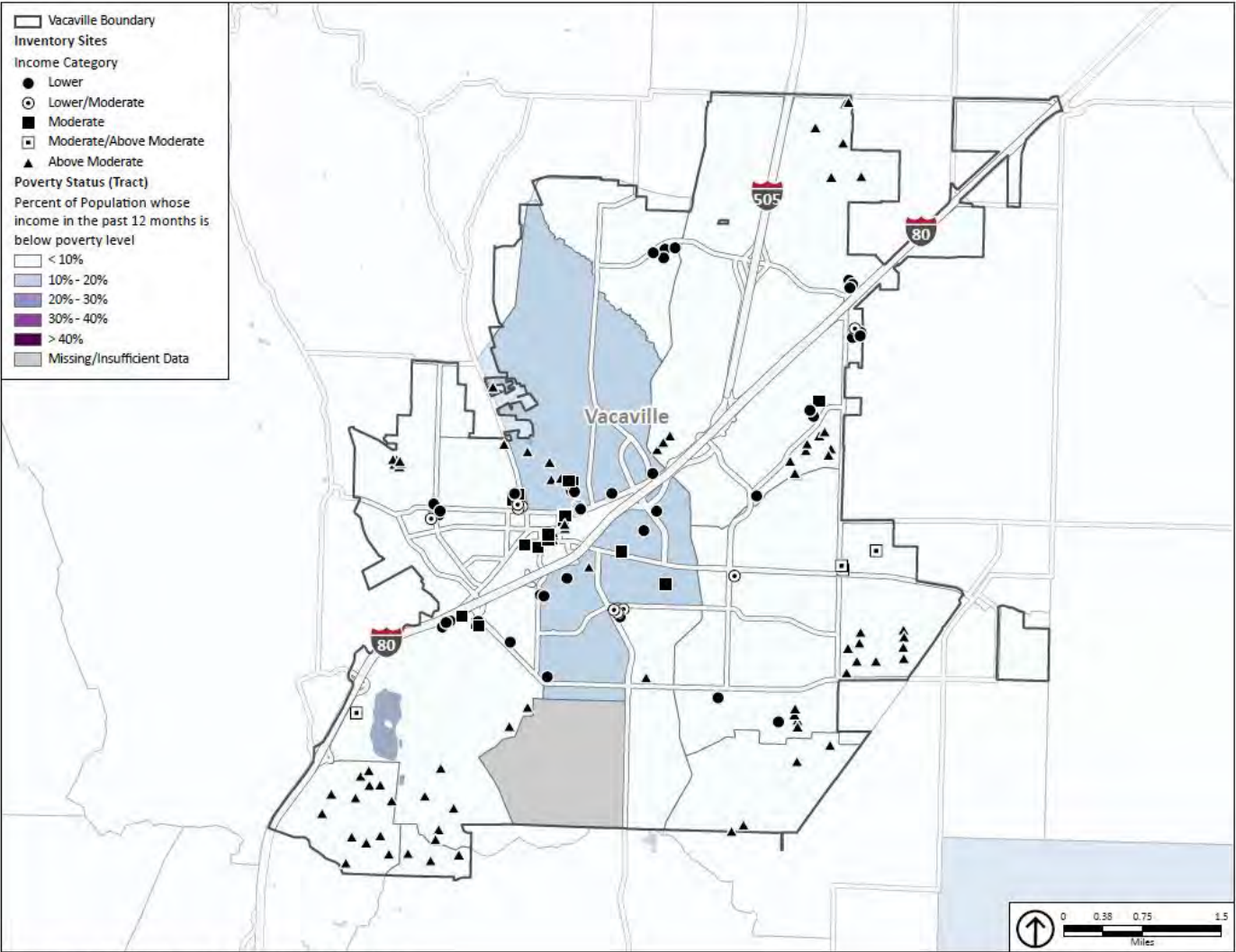
Census tracts in neighborhoods outside of these areas have poverty rates below 10.0 percent, indicating that Vacaville households living in poverty are most likely to live in or near the commercial core or nodes of the city, closer to the major highway, in areas adjacent to industrial uses, in areas corresponding to affordable housing resources or concentrations of senior households. The Mason and Depot neighborhood block group bounded by I-80 to the south, East Monte Vista and School Street to the north, Elizabeth and Davis Street to the west, and just past Allison Drive to the north is such an example. This neighborhood is a mix of commercial and other non-residential uses in the vicinity of I-80 and the northern tip; older single family residential stock, multifamily units and condominiums; and a small single-family residential infill subdivision built after 2010 with average listing prices above \$500,000 (Zillow.com, accessed December 2022). The block group is predominantly Hispanic, with a non-White population of 72.0 percent. Spatially, data is not available to identify how the racial and ethnic population is distributed within the area, and if the non-Hispanic residents are more aligned in the newer residential subdivision or dispersed through the older, more affordable portions of the block group. Although the poverty rate within the census tract this block group is included in is below 10.0 percent and the median income in the block group is \$64,688, the proportion of the population with incomes below \$25,000 is 32.6 percent. As the housing values within this block group have been rising for all stock regardless of age, and there are no affordable multifamily complexes, this block group meets the threshold indicators established for a TCAC/HCD Area of High Segregation and Poverty designation, identifying a concentration of a population at-risk of displacement.

The spatial distribution pattern of median household income in Vacaville has remained consistent between 2014 and 2019. Lower-income households are found in the western central side of the city closer to the commercial areas and along I-80 and Highway 12. Neighborhoods identified as higher-income based on 2015-2019 ACS data were also the city's higher-income areas in 2014, including the city's southeast and northeast sides. This data confirms that Vacaville has distinct higher- and lower-income neighborhoods, the boundaries of which have not substantially shifted over time.

To improve access to moderate and high resources areas (**Figure 3-7**) for lower-income households, the City will work with developers to identify opportunities and reduce barriers to constructing higher density and affordable housing in areas of affluence (**Programs HE-1, HE-2, HE-3, HE-16, and HE-19**) and will encourage construction of ADUs across the city to increase housing mobility opportunities (**Program HE-4**).

See also subsection on Extremely Low Income (ELI) households in **Appendix 2. Regional Housing Needs Assessment**, under Special-Needs Populations.

FIGURE 3-9: LOCAL POVERTY RATES



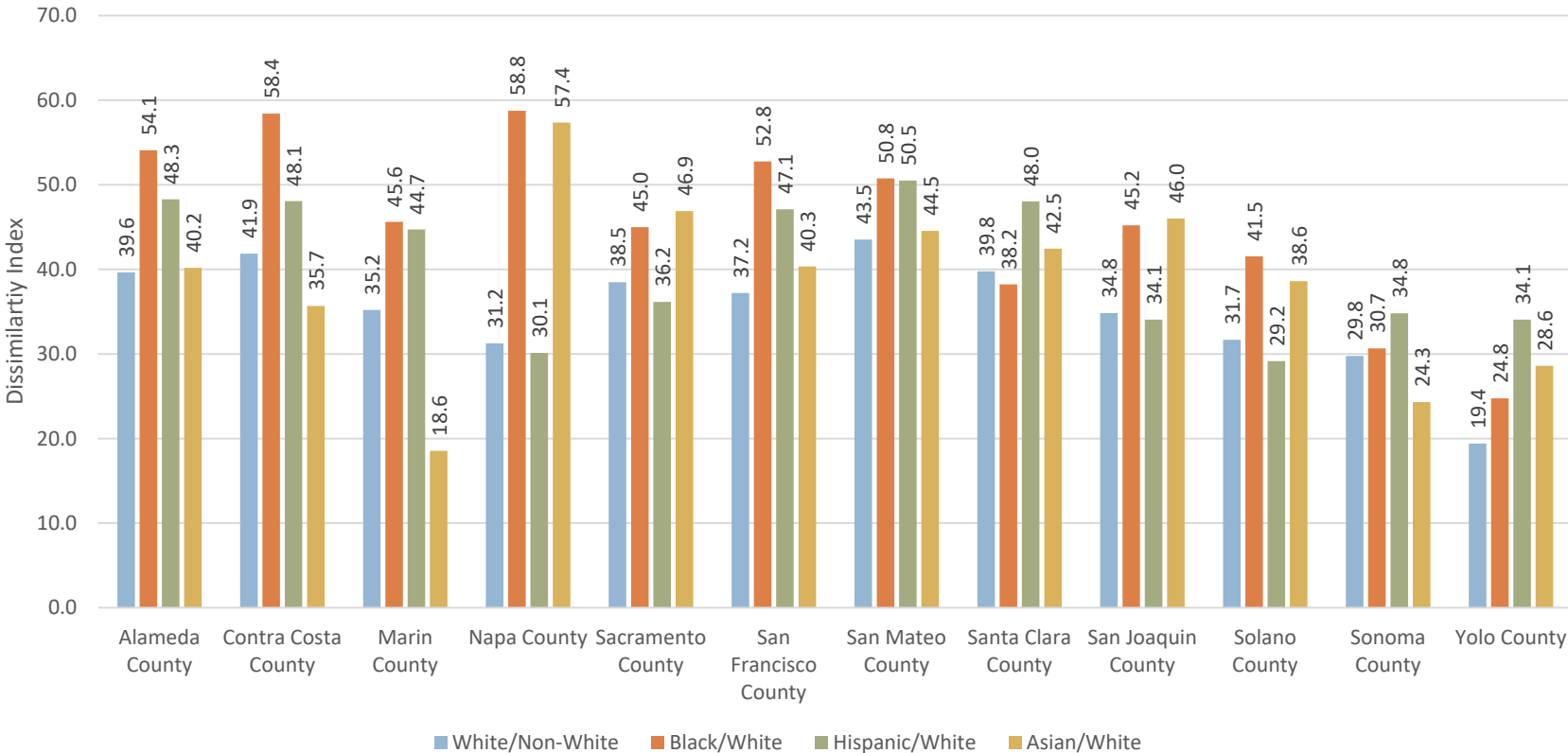
## Racial and Ethnic Characteristics

### Regional Patterns

The Dissimilarity Index measures the percentage of a certain racial or ethnic group's population that would have to move to a different census tract to be evenly distributed within a jurisdiction or region, and thus achieve balanced integration between all racial and ethnic groups within that jurisdiction. The higher the Dissimilarity Index score is, the higher the level of segregation is currently. For example, if a jurisdiction's Black/White Dissimilarity Index was 60, then 60.0 percent of Black residents would need to move to a different neighborhood for Black and White residents to be evenly distributed across the jurisdiction. According to the United States Department of Housing and Urban Development (HUD), Dissimilarity Indices of less than 40 are considered to indicate low segregation, between 40 and 54 indicate moderate segregation, and indices greater than 55 indicate high segregation.

According to HUD's Dissimilarity Index based on the 2010 Census, Black residents throughout most of the region experience the highest levels of segregation; followed by Hispanic residents in most counties; and Asian residents in Napa, Sacramento, and Solano Counties (**Figure 3-10, Dissimilarity Indices in the Region**). Yolo and San Joaquin Counties are the only jurisdictions in which these patterns differ. In Sonoma and Yolo Counties, all racial and ethnic groups face relatively low levels of segregation. Overall, Solano County has greater integration across all racial and ethnic groups than all counties in the Association of Bay Area Governments (ABAG) and greater region, with the exception of Marin, Sonoma, and Yolo Counties.

**FIGURE 3-10: DISSIMILARITY INDICES IN THE REGION**



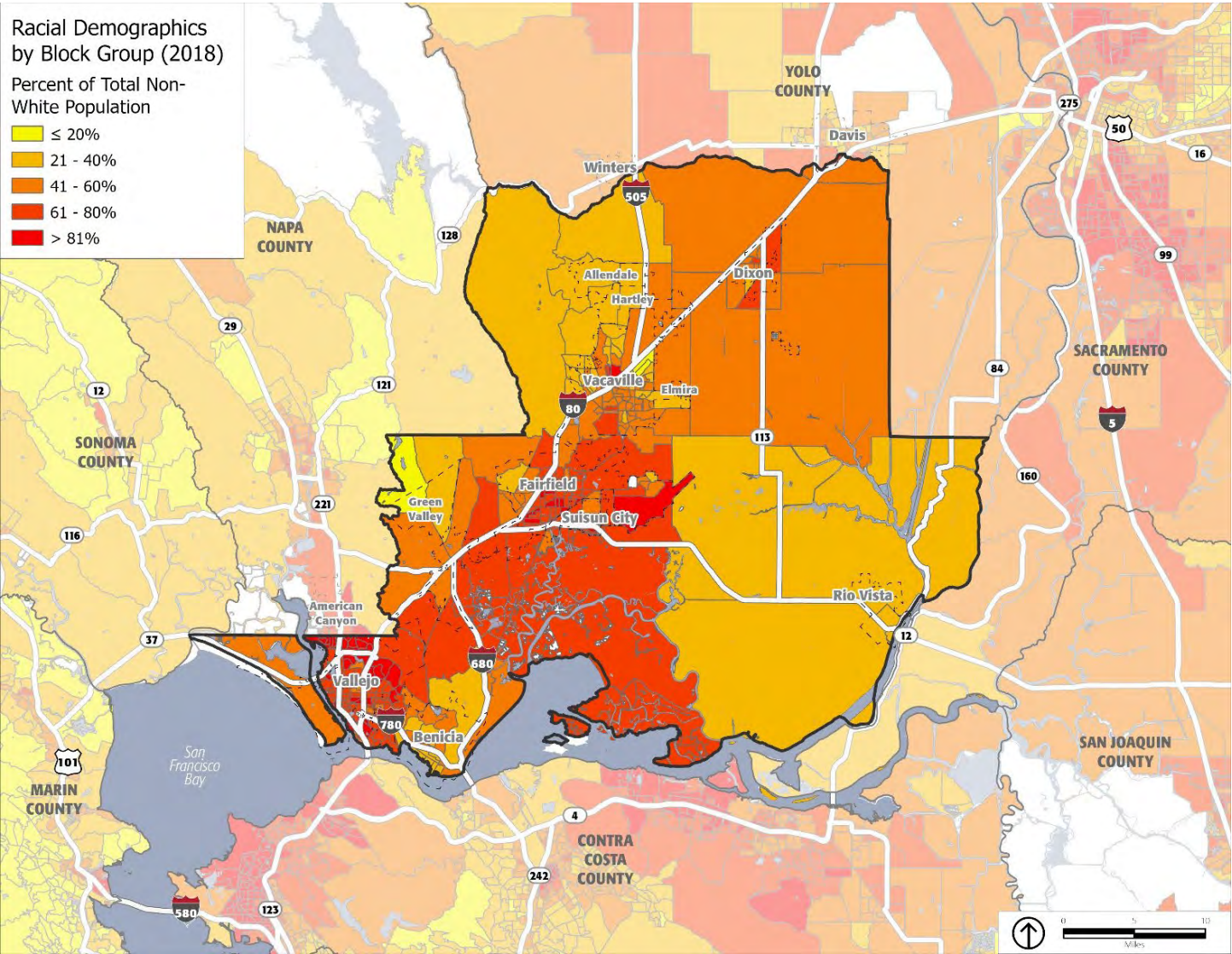
Source: HUD Affirmatively Furthering Fair Housing Mapping Tool, 2020; 2010 U.S. Census

While Solano County has relatively low dissimilarity indices compared to the region and surrounding counties, the population is predominantly White in most areas, with the exception of areas within the cities of Vallejo, Fairfield, and Dixon (**Figure 3-11, Regional Racial Demographics**). The northern portion of the ABAG region has similar racial and ethnic patterns, with most of Marin, Sonoma, and Napa Counties being predominantly White, while there is a larger proportion of non-White populations adjacent to the San Francisco Bay in more urbanized areas. Similarly, in Yolo and San Joaquin Counties, and the southwestern portion of Sacramento County, the population predominantly identifies as Hispanic. These racial and ethnic trends in the ABAG and Sacramento regions reflect patterns of urbanization and income distribution that reflect the trends in Solano County. Where there is greater urbanization and higher rates of

poverty, such as in and near the City of Vallejo, there is greater diversity, meaning a higher proportion on non-White households (**Figure 3-12, Regional Diversity Index**, and **Figure 3-11, Regional Racial Demographics**).

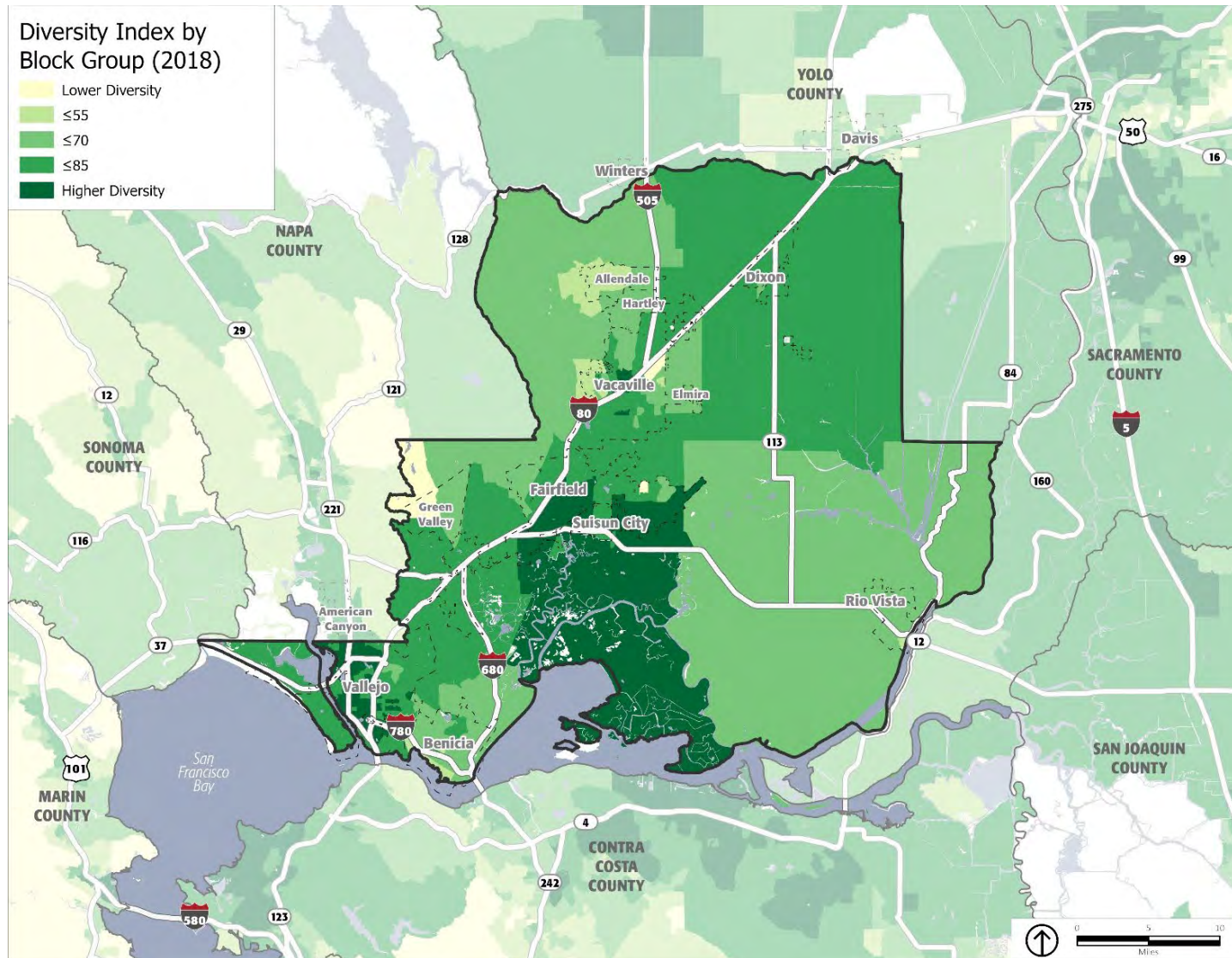
Concentrations of minority populations, or concentrations of affluence, may indicate a fair housing issue despite relative integration compared to the region. A racially and ethnically concentrated area of poverty (R/ECAP) is defined by HUD as an area in which 50.0 percent or more of the population identifies as non-White and 40.0 percent or more of households are earning an income below the federal poverty line. While racially concentrated areas of affluence (RCAAs) have not been officially defined by HUD, for the purposes of this analysis, if the percentage of a population in a census tract that identifies as White is 1.5 times the percentage that identifies as White in ABAG as a whole, and the median income is at least 1.25 times greater than the State AMI (\$90,100), or \$112,625, the tract is considered a RCAA. There are two R/ECAPs in Solano County, one within the limits of the City of Vallejo and one within the limits of the City of Fairfield, both of which are discussed in more detail in their respective jurisdictional analysis. The only other R/ECAP in the northern ABAG region is in Marin County, adjacent to the City of Sausalito, while there are several in the urban areas of the southern ABAG region, Sacramento County, and San Joaquin County (see **Figure 3-13, Regional R/ECAPs**). In contrast, there are several possible RCAAs in Solano County (see **Figure 3-14, Regional RCAAs**), including in the cities of Benicia and Vacaville and unincorporated areas, including Green Valley. RCAAs are even more prevalent throughout the ABAG region, such as in the suburban communities of Alameda and Contra Costa Counties as well as much of Santa Clara, San Mateo, Marin, and Napa Counties.

FIGURE 3-11: REGIONAL RACIAL DEMOGRAPHICS



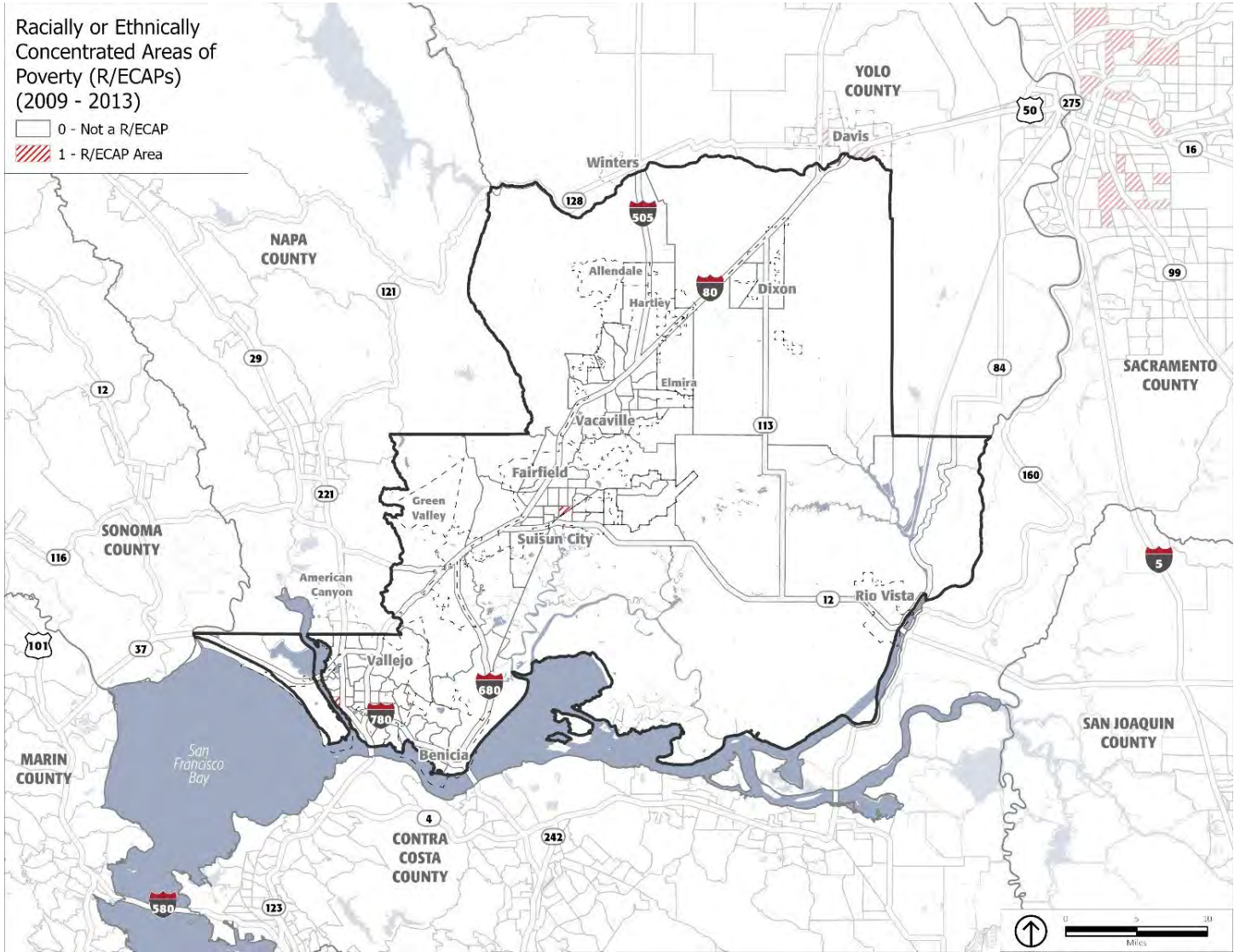
Source: Esri, 2018

FIGURE 3-12: REGIONAL DIVERSITY INDEX



Source: Esri, 2018

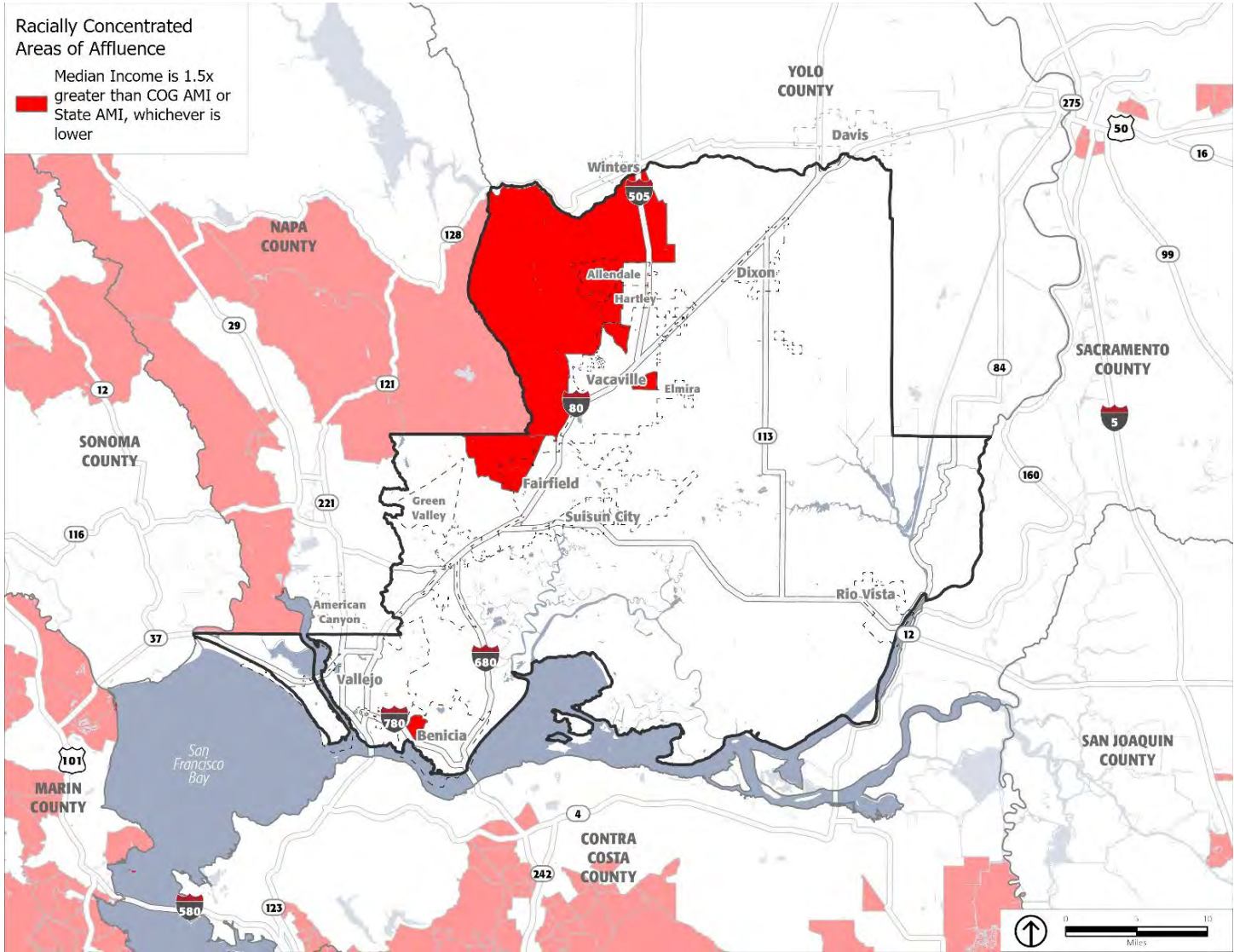
**FIGURE 3-13: REGIONAL R/ECAPS**



Source: 2006-2010 ACS



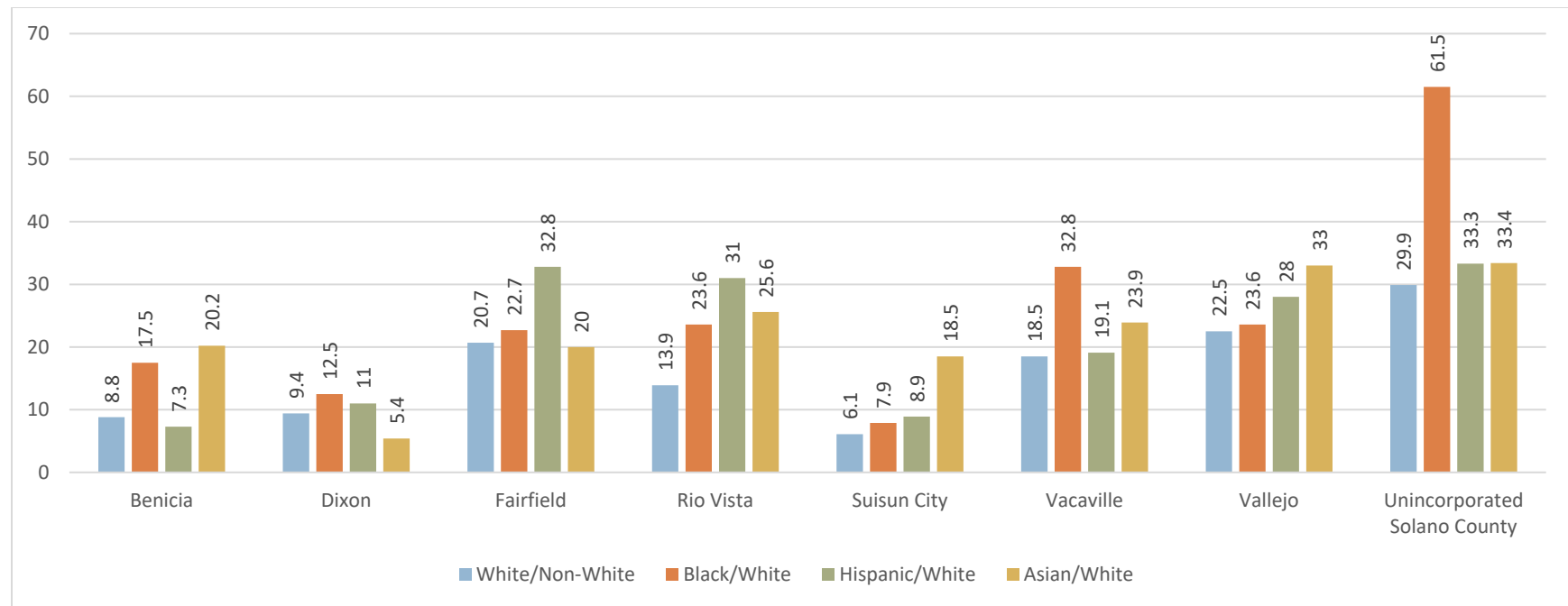
FIGURE 3-14: REGIONAL RCAAS



Source: 2015-2019 ACS

At the local level, the University of California (UC) Merced Urban Policy Lab and ABAG/Metropolitan Transportation Council (ABAG/MTC)'s AFFH Segregation Reports for each jurisdiction reports Dissimilarity Index scores based on the 2020 Census, for a current reflection of local integration. As shown in **Figure 3-15, Dissimilarity Indices within Solano County**, the unincorporated area has the greatest level of segregation among all racial groups, while Dixon has the lowest level of segregation. In some jurisdictions, the percentage of the population that identifies as non-White is so low, as shown in the Solano County Housing Needs Assessment (HNA) in Table 2-1, Population by Ethnicity, that dissimilarity indices may not accurately represent their distribution.

**FIGURE 3-15: DISSIMILARITY INDICES WITHIN SOLANO COUNTY**



Source: ABAG Data Packets, 2021; 2020 Decennial Census

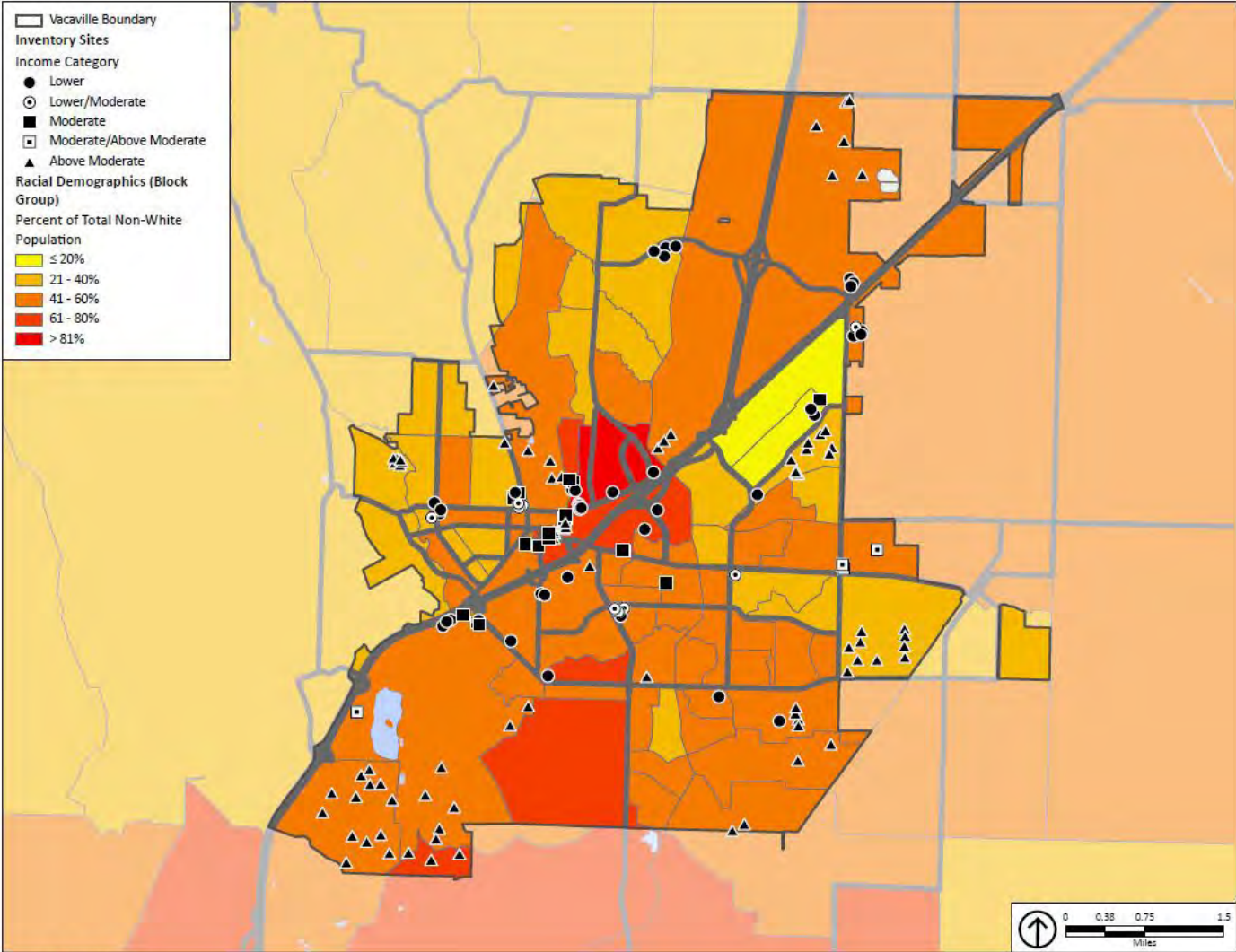
### Local Patterns

Vacaville's largest demographic group is White non-Hispanic, comprising 50.5 percent of the city's population. Hispanic residents comprise 24.8 percent of the city's population, with Asian non-Hispanic (7.6 percent), Black or African American (9.5 percent), Other Hispanic (6.3 percent), Multiracial non-Hispanic (6.1 percent), and Native Hawaiian (0.8 percent) comprising the next-largest demographic groups. Other demographic groups, including American Indian/Alaskan Native, residents identifying with two or more demographic groups, and Other, are represented by smaller populations each comprising 0.6 percent or less of the city's population. Vacaville is among Solano County's least diverse jurisdictions, though still a relatively diverse city among cities in the larger region. Most block groups in the city have non-White populations of 40.0 percent or more, with some block groups close to the boundaries of the city having proportions of non-White residents below 40 percent (**Figure 3-16, Local Racial Demographics**). These less diverse block groups are primarily found in the city's higher-income, higher-resource census tracts. The city's two least-diverse block groups, with non-White populations of 19.5 and 20.0 percent, are found in the Leisure Town area and in residential areas generally east and northeast of the Vacaville Premium Outlets. These neighborhoods are low-resource areas closer to commercial uses, a golf course, and the highway, and have low to median household incomes relative to the rest of the city, both approximately \$56,000. However, these neighborhoods are primarily home to senior households living in the Leisure Town retiree community, which may account for the low incomes and skewed demographic profile in this area.

The city's block groups with proportions of non-White residents greater than 80.0 percent coincide with the city's lowest-income block groups immediately to the north of the I-80 Alison Drive exit (see **Figure 3-8, Local Median Income**). As described previously, the city's least diverse block groups in the Leisure Town area are also among its lowest income, a pattern unusual for Solano County. However, as seen in **Figure 3-16, Local Racial Demographics**, outside of Leisure Town, there is a consistent pattern of less-diverse areas at the city's edges coinciding with areas of relatively higher income and resources, and more diverse areas closer to the city's center coinciding with lower-income and lower-resource areas.

Vacaville's demographics have not changed substantially over the past decade. In 2014, the ACS reported Vacaville's population as 54.6 percent White non-Hispanic, while in 2019, the ACS reported a White non-Hispanic population of 50.5 percent, indicating a decrease of approximately 4.1 percent. In general, areas of the city that are the least diverse in 2019, were also the city's least diverse in 2010, though these neighborhoods are relatively more diverse today than they were in 2010. No block groups in Vacaville have become less diverse since 2010.

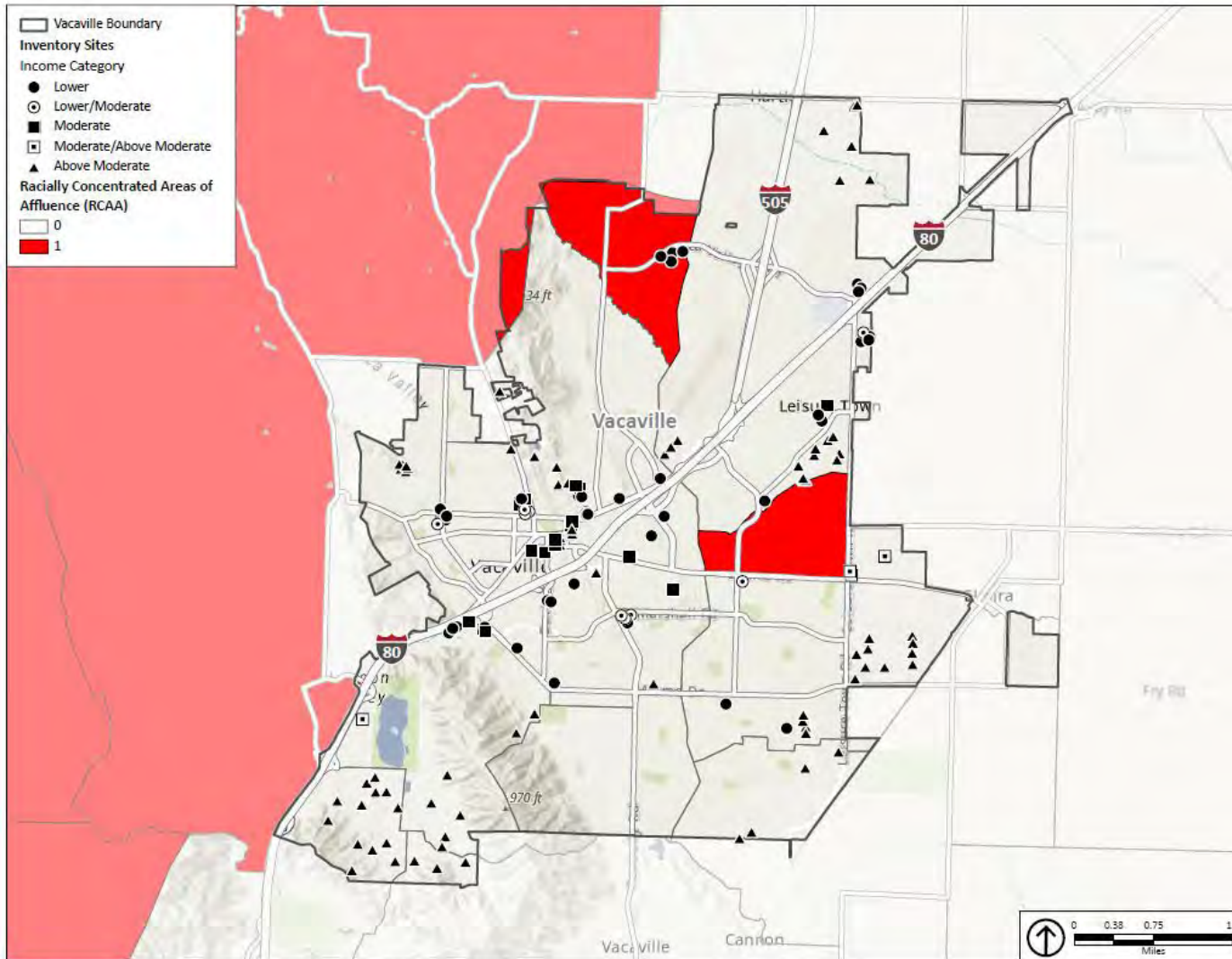
FIGURE 3-16: LOCAL RACIAL DEMOGRAPHICS



Source: Esri, 2018

The spatial distribution of residents according to racial and ethnic demographics in Vacaville today is consistent with patterns found elsewhere in Solano County. Neighborhoods with higher proportions of non-White residents tend to be found closer to major arterial roads, highway corridors, and nonresidential uses, and neighborhoods with generally older housing stock. Vacaville does not contain any R/ECAPs, as defined by HUD, but does include several RCAs coinciding with higher-income, less-diverse areas in the northern portion of the city, in a neighborhood surrounding Ridgeview Park where the non-White population comprises approximately 37.8 percent, as well as a tract on the east side in neighborhoods in the vicinities of Cooper School and Stonegate Parks, where non-White residents comprise a range of 27.9 to 40.4 percent by block group. (**Figure 3-17, Local RCAs**). Median household incomes in these neighborhoods are among the city's highest, ranging between \$133,00 and \$155,000 around Ridgeview Park, and \$128,000 to \$160,000 around Stonegate and Cooper School Parks. To increase housing mobility opportunities for lower- and moderate-income households and non-White households, the City will implement **Programs HE-1, HE-2, HE-16, and HE-19** to continue to support construction of high-density housing in areas with better access to opportunities to facilitate economic mobility for lower-income residents and will promote construction of a range of housing types to meet a variety of needs (**Program HE-3**).

FIGURE 3-17: LOCAL RCAAS



Source: American Community Survey (ACS), 2015-2019

## Familial Status

### Regional Patterns

Patterns of familial status present a potential indicator of fair housing issues, as it relates to availability of appropriately sized or priced housing when certain family types are concentrated. As a protected characteristic, concentrations of family types may also occur as a result of discrimination by housing providers, such as against families with children or unmarried partners. Furthermore, single-parent female-headed households are considered to have a greater risk of experiencing poverty than single-parent male-headed households due to factors including the gender wage gap and difficulty in securing higher-wage jobs.

In 2021, HUD Office of Fair Housing and Equal Opportunity (FHEO) reported the number of housing discrimination cases filed with HUD since January 2013. Of the 41 cases in Solano County that were not dismissed or withdrawn, approximately 12.1 percent (5 cases) alleged familial status discrimination (**Table 3-1, Regional Familial Status Discrimination, 2013-2021**). While it is important to note that some cases may go unreported, five cases in eight years reflects significantly low rates of familial status discrimination in Solano County. Further, the incidence of discrimination against familial status in Solano County is relatively low compared to the region, with only Sacramento, San Francisco, and Sonoma Counties having lower rates.

**TABLE 3-1: REGIONAL FAMILIAL STATUS DISCRIMINATION, 2013-2021**

County	Total Cases*	Cases Alleging Familial Status Discrimination	
		Number	Percentage of Total Cases
Alameda County	125	21	16.8%
Contra Costa County	94	12	12.8%
Marin County	52	10	19.2%
Napa County	28	12	42.9%
Sacramento County	158	15	9.5%
San Francisco County	133	13	9.8%
San Joaquin County	30	4	13.3%
San Mateo County	64	29	45.3%
Santa Clara County	139	44	31.7%
Solano County	41	5	12.2%
Sonoma County	44	3	6.8%
Yolo County	25	4	16.0%

Source: HUD, 2021

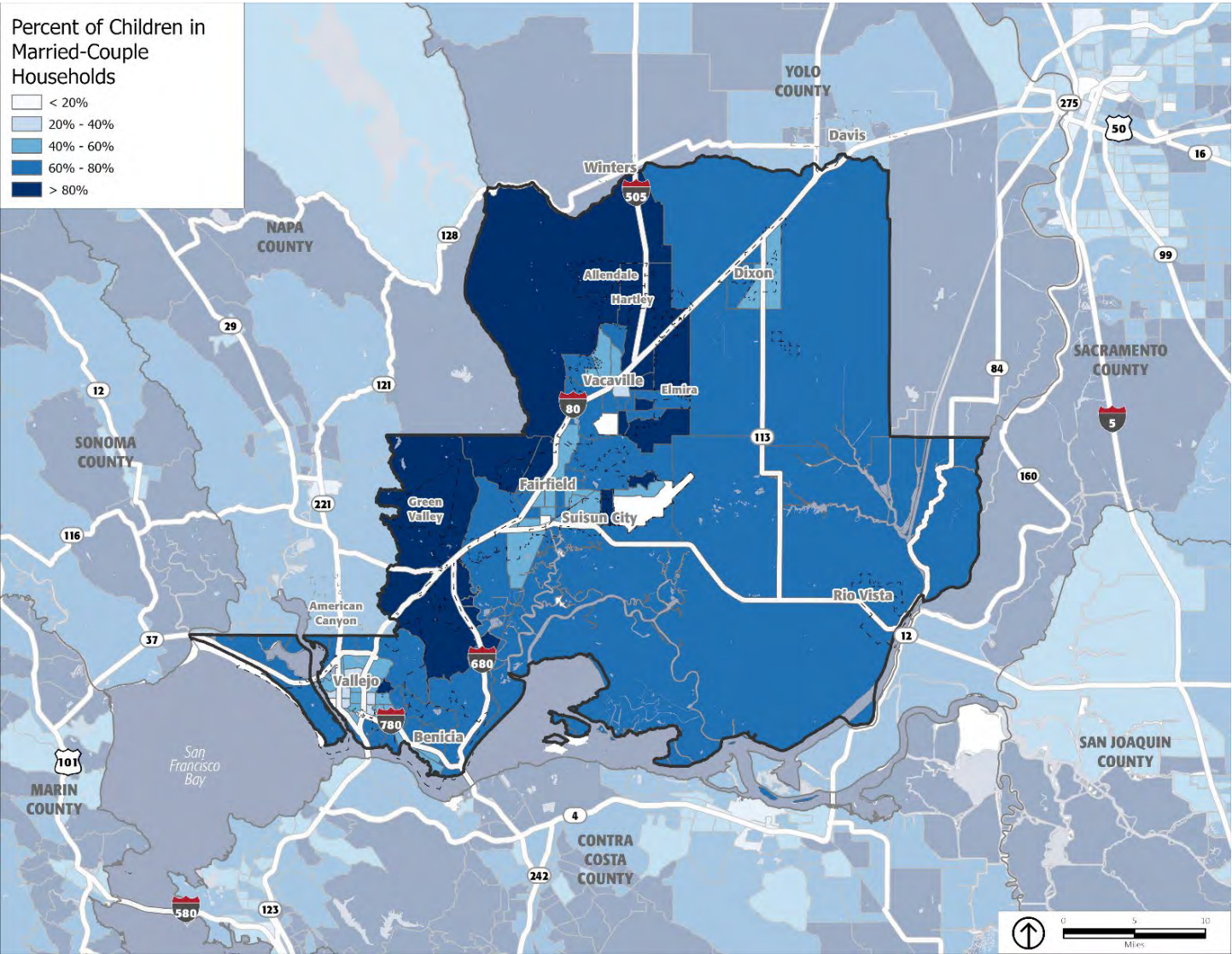
\*Cases that were withdrawn by the complainant without resolution, resulted in a no cause determination, or were not pursued as a result of failure of the complainant to respond to follow-up by HUD are not included in this total

While discrimination against familial status does not pose a fair housing issue in Solano County, particularly compared to the region, there are still notable patterns of distribution for varying family types. As seen in **Figure 3-18, Percentage of Children in Married Couple Households in the Region**, most of Solano County has markedly lower rates of this family type, particularly compared to ABAG jurisdictions. The lower rate of families with children found in eastern Solano County is more reflective of northern portions of Yolo and Marin Counties, where residences are typically more dispersed and uses are more agricultural or limited by topography. The highest rates of female-headed households with children in Solano County are in, or immediately adjacent to, incorporated cities, likely where there is better access to schools, transit, and jobs, as well as a greater range in housing types to meet a variety of needs (**Figure 3-19, Percentage of Children in Female-Headed Households in the Region**). This pattern is seen throughout the ABAG and Sacramento Region, with greater concentrations of female-headed households in and near cities, and higher rates of married couples further from urban centers.



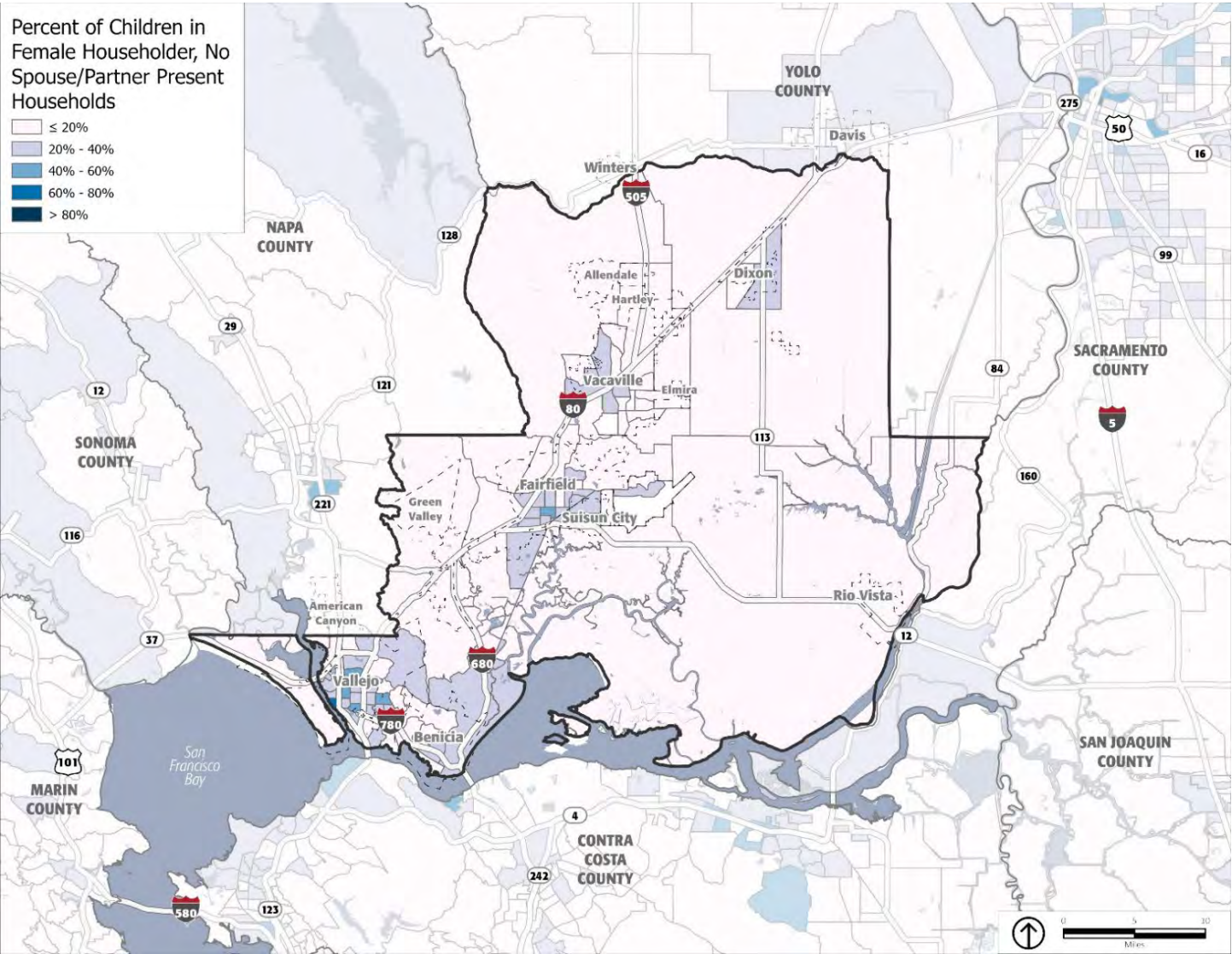
Within Solano County, the highest concentration of female-headed households is in the City of Vallejo, with one pocket in the City of Fairfield. In line with this, these cities also have the lowest concentrations of married couple households with children, which is the dominant family type in the northeastern portion of Vacaville and nearby areas of the unincorporated county. In other jurisdictions in the county, there is a more balanced representation of a variety of family types, though married couples are still the primary family type throughout Solano County and the region.

FIGURE 3-18: PERCENTAGE OF CHILDREN IN MARRIED COUPLE HOUSEHOLDS IN THE REGION



Source: 2015-2019 ACS

FIGURE 3-19: PERCENTAGE OF CHILDREN IN FEMALE-HEADED HOUSEHOLDS IN THE REGION



Source: 2015-2019 ACS

### Local Patterns

Approximately 77.7 percent of Vacaville households are family households, defined by California law as a household of two or more persons, regardless of relationship status. Approximately 22.3 percent of residents live alone. Of Vacaville family households, 18.0 percent are headed by single adults.<sup>4</sup>

Among Solano County jurisdictions, Vacaville sees the fourth-highest rate of female-headed family households, at 13.0 percent (4,240 households). Overall, Vacaville's proportion of female-headed households is not significantly different than the nearby jurisdictions of Suisun City, Davis, and Fairfield, likely reflecting the suburban nature and availability of more housing affordable to lower- and moderate-income households in these jurisdictions. Of female-headed family households, 61.3 percent include children (2,597 households), a group that, like other single-parent households, often has specific needs such as housing units with multiple bedrooms that are affordable on a single income and proximity to parks, schools, day care, and other services and amenities related to children. In addition, 13.5 percent of single female headed households include children and have household incomes below the poverty line (572 households), which is a population at risk of displacement.

The spatial distribution of single-parent, female-headed households with children as a percentage of total households is consistent with TCAC/HCD Opportunity Area designations, median household incomes, and locations of affordable multifamily housing complexes, with the city's lower-resource and lower-income central area seeing rates between 20.0 to 40.0 percent. Higher rates of female-headed households with children also largely correspond with higher poverty rates as discussed previously. The higher proportion of female headed households and children in these areas, however, may indicate a concentration of housing that is suitably sized and affordable for a single-income family with children. This data indicates that children living in Vacaville's single-parent, female-headed households may have less access to resources and opportunities compared with children living in other types of households. However, as discussed in the previous income and poverty analysis, there may be concentrations of lower-income households, pockets of poverty, and affordable housing resources within an individual block group within a census tract with an overall relatively high income and TCAC/HCD resource designation, based on housing typology, and as such, higher rates of single parent, female-headed households with children within these concentrations are not spatially evident. In these circumstances this household configuration could benefit from the access to resources and amenities, higher educational outcomes, and other supportive services, although, as discussed in other sections, locating within these areas with improved access to education and services/amenities may lead to overpayment and overcrowding.

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<sup>4</sup> Housing Needs Assessment Table 2-3

Lower rates are found outside of these areas, particularly in higher-income moderate-resource areas along city boundaries (**Figure 3-20, Single-Parent Female Headed Households with Children in Vacaville**). The majority of the city's highest-income block groups fall within census tracts where the rate of single-parent, female-headed households is less than 20.0 percent. In these highest-income neighborhoods, the primary type are households where householders live together with spouses, with the majority of children living in married-couple households. Typically, the average household size of female-headed households in Vacaville is similar to or slightly larger than that of married-couple or male-headed households, indicating that there is not a disproportionate demand for larger housing units targeting female-headed households. However, the difference in location of services for households with children and concentrations of female-headed households may indicate barriers to mobility for this population based on affordability or other factors. Therefore, the City will implement Programs HE-2 and HE-3 to improve access to affordable housing for single-parent female headed households in moderate and high resources areas (Figure 3-7) by encouraging construction of affordable units in a range of sites and improve opportunities in low-resource areas.

Resources available to single parent female-headed households include:

*Services to assist families:*

- Vacaville has one emergency shelter with 52 beds (Opportunity House).
- Vacaville First Office, Family Resource Center provides basic needs assistance such as rental, deposit, utility, and/or food assistance, gas vouchers, monthly diaper distribution program. In addition to parenting education services for the parents of strong-willed children between the ages of five and ten years and of strong-willed teenagers between the ages of eleven and eighteen years.
- Benicia Family Center, Dixon Family Services, Cleo Gordon Family Resource Center, Fairfield-Suisun Healthy Start, Rio Vista C.A.R.E. and Greater Vallejo Fighting Back Partnership, Family Resource Center provide referral services for centers helping with delinquent rent, mortgage or first month's rent. In addition, the center provides, language classes, basic need assistance, parenting education, clothes closet, free or low-cost health insurance program, counseling and domestic violence advocacy and counseling.
- The Napa/Solano Head Start/ Child Start offers child and family support services including preschool and home-based visits, nutrition, medical and dental diagnosis/treatment, services to handicapped children, social services, parent involvement, parent education, and mental health services.
- The Solano Family & Children Services provides a subsidized Child Care Program for qualifying families.

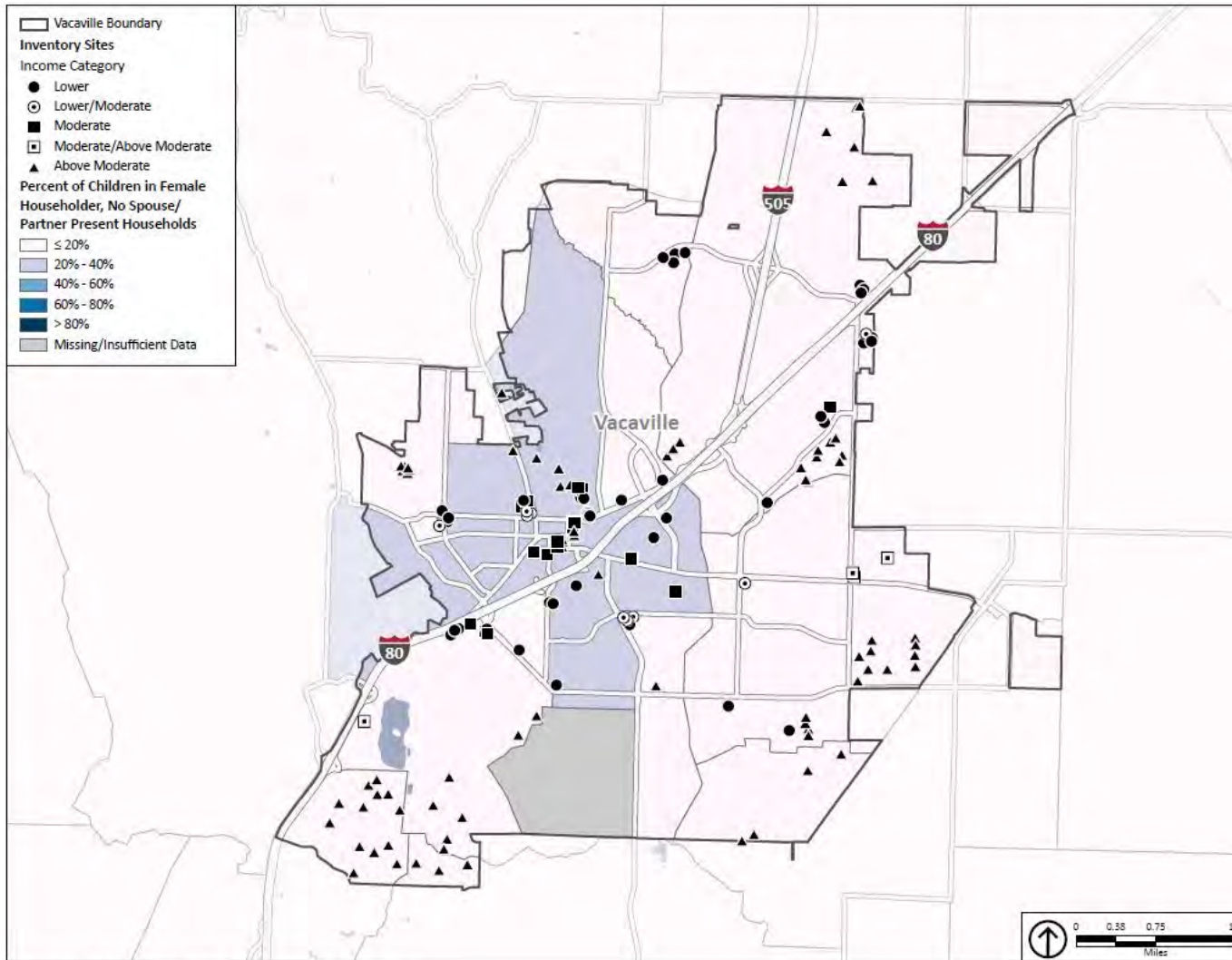
- Solano County Health and Social Services provide numerous services available to Vacaville residents intended to safeguard the physical, emotional, and social wellbeing of the people of Solano County, including behavioral health services, child welfare services, public assistance, EBT (electronic benefit transactions/”food stamps”) and IHSS (in-home supportive services) coordination.

*Domestic Violence Services and Treatments:*

- Napa Emergency Women's Services provides shelter and support for women and their children who have experienced domestic violence.
- Vacaville Family Investigative Response Services Team (FIRST) provides advocacy for victims of domestic violence, child and services for families living in Vacaville in partnership with the Vacaville Police Department.
- LIFT3 Support Group and Domestic Violence Shelter provides shelter and support for victims of domestic violence in Solano County.
- Solano Family Justice Center (SFJC) operates under the auspices of the Solano County District Attorney’s Office and offers victims of child abuse, domestic violence, elder abuse and sexual assault an opportunity to build hope and new futures.
- Domestic Violence-Coordinated Entry System staff are trained to ensure mainstream resources connection for survivors entering the Coordinated Entry Systems through a Victim Services Provider (Solano County's Continuum of Care (CoC)).
- Domestic Violence Enhanced Response Team (DVERT) Program is a trauma focused crisis response team that provides an on-call, on-scene response to domestic violence.
- SafeQuest Solano, Inc. is dedicated to providing prevention education, advocacy and intervention services to those affected by domestic violence.

See also the subsection called Homelessness in the section called Disproportionate Housing Need and Displacement Risk in **Appendix 3: Regional and Vacaville Assessment of Fair Housing** for several more resources to help single parent female-headed households.

FIGURE 3-20: SINGLE-PARENT, FEMALE-HEADED HOUSEHOLDS WITH CHILDREN IN VACAVILLE



Source: American Community Survey (ACS), 2015-2019

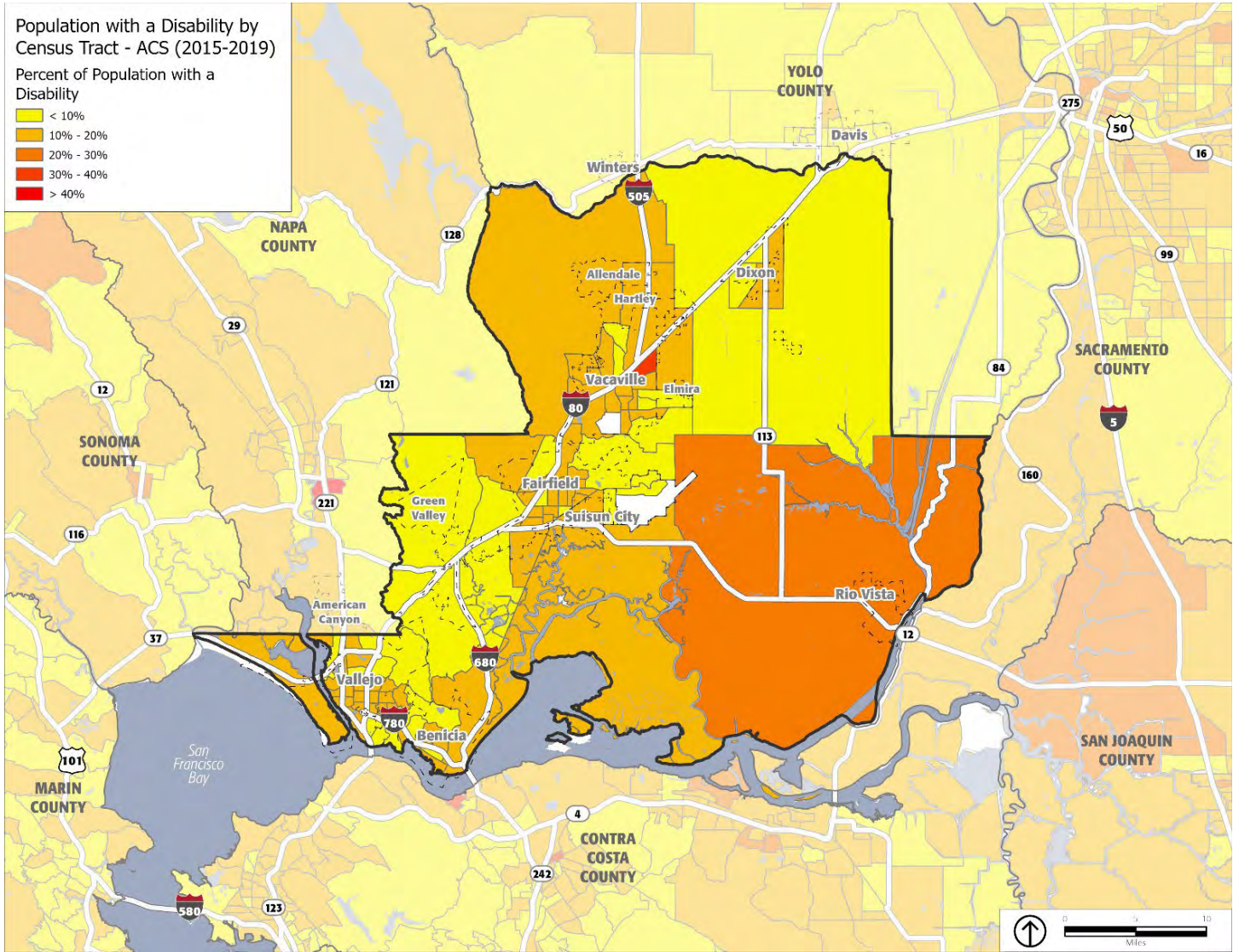
## Disability Rates

### Regional Patterns

**Figure 3-21, Population with a Disability in the Region**, identifies a large area of eastern Solano County in which nearly 23.8 percent of the population has a disability, one of the largest areas with a high disability rate in the region. However, this tract includes the City of Rio Vista, where nearly half of the population is 65 years or older (see HNA Table 2-2, Population by Age, 2019). As shown in **Table 3-2, Demographic Characteristics of the Population with a Disability**, 44.3 percent of the population in Solano County with a disability falls into this age group, suggesting that the high rate of disability in the southeastern portion of the county is likely due to the concentration of seniors. The second area of concentrated disability in Solano County is in the City of Vacaville, in the tract encompassing Leisure Town, a retirement community restricted to residents aged 50 and older. With the exception of these two areas of senior populations, disability rates in Solano County largely reflect patterns seen throughout the Bay Area (see **Table 3-2, Demographic Characteristics of the Population with a Disability**), with slightly higher rates of disability in more developed areas (**Figure 3-21, Population with a Disability in the Region**). This is likely due to proximity to services and accessible housing options that are often desirable to persons with disabilities. Regional service providers indicate that residents living with disabilities prefer to live independently but limited housing options may restrict options to care facilities. Additionally, senior residents typically make up a substantial share of residents living with disabilities.



FIGURE 3-21: POPULATION WITH A DISABILITY IN THE REGION



Source: 2015-2019 ACS

**TABLE 3-2: DEMOGRAPHIC CHARACTERISTICS OF THE POPULATION WITH A DISABILITY**

Demographic Characteristic	Solano County	Bay Area
Population with a disability	52,642	735,533
<i>Race and Ethnicity</i>		
White, alone	57.0%	56.2%
Black or African American, alone	16.3%	9.8%
Alaska Native/Alaska Native, alone	0.8%	1.0%
Asian, alone	14.3%	20.1%
Native Hawaiian/Pacific Islander, alone	0.9%	0.6%
Some other race or multiple races	10.8%	12.4%
Hispanic or Latino	16.5%	19.4%
<i>Age</i>		
Under 18 years	7.3%	6.3%
18 to 34 years	10.2%	11.5%
35 to 64 years	38.2%	33.9%
65 years and over	44.3%	48.4%
<i>Disability Type</i>		
Hearing Difficulty	29.7%	28.5%
Vision Difficulty	15.1%	17.2%
Cognitive Difficulty	36.1%	38.1%
Ambulatory Difficulty	51.5%	50.3%
Self-Care Difficulty	20.4%	22.8%
Independent Living Difficulty	34.9%	40.7%

Source: 2015-2019 ACS

The characteristics of the population with a disability in Solano County closely reflects patterns throughout the Bay Area (**Figure 3-21, Population with a Disability in the Region**). This is also reflected in the geographic distribution of persons with disabilities, with no notable concentrations of high disability rates in Solano County compared to the ABAG and Sacramento regions, with the exception of the City of Rio Vista (see HNA Table 2-32, Population by Disability Status, 2015-2019).

### Local Patterns

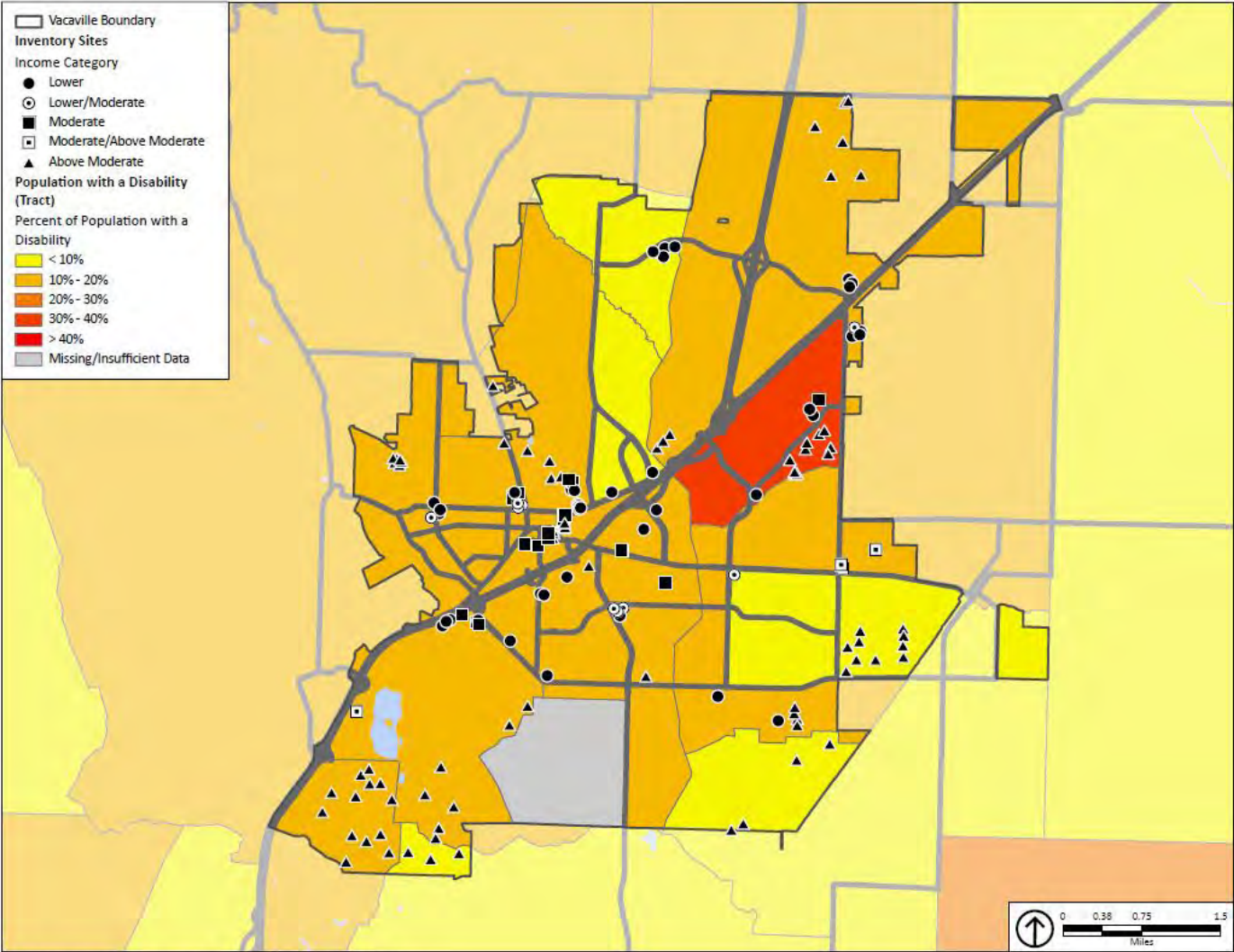
Approximately 11.8 percent of Vacaville’s population lives with one or more types of disability, close to the Solano County average of 12.3 percent but higher than the Bay Area average of 9.6 percent.<sup>5</sup> The spatial distribution of Vacaville residents living with disabilities coincides with patterns demonstrated by lower-income households, more diverse households, and lower-resource areas. Higher-income, moderate-resource areas (see “Income Distribution”) tend to have lower rates of disability compared with other parts of the city (**Figure 3-22, Percentage of the Population with a Disability in Vacaville**). The census tract with the highest rate citywide, 31.8 percent, coincides with the Leisure Town community, which, as previously described, is a retirement community with residents aged 50 years or older, likely accounting for a higher rate of disability in this area as seniors are more likely to have ambulatory, vision, or hearing challenges. This data indicates that a smaller proportion of residents in Vacaville’s high- and highest-resource areas are living with disabilities compared to lower-income, lower-resource areas, and that those residents who are living with a disability are found at higher rates in lower-income areas. The spatial distribution of Vacaville residents living with disabilities has not meaningfully shifted between 2014 and 2019, with the same census tracts accounting for the city’s highest rates, though data indicates that rates of disability have overall increased slightly by census tract.

To improve access to housing for senior residents and other residents with disabilities, the City has included **Program HE-2** to encourage all new units to be universally designed so they are accessible for both occupants and visitors and to restart the Senior Home Improvement Program to aid seniors in living independently.

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<sup>5</sup> Housing Needs Assessment Table 2-32

FIGURE 3-22: PERCENTAGE OF THE POPULATION WITH A DISABILITY IN VACAVILLE



Source: American Community Survey (ACS), 2015-2019

## Access to Opportunity

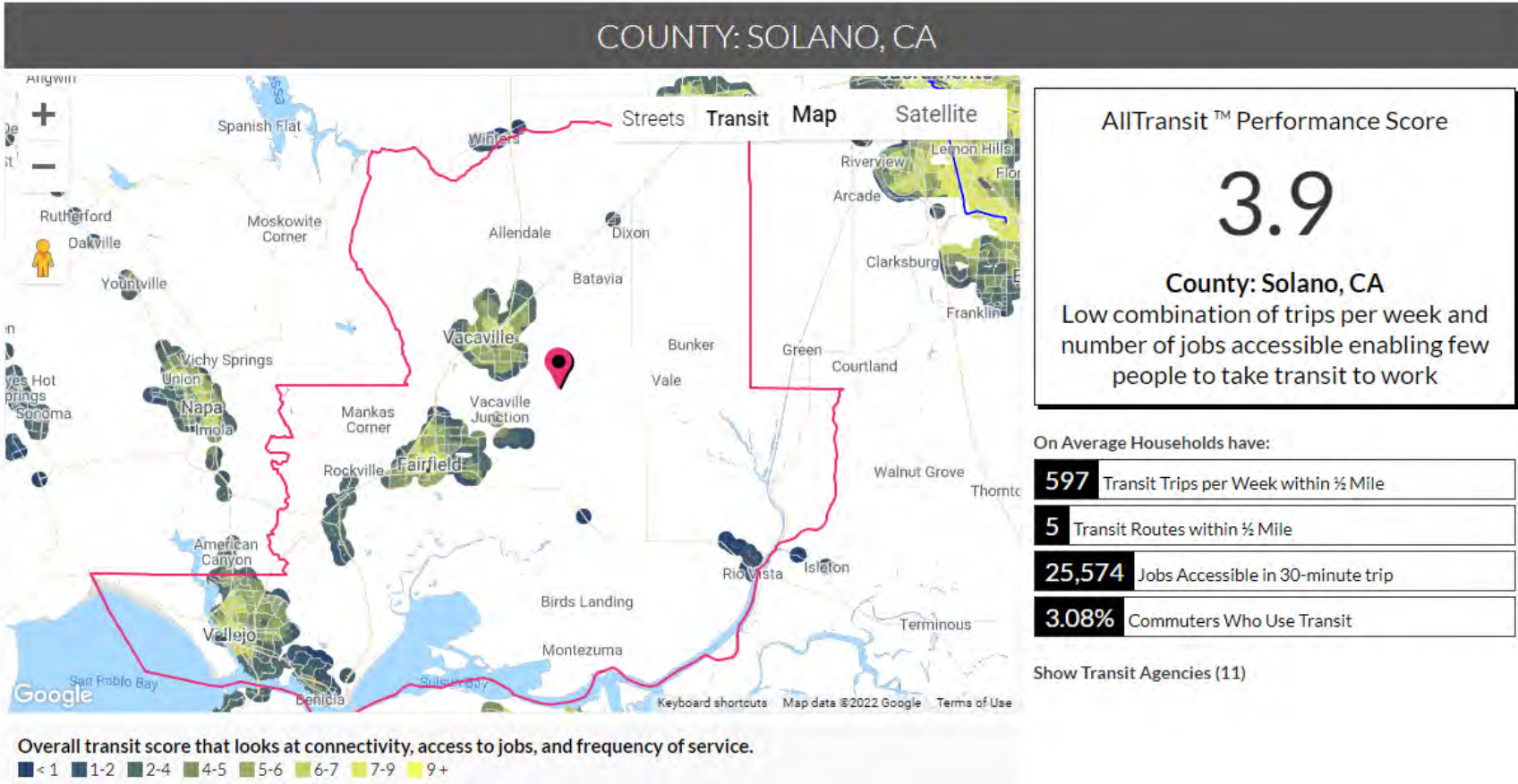
### Transit Mobility

Transit mobility refers to an individual's ability to navigate the city and region on a daily basis to access services, employment, schools, and other resources. Indicators of transit mobility include the extent of transit routes, proximity of transit stops to affordable housing, and frequency of transit.

### Regional Patterns

AllTransit is a transit and connectivity analytic tool developed by the Center for Neighborhood Technology for the advancement of equitable communities and urban sustainability. The tool analyzes the transit frequency, routes, and access to determine an overall transit score at the city, county, and regional levels. **Figure 3-23, AllTransit Transit Access in the Region** depicts where in Solano County transit is available and areas with higher connectivity scores. As shown, public transit in Solano County is largely isolated within incorporated jurisdictions, with little to no available transit between cities or within unincorporated areas. While transit companies such as Amtrak and Greyhound offer connections from Sacramento to San Francisco that have stops along the I-80 corridor, these are not typically used as transit opportunities for daily activities. All residents of Solano County have access to the Clipper Card, a program that works for 24 transit services within the San Francisco Bay Area, including Solano County Transit (SolTrans), Fairfield and Suisun Transit (FAST), and Vacaville City Coach.

FIGURE 3-23: ALLTRANSIT TRANSIT ACCESS



Source: AllTransit.cnt.org, 2022

AllTransit scores geographic regions (i.e., cities, counties, Metropolitan Statistical Areas [MSAs], etc.) on a scale of 0 to 10. The lowest scores in Solano County are in the cities of Dixon (0.9), Rio Vista (1.8), and Benicia (2.5), and higher scores are found in the cities of Fairfield (4.1), Suisun City (4.7), Vacaville (4.9), and Vallejo (5.0). As shown in **Table 3-3, Regional AllTransit Performance Scores**, transit accessibility in Solano County reflects the scores of neighboring counties with large agricultural industries, such as Napa, San Joaquin, and Sonoma Counties, and is far more limited than more urban jurisdictions in the Bay Area and Sacramento regions.

**TABLE 3-3: REGIONAL ALLTRANSIT PERFORMANCE SCORES**

Jurisdiction/Region	Score
Alameda County	7.1
Contra Costa County	5.0
Marin County	4.8
Napa County	3.3
Sacramento County	4.8
San Francisco County	9.6
San Joaquin County	3.0
San Mateo County	6.1
Santa Clara County	6.5
Solano County	3.9
Sonoma County	3.4
Yolo County	4.6

Source: AllTransit.cnt.org, 2022

In Solano County, there are several transit options available to residents, depending on where they are located within the county. SolanoExpress, managed by the Solano Transportation Authority (STA), provides express intercity bus service throughout the county, with many routes operated by local transportation agencies, such as FAST. Transportation services in Solano County include the following:

- SolTrans serving Fairfield, Vallejo, and Benicia with connections outside of the county
- FAST serving Fairfield, Travis Air Force Base, and Suisun City
- Rio Vista Delta Breeze serving Rio Vista, Fairfield, and Suisun City with connections outside of the county
- Vacaville City Coach serving Vacaville
- Solano Mobility serving older adults and persons with disabilities throughout Solano County

In addition to standard fixed routes offered by each transportation agency, there are several specialized programs available as well. SolTrans offers the Subsidized Lyft Program that pays a portion of Lyft rides throughout the City of Benicia and to the Springstown Center in Vallejo for seniors, veterans, and persons with disabilities. The GoGo Grandparent program is a partnership between SolTrans and Solano Mobility that offers help to older adults to access and use Uber and Lyft without a smartphone by scheduling rides for them. Solano Mobility independently offers four additional programs: Travel Training, Solano Older Adults Medical Trip Concierge Service, Vehicle Share Program, and Solano County Intercity Taxi Card Program. The Travel Training program offers individuals or groups training on how to board and ride public transit, navigate routes, and use bus features such as bike racks and wheelchair lifts. The medical concierge service subsidizes Uber and Lyft rides for Solano County residents aged 60 and over to travel to and from medical appointments while the Intercity Taxi Card Program issues pre-paid debit cards to certified riders with disabilities to be used for taxi rides between transit service areas. These cards are loaded with \$100 and available for riders to purchase for \$40, or \$20 for qualified low-income individuals. Faith in Action, the American Cancer Society/Road to Recovery, and Veteran's Affairs (VA) also offer free door-to-door rides for ambulatory seniors aged 60 and older and those under age 60 with specific medical issues. These programs are available to all Solano County residents regardless of location, unless otherwise specified.

In the ABAG region, transit mobility opportunities are typically more readily available in dense urban areas such as the East Bay and San Francisco. In more suburban areas, such as the I-680 corridor in Contra Costa County, there is more limited transit mobility, with AllTransit scores matching those found throughout Solano County. While there are a variety of transit options available in Solano County, residents in many suburban, agricultural, and rural communities are more limited than elsewhere in the ABAG region, which may limit employment opportunities and present a barrier to housing mobility for those households reliant on transit. In the following analysis of transit mobility, the individual jurisdictions have identified programs to address access specific to their transit needs.

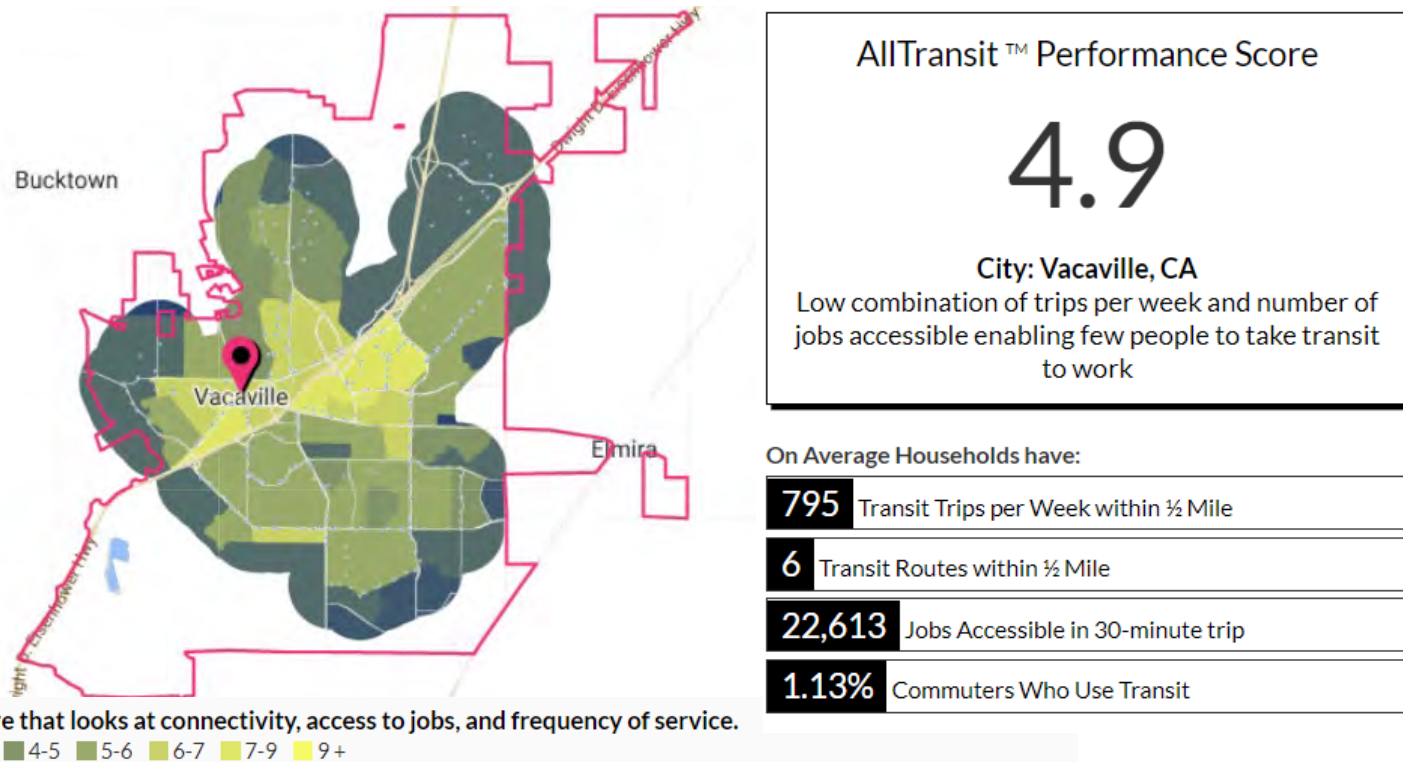
### Local Patterns

The City of Vacaville's Public Works Department operates City Coach, the city's public transit program. City Coach has five routes throughout Vacaville and transit stops strategically placed around the city to connect residents to medical offices, shopping centers, parks, and recreation venues, and are operated from approximately 7:00 am to 7:00 pm on weekdays, with variation dependent on the routes as routes 4, 5, and 6 have limited service on Saturdays. Though City Coach routes provide an extensive transit network compared to other cities in Solano County, some neighborhoods remain less accessible by transit, including portions of Leisure Town and eastern Vacaville, areas north of Fruitvale Road in northwest Vacaville. Fixed routes available to Leisure Town residents via Route 4 to the Kaiser Permanente Medical Center and Route 5 to the Vacaville Transit Center with connections to Sacramento and Benicia are further discussed in the resources for disabilities section in the Assessment of Fair Housing. However, according to AllTransit, public transit connectivity in Vacaville scored a 4.9 out of 10 (**Figure 3-24, Transit Score in Vacaville**), significantly higher than other Solano County jurisdictions and comparable or better than other jurisdictions in the larger region. To ensure that residents throughout the City continue to have



access to improved transit service, the City will conduct a survey of unmet needs at least once during the planning period and will identify funding for route changes or expansions, based on results of the survey (**Program HE-28**).

**FIGURE 3-24: TRANSIT SCORE IN VACAVILLE**



Source: AllTransit, 2021

City Coach allows residents to pay for single rides with cash using exact change or with a loaded Clipper card. Clipper cards are an all-in-one transit card used for fare payments across transit systems in the San Francisco Bay Area. Fares can be bought in single passes or multi-use passes (20- or 30-day Punch Pass or Monthly Pass). Adult rider fares are \$1.50, youth rider fares are \$1.25, and seniors/disabled rider fares are \$0.75. A City Coach Day Pass cost \$3.25 for adult/youth riders and \$2.00 for senior/disabled riders. Adult Half-Month and Full-Month passes are \$18.00 and \$36.00, respectively. While senior and disabled riders have access to a 30-Ride Pass or Monthly Pass at \$19.00 and \$18.00, respectively. Youth and college students can purchase a monthly pass for \$21.00. In addition to typical bus route services, City Coach offers the City Coach Direct program, which allows residents to schedule pick-up and drop-off at requested

destinations. City Coach Direct operates on weekdays from 7:00 am through 7:00 pm and on Saturdays from 8:00 am through 6:00 pm. In addition to local transit services, City Coach also partners with other transportation systems in the county, facilitating intercity travel. SolanoExpress operates the Blue Line, which travels from Sacramento to Walnut Creek with stops in Vacaville, Davis, Dixon, Fairfield, and Benicia. The Solano Express Blue Line operates on weekdays from 4:22 am to 8:29 pm with limited service on Saturday from 9:00 am to 8:00 pm. Intercity travel on the Blue Line is \$2.75 for adults, \$2.00 for youth, and \$1.35 for seniors and riders with qualifying disabilities. The package pricing for a 31-day pass on the Blue Line is \$70.00 for adults and \$35.00 for seniors and riders with qualifying disabilities, but is not available for youth. Riders can also purchase day passes for \$5.50 for an adult, \$4.00 for a youth, and \$2.75 for seniors and riders with qualifying disabilities.

## Housing Mobility

### Regional Patterns

Housing mobility refers to an individual's or household's ability to secure affordable housing in areas of high opportunity, move between neighborhoods, and purchase a home if they so choose. Indicators of housing mobility include distribution of Section 8 HCVs, availability of rental and ownership opportunities throughout the city, and vacancy rates. A "healthy" vacancy rate is considered to be approximately 5.0 percent, indicating that there are available housing units for those seeking housing, but not an oversaturated market that results in homes left unused. In Solano County, the vacancy rate in 2021 was approximately 5.3 percent, indicating a relatively "healthy" vacancy rate and reflecting a similar rate as most counties in the surrounding region (**Table 3-4, Regional Vacancy Rates**). This suggests that residents living in Solano County, or seeking to live in Solano County, have similar mobility options overall compared to most of the region. Mobility based on vacancy varies within Solano County by jurisdiction and is discussed further below.

**TABLE 3-4: REGIONAL VACANCY RATES**

Geography	Total Housing Units	Occupied Housing Units	Vacancy Rate
Bay Area	3,402,378	3,213,576	5.6%
Alameda County	617,415	585,588	5.2%
Contra Costa County	420,751	398,387	5.3%
Marin County	112,690	105,395	6.5%
Napa County	54,982	48,684	11.5%
Sacramento County	583,631	552,252	5.4%
San Joaquin County	252,686	238,577	5.6%
San Mateo County	282,299	266,650	5.5%
Santa Clara County	680,298	648,665	4.6%
Solano County	161,371	152,877	5.3%
Sonoma County	206,768	189,316	8.4%
Yolo County	79,472	76,555	3.7%

Source: Department of Finance E-5 City/County Population and Housing Estimates, 2021

HCVs, or Section 8 vouchers, provide assistance to lower-income households to secure housing in the private market that might otherwise be unattainable. In Solano County, vouchers are allocated by the Benicia Housing Authority, Vacaville Housing Authority, Suisun City Housing Authority, Vallejo Housing Authority, Fairfield Housing Authority, and the Solano County Housing Authority for residents of the unincorporated areas and the cities of Dixon and Rio Vista. Section 8 participants can use their voucher to find the housing unit of their choice that meets health and safety standards established by the local housing authority. The housing authority will then subsidize an amount up to the Fair-Market Rent (FMR) established by HUD toward the contract rent, with any remainder to be paid by the participant. The subsidies provided by the HCVs increase housing mobility opportunities for Section 8 participants and ensures that they are provided safe housing options. Solano County falls within the Vallejo-Fairfield MSA, for which HUD establishes FMRs annually to be used as the baseline for Section 8 subsidies (**Table 3-5, Vallejo-Fairfield MSA FMRs, 2022**). Local housing authorities set the FMR amount to be used to calculate subsidy between 90 and 110 percent of the HUD established FMRs.

**TABLE 3-5: VALLEJO-FAIRFIELD MSA FMRS, 2022**

Unit Size	FMR
Studio	\$1,232
1-bedroom	\$1,408
2-bedroom	\$1,677
3-bedroom	\$2,382
4-bedroom	\$2,870

Source: HUD, 2022

### Local Patterns

Approximately 38.0 percent of households in Vacaville are renters, as presented in the Housing Tenure section of the HNA (see HNA **Table 2-19: Housing Tenure, 2019**). The rental vacancy rate in Vacaville is 2.3 percent, while the ownership unit vacancy rate is 0.5 percent. This indicates there is a greater shortage of ownership units for renter households and existing homeowners looking for a new home. However, a rental vacancy rate of 2.3 percent is still considered low, and a barrier to housing mobility. In September 2021, the City conducted a vacancy and rent survey of rental units with four or more units for market, below-market and senior units. The 2021 survey resulted in the following findings: the overall market vacancy rate is 1.9 percent, a slight decrease from 2020; vacancy rates are highest for studio apartments (4.8 percent) and lowest for three-bedroom units at 1.2 percent); vacancy rates for below-market units was 1.4 percent; and vacancy rate for senior restricted units was .09 percent. These findings suggest that availability of rental housing is becoming an even more significant barrier to housing mobility. Additionally, while renters are the minority tenure in Vacaville, there are concentrations of renter-occupied housing using HCVs (**Figure 3-25, Housing Choice Voucher Distribution in Vacaville**). In northern Vacaville, approximately 21.0 percent of renter households use an HCV. South of I-80 and west of Peabody Road is a second concentration of voucher holders, where approximately 16.1 to 18.0 percent of renters use an HCV. These census tracts contain the residential neighborhoods northwest of Lagoon Valley Regional Park, and include the Walmart Neighborhood Market, the Vacaville Community Center, Padan Park, and Will C. High School. In the eastern and western portions of Vacaville, the proportion of renters that use an HCV is less than 5.0 percent, while in other areas, HCV usage includes 15.0 percent of renters. While there are vouchers used in most tracts in the city, the areas of concentrated usage may indicate disproportionate access to housing opportunities. Therefore, the City will work with the local housing authority, fair housing providers, and housing providers to educate landlords and property managers on requirements to accept HCVs as a source of income, and the benefits of having HCV tenants.

Rent in Vacaville ranges from \$1,825 to \$3,549 for two-, three-, and four-bedroom units. Vacaville's median rent was \$2,729 (see HNA Table 2-28: Rental Rates, 2021). The FMR for one-bedroom units in the Vallejo-Fairfield MSA, as established by HUD, is \$1,408. Therefore, up to 50.1 percent of studio and one-bedroom units in Vacaville are considered fair-market prices. However, this proportion of units does include those priced up to \$1,500, which would slightly exceed the FMR for a one-bedroom unit. As such, it is assumed that approximately 35.0 to 40.0 percent of units are priced within the FMR range. This indicates that many units are not attainable to lower-income households without the use of HCVs. Therefore, to increase housing mobility for voucher holders, the City will meet with property managers in high resource areas, areas of affluence, and areas with comparatively low percentage of vouchers to encourage landlords and property managers to advertise their units to voucher holders (**Program HE-33**).

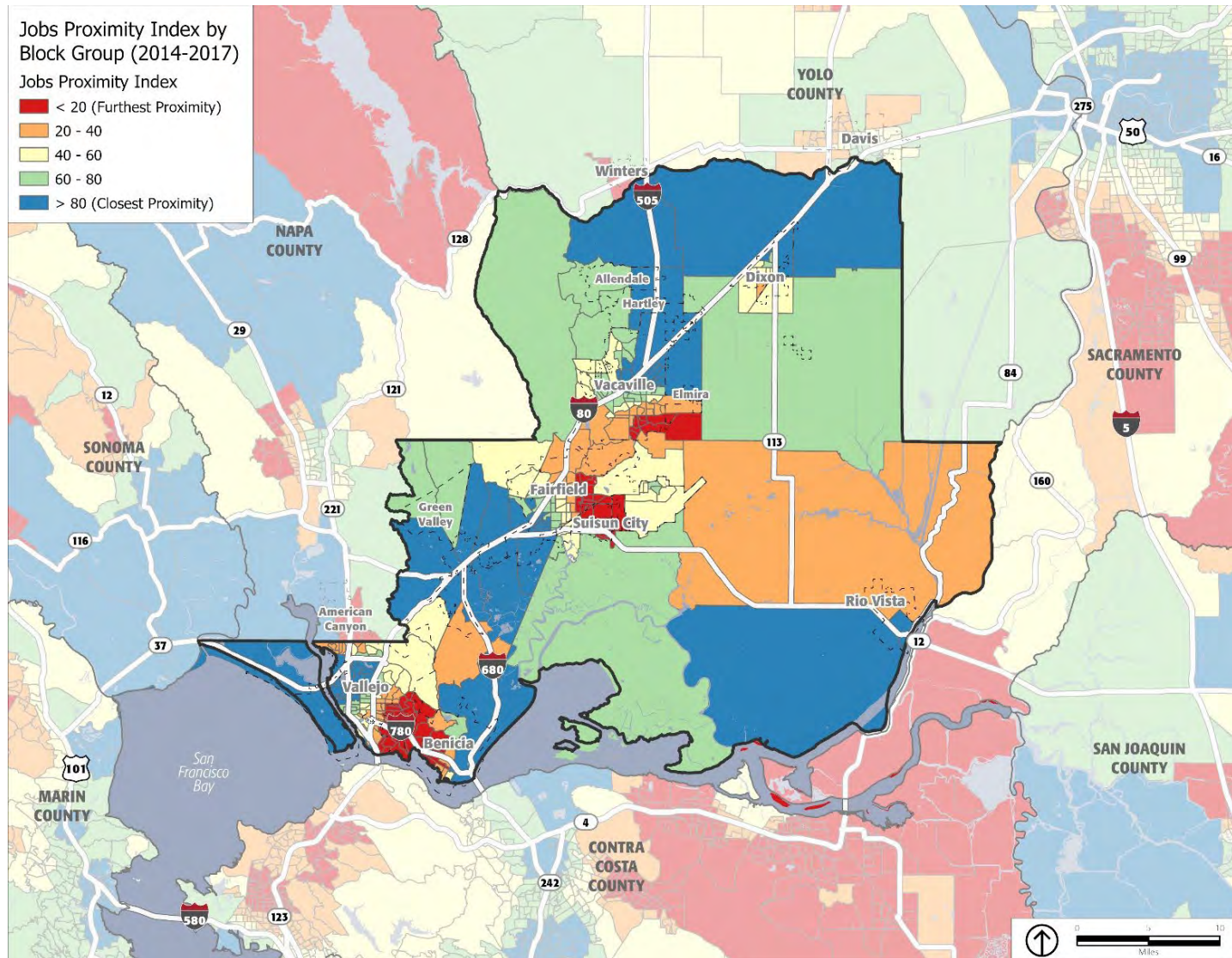
## Employment Opportunities

### Regional Patterns

HUD developed two indices to analyze access to employment opportunities: the jobs proximity index and the labor market engagement index. The jobs proximity index identifies census tracts based on their proximity to employment opportunities and the labor market engagement index scores labor force participation and human capital in each tract, with consideration of unemployment rates and educational attainment. For both indices, a higher score indicates stronger job proximity or labor force participation.

According to these indices, Solano County has more consistent proximity to jobs but lower labor force engagement than many other counties in the ABAG region (**Figure 3-26, Regional Jobs Proximity**, and **Figure 3-27, Regional Labor Market Engagement**). Labor force engagement patterns in Solano County more closely reflect the neighboring counties of Yolo and San Joaquin in the Sacramento region, where population distribution and industries are similar to most of Solano County. The area with the lowest labor force engagement in Solano County, however, is in the tract that includes the City of Rio Vista where there is a sizable senior population, which may include residents who retired early. As shown in **Table 3-6, Regional Unemployment Rates, 2010-2021**, the unemployment rate in Solano County in 2021 was one of the highest in the Bay Area and Sacramento regions, at 5.4 percent. However, Solano County saw one of the largest decreases in unemployment since 2010, surpassed only by San Joaquin and Yolo Counties.

FIGURE 3-26: REGIONAL JOBS PROXIMITY



Source: HUD, 2017



**TABLE 3-6: REGIONAL UNEMPLOYMENT RATES, 2010-2021**

County	2010	2021
Alameda County	11.0%	4.2%
Contra Costa County	11.1%	4.5%
Marin County	8.0%	3.0%
Napa County	10.9%	4.2%
Sacramento County	13.1%	5.1%
San Francisco City and County	9.1%	3.3%
San Joaquin County	17.2%	6.5%
San Mateo County	8.4%	3.0%
Santa Clara County	10.3%	3.2%
Solano County	12.8%	5.4%
Sonoma County	10.9%	3.8%
Yolo County	12.6%	4.3%

Source: California Employment Development Department, 2021

The U.S. Census Longitudinal Employer-Household Dynamics (LEHD) reports the distance and direction between home and work for residents of each jurisdiction and the ratio between jobs and households. According to LEHD, approximately 40.6 percent of Solano County residents live within 10 miles of their job, with the greatest concentration of these jobs in Fairfield (13.5 percent) and Vacaville (13.5 percent). Approximately 18.1 percent of Solano County residents report commuting more than 50 miles to their job, with 38.2 percent of these residents commuting southeast into San Joaquin County. Overall, approximately 50.4 percent of the individuals that work in Solano County commute in from areas outside of the county. On average, in the comparison jurisdictions that comprise the Bay Area and a portion of the Sacramento region, 42.5 percent of residents live within 10 miles of their job, 15.4 percent live more than 50 miles from their job, and 49.4 live outside of the county in which they work. In Solano County, the jobs-household ratio, which is an indicator of whether there is a balance between the number of jobs and the number of households, was 0.93 in 2018 according to LEHD Workplace Area Characteristics (WAC). This ratio suggests that there was a shortage of jobs in Solano County to support the number of households, which may partially contribute to the number of residents that commute outside of the county for work. In comparison, in the Bay Area, the jobs-household ratio was 1.47, indicating that there is a shortage of housing to support the job base in this region.

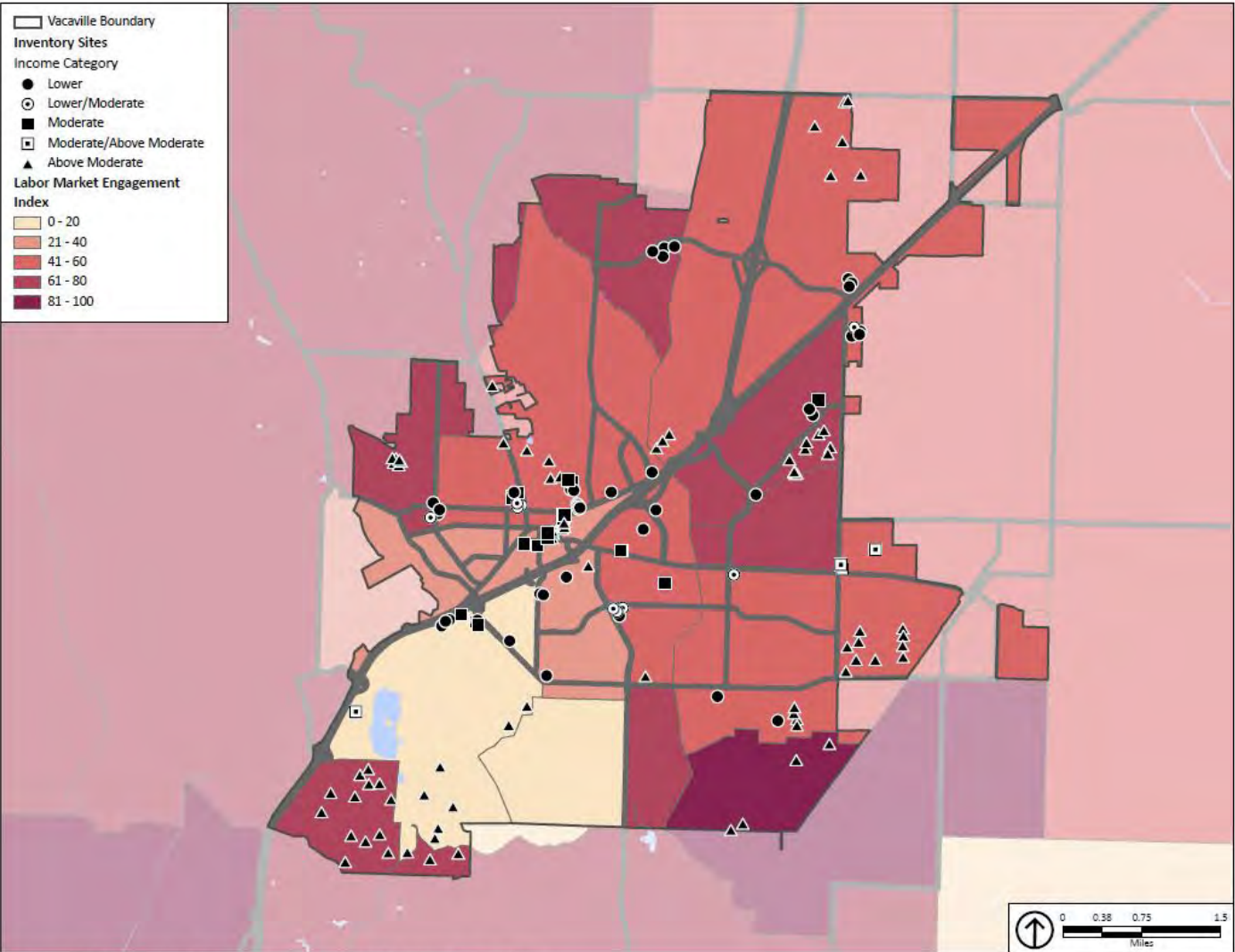


Generally, Solano County appears to have sufficient housing for those jobs in the county, but still has a slightly higher rate of persons that commute into the county than the region overall.

### Local Patterns

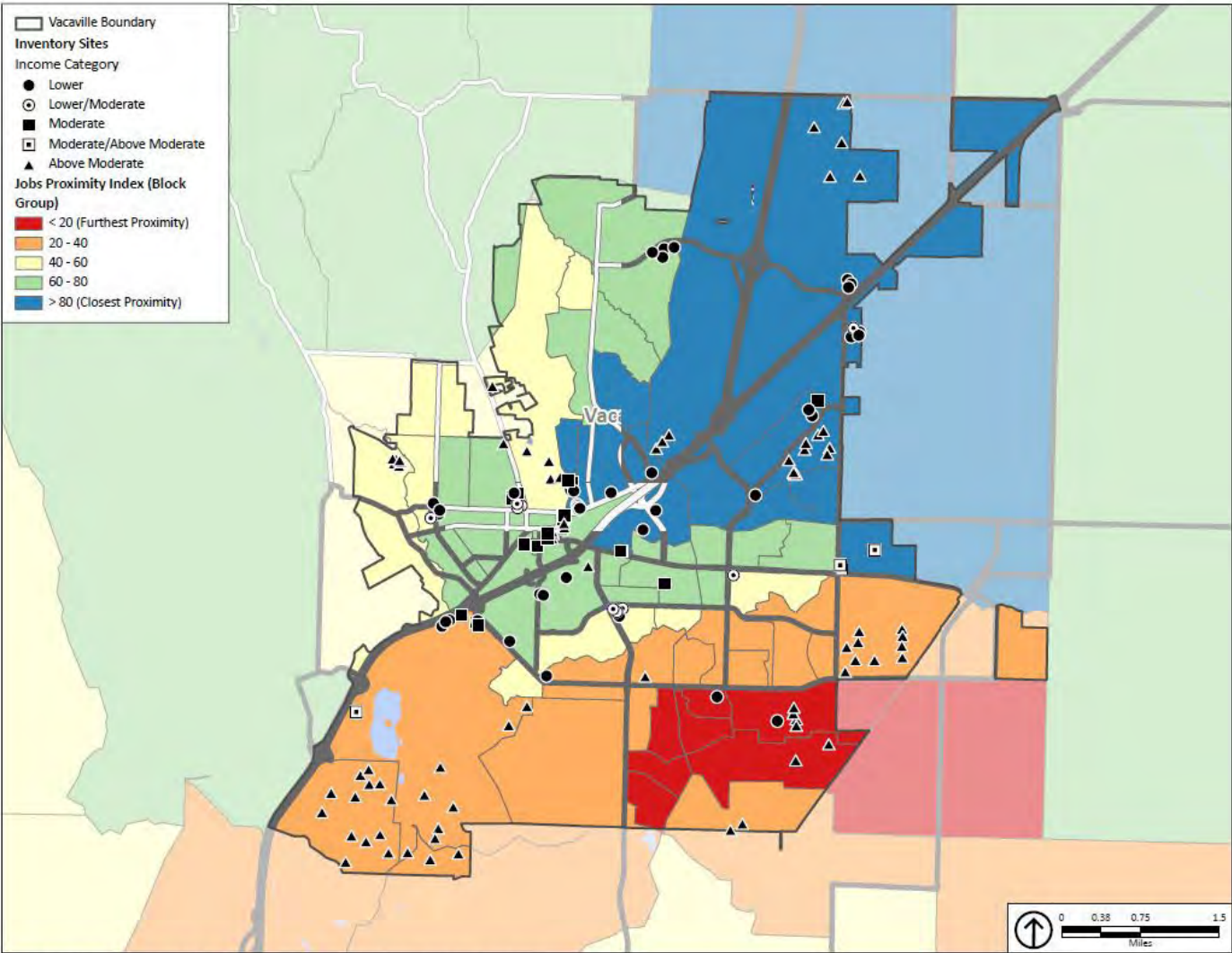
In the City of Vacaville, the Labor Market Engagement Index score ranges from 16 in the tract encompassing Lagoon Valley Regional Park to 75 in the northern portion of the city and 96 in the southeastern tract that extends beyond city limits (**Figure 3-28, Local Labor Market Engagement**). While there is a tract with an index score of 0, it includes only the California Medical Facility and California State Prison Solano, and therefore does not have a population residing within tract bounds that participates in the labor market. The southeastern portion of the city with the highest labor market engagement score has the lowest proximity to jobs (**Figure 3-29, Local Jobs Proximity Index**). However, this area is almost exclusively residential, with limited job opportunities in neighborhood commercial and general commercial areas, thus resulting in the low proximity to jobs. The high proximity to jobs in northern Vacaville is likely due to the Kaiser Permanente Vacaville Medical Center and nearby commercial areas. U.S. Census Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics (LODES) data indicates that approximately 43.0 percent of employed persons in the city live within 10 miles of their place of employment, a higher proportion than most other cities in Solano County, and 78.1 percent of the population is employed outside of city limits, a lower proportion than most of the county. This suggests that there are likely a range of job opportunities in Vacaville for many residents. This is supported by a relatively low unemployment rate (4.7 percent) and balanced jobs-household ratio (1.0). Based on these factors, access to employment opportunities does not appear to present fair housing issues for residents throughout the city.

FIGURE 3-28: LOCAL LABOR MARKET ENGAGEMENT



Source: U.S. Department of Housing and Urban Development (HUD), 2021.

FIGURE 3-29: LOCAL JOBS PROXIMITY



## Educational Opportunities

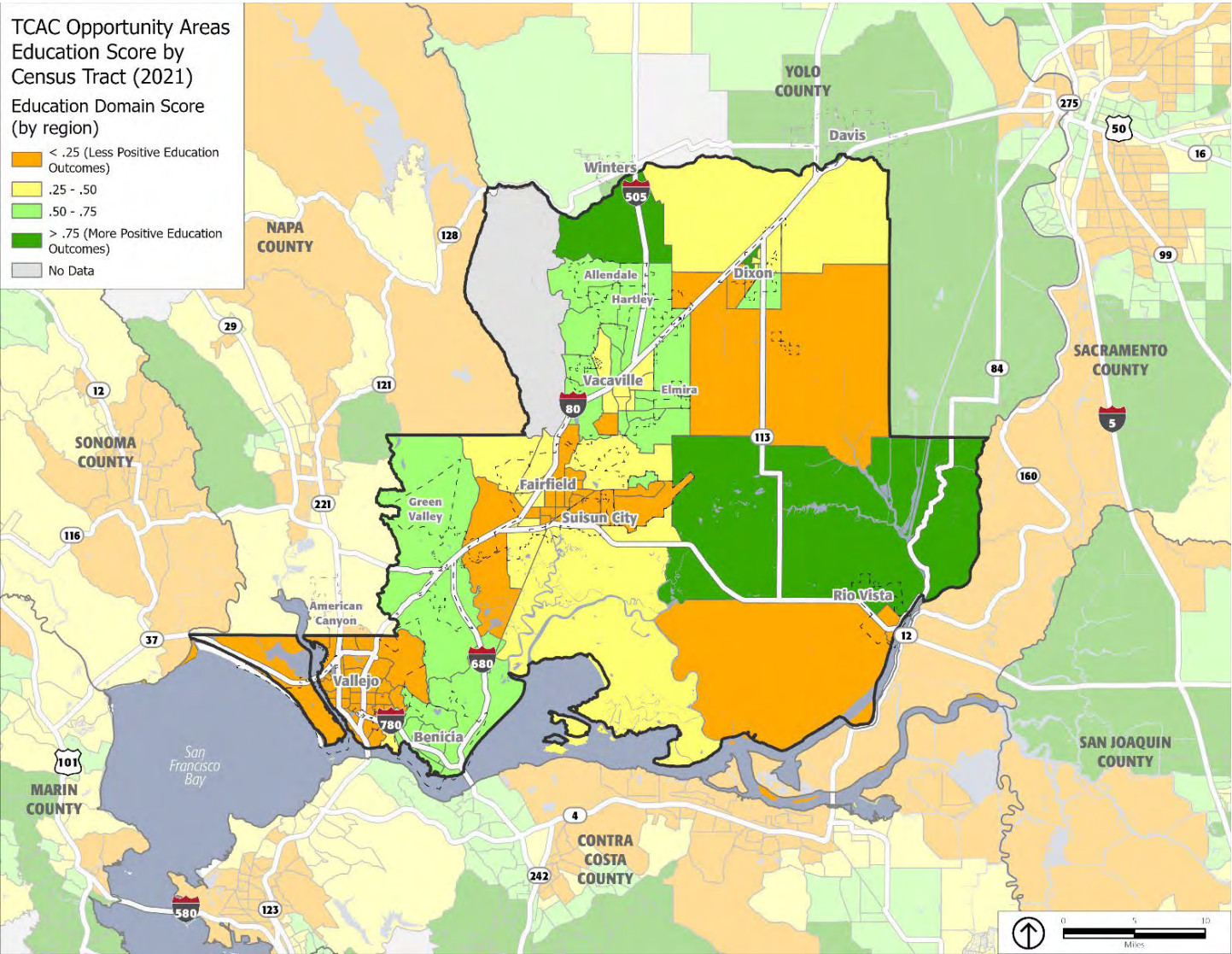
### Regional Patterns

School quality is often tied to housing, with neighborhoods or communities with higher median incomes and home values often having access to higher-performing schools than residents of lower-income neighborhoods. Income distribution influences home values and property taxes, and therefore funding for public schools. As such, school districts with higher concentrations of affordable housing typically have lower test scores in schools, creating a cyclical problem of not offering these students equal educational opportunities. Therefore, disparities in access to strong school opportunities serves as an indicator of fair housing and equal access to opportunities.

Each year, the California Department of Education (DOE) publishes performance metrics for public schools in the state, including student assessment results for English Language Arts and Mathematics as they compare to the state grade-level standards and demographic characteristics of each school's student population. The characteristics reported on include rates of chronic absenteeism and suspension, percentage of students that are socioeconomically disadvantaged, percentage of students that are in foster care, percentage of students learning the English language, and the percentage of high school students that are prepared for college. Chronic absenteeism refers to the percentage of students who are absent for 10.0 percent or more of instructional days that they were enrolled at the school, with the state average being 10.1 percent of students. Students who are eligible for free or reduced-priced meals, or who have parents or guardians who did not receive a diploma, are considered socioeconomically disadvantaged. TCAC and HCD rely on this data from DOE to determine the expected educational outcome in each census tract and block group within the state. TCAC and HCD's educational domain score reflects mathematics proficiency, reading proficiency, high school graduation rates, and student poverty rates of all schools for which this data is available, culminating in a score ranging from 0 to 1, with higher values being the most positive expected educational outcome.

In 2021, TCAC/HCD reported the strongest projected educational outcomes for students in the cities of Benicia and Dixon as well as the unincorporated areas around the City of Vacaville and all eastern portions of the county (**Figure 3-30, Regional TCAC/HCD Educational Domain Scores**). However, the eastern portions of the county, with the highest educational scores according to TCAC/HCD, also have the lowest population density in the county and only one school. As such, for a regional analysis, the TCAC/HCD map may not accurately compare educational opportunity in Solano County to the ABAG region. At the local level, data based on school performance is more readily available and likely more accurate.

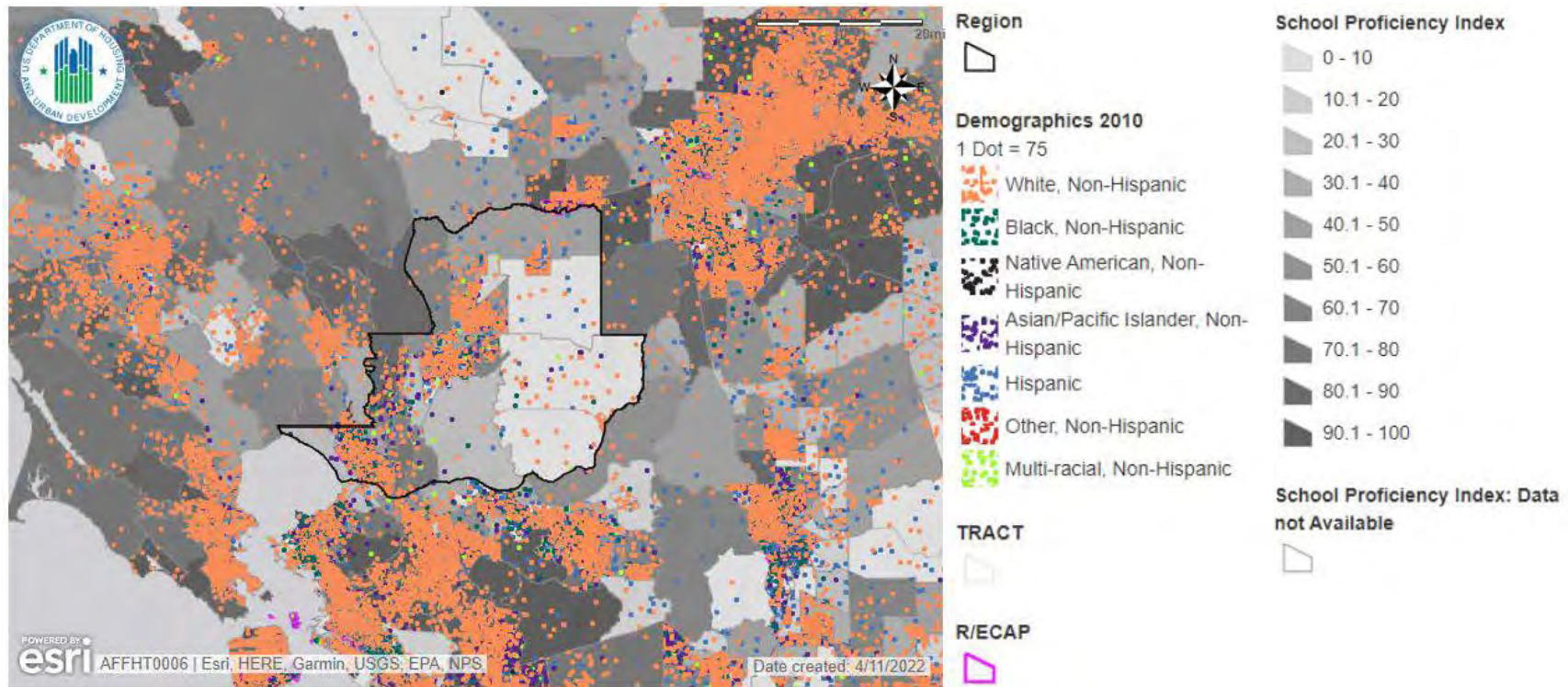
FIGURE 3-30: REGIONAL TCAC/HCD EDUCATIONAL DOMAIN SCORES



Source: TCAC/HCD, 2021

The HUD School Proficiency Index more accurately reflects school performance by residential living patterns in the region. The HUD School Proficiency Index ranges from 0 to 100, with higher values indicating better school performance. Though demographic patterns have changed throughout the region slightly since 2010, as discussed for each jurisdiction in this assessment, typically schools in Solano County and throughout the region are more proficient in areas of increased population density and affluence (see **Figure 3-31, HUD School Proficiency Index**). Residents of western Solano County have access to higher-performing schools than the eastern portion, but schools throughout Solano County generally score lower than those in much of Sacramento, Yolo, Marin, and Contra Costa Counties. To ensure all students have access to a quality education, each jurisdiction has identified appropriate programs within the individual assessments.

**FIGURE 3-31: HUD SCHOOL PROFICIENCY INDEX**



Source: HUD Affirmatively Furthering Fair Housing Data and Mapping Tool, 2017

### Local Patterns

Students in the City of Vacaville have access to schools in both Travis Unified School District and Vacaville Unified School District. Collectively, there are 19 schools in Vacaville that are reported on annually by DOE, identified in **Table 3-6, Performance Scores for Vacaville Schools, 2019**. In addition, Vacaville Unified School District also operates Country High School, a continuation school, which did not have performance metrics reported in 2019. Continuation schools typically serve students who have been expelled from other schools or have attendance or behavior problems and provide a valuable resource for furthering their education in a supportive environment. In 2019, the highest proportion of socioeconomically disadvantaged students was at Eugene Padan Elementary and Edwin Markham Elementary, where approximately 70.3 percent and 67.3 percent of students were considered socioeconomically disadvantaged, respectively. Each of these schools fared similarly in all DOE criteria (**Table 3-7, Performance Scores for Vacaville Schools, 2019**). Eugene Padan Elementary School is in southern Vacaville near Padan Park, where there is a higher percentage of children present in female-headed households (20.0 to 40.0 percent) and a higher rate of poverty (15.5 percent). Edwin Markham Elementary is in northern Vacaville, west of the Nut Tree Airport, within a census tract where there is a higher percentage of female-headed households with children (20.0 to 40.0 percent), relatively high rate of poverty (13.2 percent), and higher rate of renter overpayment (80.0 percent).

However, in comparison to the top-performing schools in Vacaville, Kairos Public School Vacaville Academy and Cooper Elementary, approximately 10.1 and 29.2 percent of the student population is considered socioeconomically disadvantaged, respectively. Kairos Public School Vacaville Academy is in central Vacaville between Merchant Street and I-80, where there is a concentration of female-headed households and renter overpayment. In contrast, Cooper Elementary School, which is in eastern Vacaville, does not reflect concentrations of female-headed households, poverty, or overpayment. As stated in the regional analysis, the DOE identifies students who are eligible for free or reduced-priced meals, or who have parents or guardians who did not receive a diploma, as socioeconomically disadvantaged.

**TABLE 3-7: PERFORMANCE SCORES FOR VACAVILLE SCHOOLS, 2019**

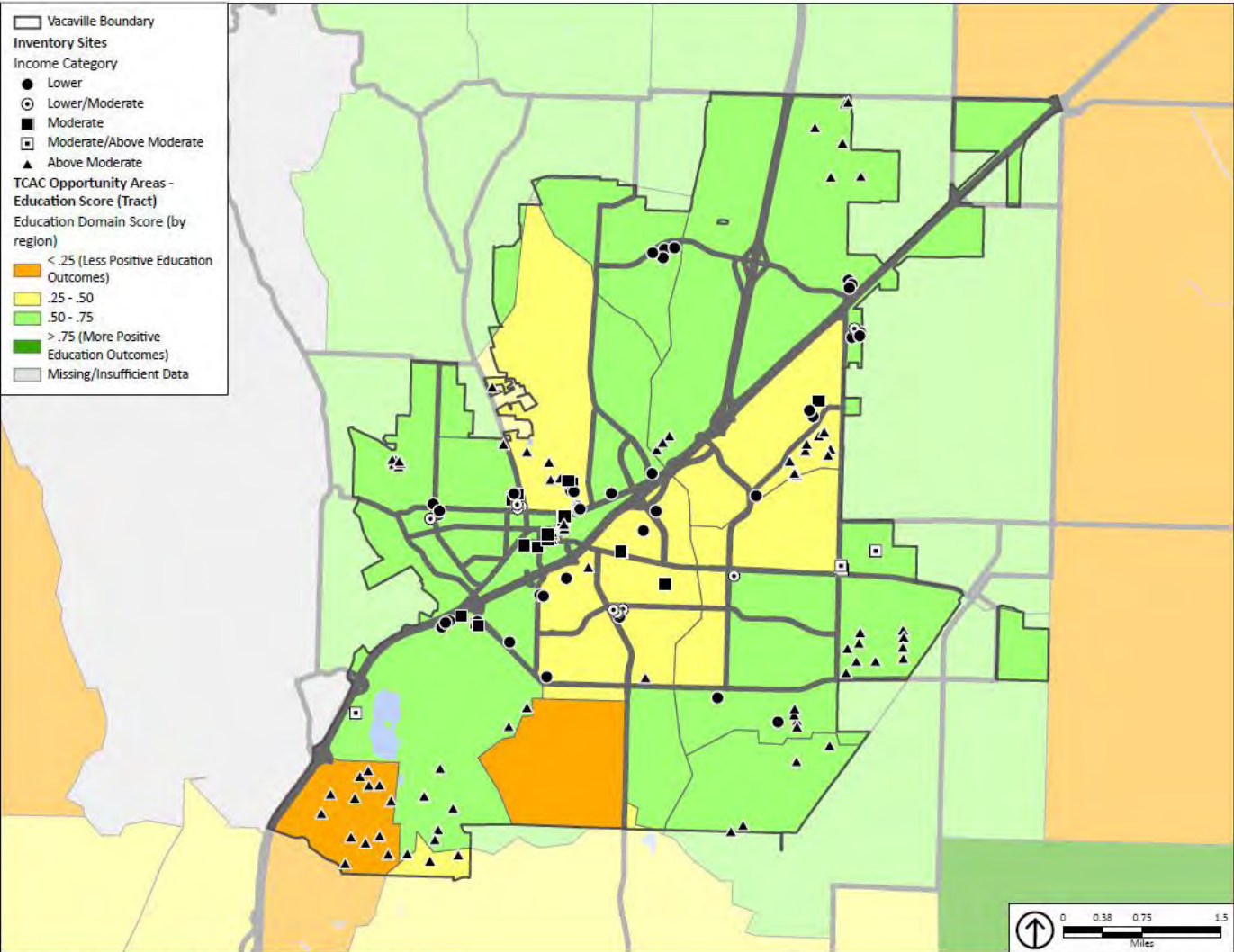
School Name	ELA Score	Math Score	Chronic Absenteeism Rate	Suspension Rate	Socioeconomically Disadvantaged	Foster Youth	English Learners
Foxboro Elementary	-8	-23.9	3.5%	0.3%	25%	0.9%	4.6%
Cambridge Elementary	-3.8	-14.3	4.2%	1.7%	31.2%	0.0%	6.5%
Sierra Vista K-8	+6.6	-35.4	7%	2.3%	41.3%	0.3%	3.9%
Jean Callison Elementary	-17.2	-37.1	6.8%	0.8%	43.8%	1.4%	5.5%
Cooper Elementary	+25.2	+2.1	3.5%	0.2%	29.2%	0.4%	3.3%
Vaca Pena Middle	-21.2	-65.6	12.6%	9.8%	56.1%	0.4%	5.3%
Fairmont Charter Elementary	-36.6	-44	5.4%	2.6%	67.3%	0.9%	18.9%
Will C. Wood High	+25	-69.1		6.3%	45.9%	0.1%	2.4%
Eugene Padan Elementary	-16.1	-47.8	9.6%	1%	70.3%	1.1%	14.4%
Elise P. Buckingham Charter Magnet High	+67.7	-19.4	-	2%	20.8%	0.2%	1.0%
Kairos Public School Vacaville Academy	+43.5	+18.4	2.2%	0.7%	10.1%	0.0%	0.5%
Alamo Elementary	+7.8	-3.8	3.3%	0.5%	37.4%	0%	3.8%
Edwin Markham Elementary	-24	-40.7	9.4%	1.3%	71.7%	0.3%	33.9%
Vacaville High	+45.8	-24.3		4.4%	35%	0.3%	2.8%
Hemlock Elementary	+6.9	-35.6	11%	1.6%	47.5%	1%	6.3%
Willis Jepson Middle	-2.7	-27.7	12.6%	7.9%	41.6%	0.6%	6.6%
Orchard Elementary	-10.9	+9	5.1%	1.1%	22.9%	1%	1.3%
Browns Valley Elementary	+9.5	-14.6	3.9%	1.3%	23.6%	0.3%	4.3%
Ernest Kimme Charter	+10.0	-96.9	5.6%	2.6%	42.5%	1%	1%

Source: California Department of Education, 2019



The anticipated educational outcome, according to the TCAC/HCD map (**Figure 3-32, Local TCAC/HCD Educational Domain Score**), is moderately positive throughout the city with lower percentile scores in certain parts, primarily areas near I-80. The educational scores in Vacaville range from the 38<sup>th</sup> to 63<sup>rd</sup> percentiles, with most scoring between the 45<sup>th</sup> and 55<sup>th</sup> percentiles. The area with the lowest expected educational outcome, in the 38<sup>th</sup> percentile, is where Ernest Kimme Charter Academy is located. To ensure students have access to educational opportunities, regardless of where they reside within the city, the City will support applications by Vacaville Unified School District or individual schools to secure grant funding for teacher recruitment and retention bonuses, classroom materials, and other incentives for teachers (**Program HE-36**).

FIGURE 3-32: LOCAL TCAC/HCD EDUCATIONAL DOMAIN SCORE



Source: California Tax Credit Allocation Community (TCAC), 2021

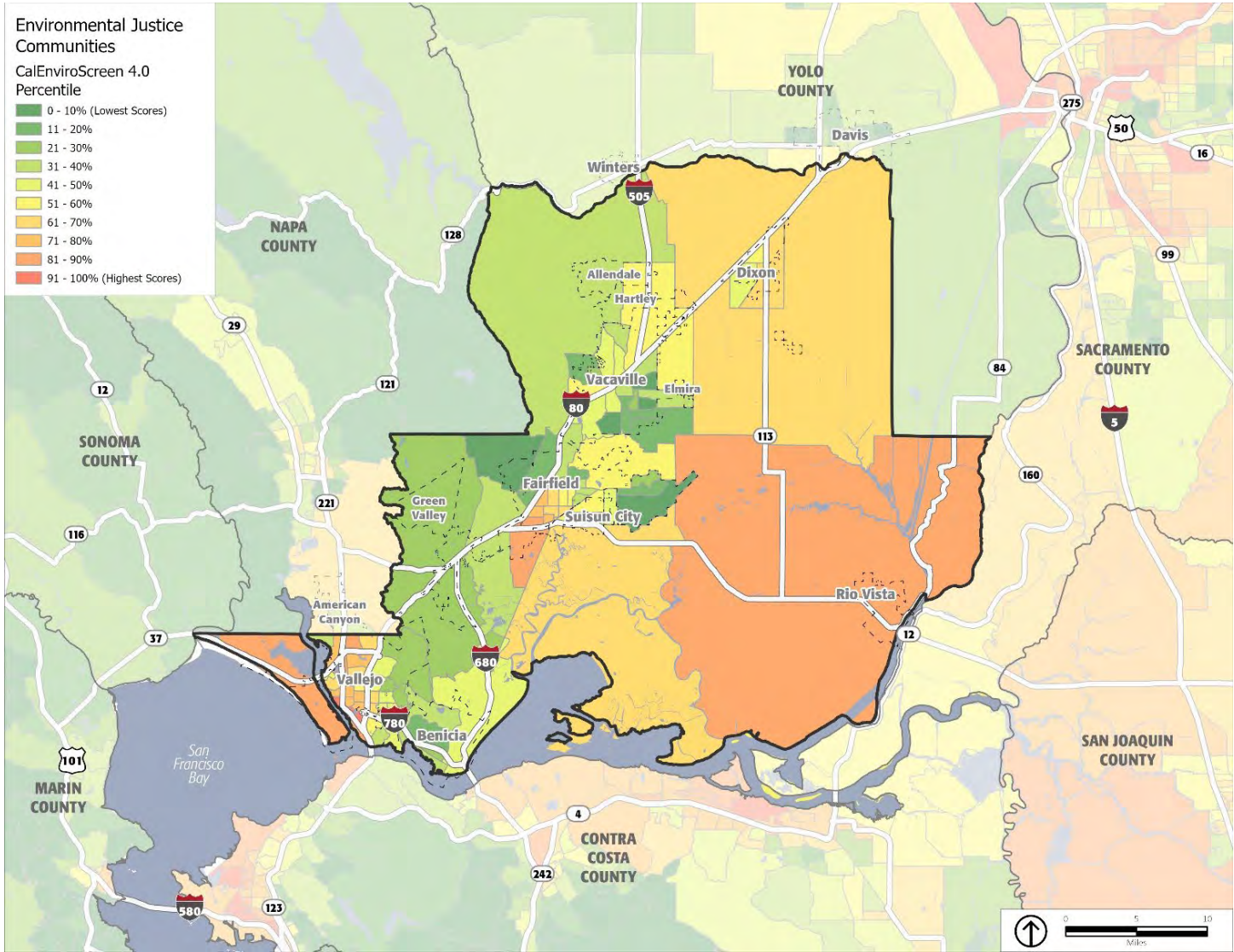
## Environmental Health

### Regional Patterns

A disadvantaged community or environmental justice community (EJ Community) is identified by the California Environmental Protection Agency (Cal EPA) as “areas that are disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation,” and may or may not have a concentration of low-income households, high unemployment rates, low homeownership rates, overpayment for housing, or other indicators of disproportionate housing need. In February 2021, the California Office for Environmental Health Hazard Assessment (COEHHA) released the fourth version of CalEnviroScreen, a tool that uses environmental, health, and socioeconomic indicators to map and compare community environmental scores. In the CalEnviroScreen tool, communities that have a cumulative score in the 75th percentile or above (25.0 percent highest score census tracts) are those that have been designated as disadvantaged communities under Senate Bill (SB) 535. The cumulative score that can result in a disadvantaged community designation is calculated based on individual scores from two groups of indicators: Pollution Burden and Population Characteristics. Pollution Burden scores exposure to negative environmental hazards, such as ozone concentrations, PM<sub>2.5</sub> concentrations, drinking water contaminants, lead risk from housing, traffic impacts, and more. Population Characteristics scores the rate of negative health conditions and access to opportunities, including asthma, cardiovascular disease, poverty, unemployment, and housing cost burden. For each indicator, as with the cumulative impact, a low score reflects positive conditions.

Much of Solano County, particularly the eastern area and the City of Vallejo, have high cumulative scores, as shown in **Figure 3-33, Regional CalEnviroScreen Percentiles**. This is a result of high scores for indicators of both pollution burden and negative population characteristics, though the eastern area is primarily agricultural land with limited residential development so these scores may be a result of agricultural industry practices. In the ABAG region, high percentiles are mostly concentrated in highly urbanized communities along the San Francisco Bay, such as in the cities of Emeryville, Alameda, Oakland, and San Jose. It is unlikely that the factors that contribute to environmental scores in Solano County reflect the factors in urbanized ABAG jurisdictions. Rather, Solano County more closely reflects the agricultural areas of Yuba, Sacramento, and San Joaquin Counties. Within each jurisdiction of Solano County, patterns differ, as described below, as a result of increased urbanization; however, regionally, Solano County reflects areas to the east rather than western ABAG jurisdictions.

FIGURE 3-33: CALENVIROSCREEN PERCENTILES IN THE REGION



Source: OEHHA, 2021

### Local Patterns

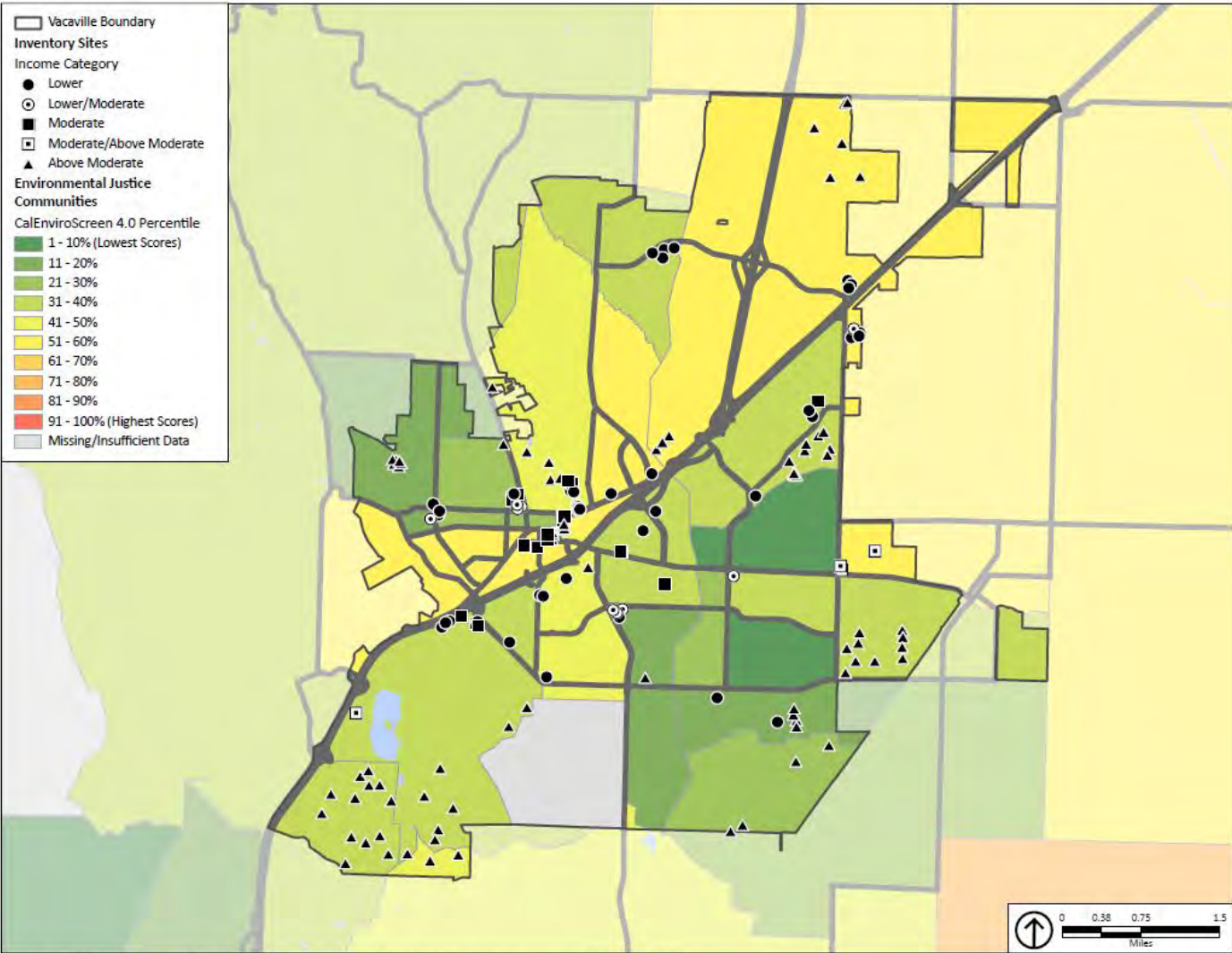
As shown in **Figure 3-34, Local CalEnviroScreen Percentiles**, all of Vacaville has relatively low environmental burden scores. The highest scores are in the northeastern portion of the city (56th percentile) and between Buck Avenue and I-80 (58th percentile). As stated previously, there is a concentration of business, commercial, and industrial uses in the northeastern area, including the Kaiser Permanente Vacaville Medical Center and the Nut Tree Airport. These, along with proximity to the I-80 and I-505 interchange, and adjacent agricultural uses, may result in the slightly higher indicators of environmental pollution burden. In contrast to these two areas, however, eastern Vacaville, south of I-80, has low CalEnviroScreen scores, ranging from the 6th to 37th percentiles. There is a greater concentration of residential uses in this portion of the city, rather than commercial uses, which may reduce pollution burden relating to congestion. . The primary indicators leading to the low scores outside of city limits, as reported by OEHHA's CalEnviroScreen, are pesticides, groundwater threats, hazardous waste, impaired waters, and solid waste. As much of this area is agricultural land, these conditions are not surprising, and have been managed so as to not negatively impact residents of Vacaville. There are no areas of the city that qualify as a disadvantaged community (percentile score over 75th percent).

As shown in **Figure 3-35, Local TCAC/HCD Environmental Domain Score**, these portions of the city score in the 19<sup>th</sup> percentile (less positive environmental outcome and 33<sup>rd</sup> percentile (lower environmental outcome) respectively. In the northeastern portion of the city, based on CalEnviroScreen factors, there are high rates of medical conditions including asthma (87<sup>th</sup> percentile) and cardiovascular disease (67<sup>th</sup> percentile), with scores for pollution burden, including increased exposure to pesticides (81<sup>st</sup> percentile) hazardous waste (94<sup>th</sup> percentile), cleanups (87<sup>th</sup> percentile), solid waste (78<sup>th</sup> percentile), and traffic (50<sup>th</sup> percentile). Within the city, the higher scores in the census tract encompassing the downtown and older residential neighborhoods between Buck Avenue and I-80 are based more heavily on population characteristics than pollution burden, with high rates of medical conditions including asthma (89<sup>th</sup> percentile), cardiovascular disease (70<sup>th</sup> percentile), unemployment (57<sup>th</sup> percentile), and both poverty and housing burden in the 44<sup>th</sup> percentile. Scores for pollution burden include increased exposure to traffic (82<sup>nd</sup> percentile), diesel PM (71<sup>st</sup> percentile), hazardous waste (65<sup>th</sup> percentile), lead in housing (64<sup>th</sup> percentile), and pesticides (52<sup>nd</sup> percentile).

While these factors may not reflect all neighborhoods in Vacaville, they do represent an area of potential concern regarding fair housing, including disproportionate exposure to environmental hazards and in the downtown area, a higher incidence of vulnerable populations. In the northeastern portion of the city, land use is predominantly industrial with some residential subdivisions, although the socioeconomic characteristics do not include vulnerable populations. However, as discussed previously, within the Mason and Depot residential neighborhoods east of the downtown within this census tract, there is a high rate of poverty, although the income characteristics of this area appear to be similar to other neighborhoods in the downtown census tract, and a concentration of non-White households, both of which may contribute to the population characteristics that inform the CalEnviroScreens score, and also indicate disproportionate exposure to pollution from sources such as industrial uses, adjacency to the I-80, and some of the city's oldest housing stock.

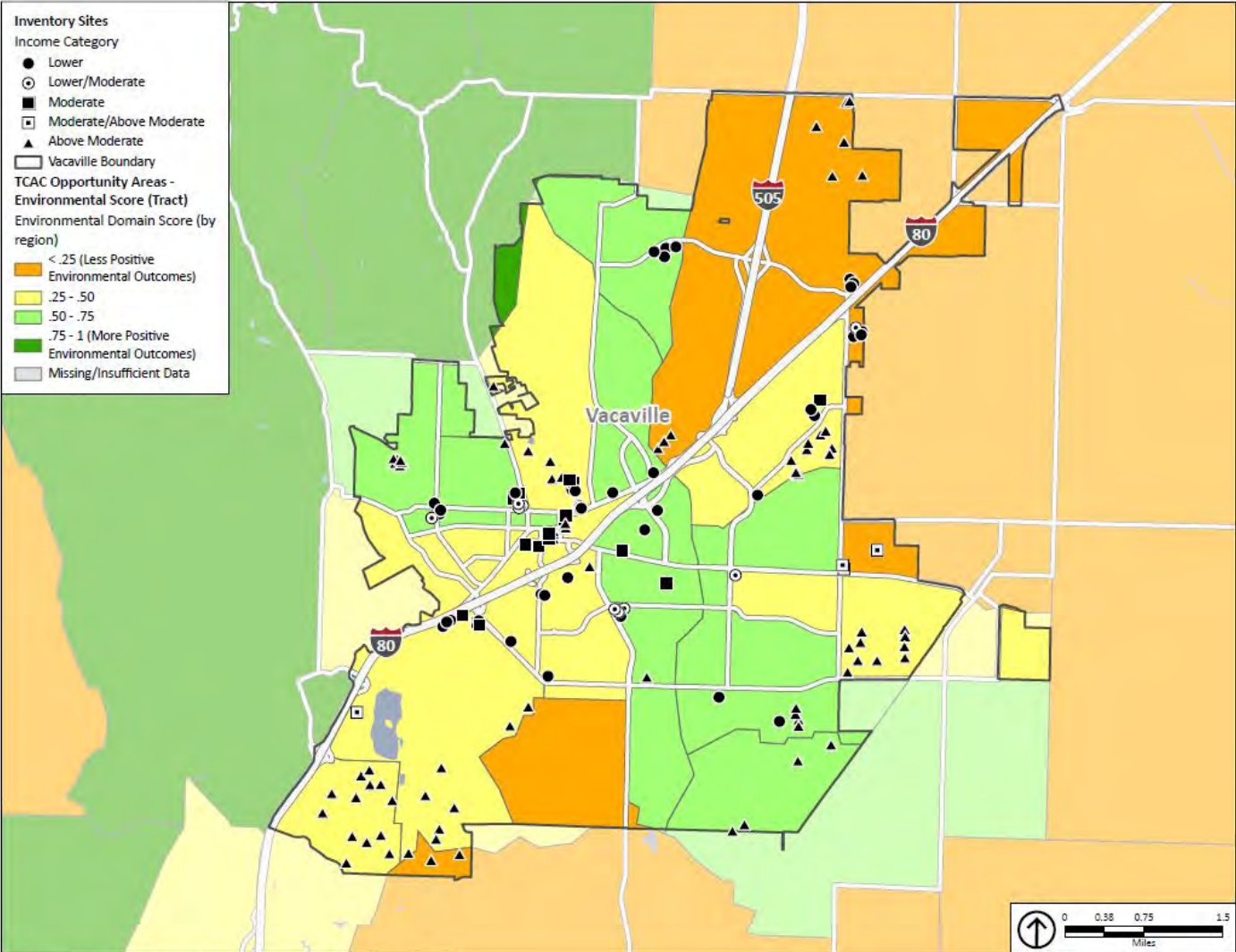
Overall, the TCAC/HCD environmental scores (**Figure 3-35, Local TCAC/HCD Environmental Domain Score**) largely reflect those patterns seen in **Figure 3-34, Local CalEnviroScreen Percentiles**. While most residential areas have access to strong environmental outcomes, those that are near industrial, airport, agricultural, commercial areas and major highways may be impacted by those uses. As such, the City has included **Program HE-17** to evaluate transitional buffers or screening between residential and heavy industrial uses in new development and develop active transportation infrastructure to reduce automobile traffic and the resulting emissions.

FIGURE 3-34: LOCAL CALENVIROSCREEN PERCENTILES



Source: CalEnviroScreen 4.0, Office of Environmental Health Hazard Assessment (OEHA), 2021

FIGURE 3-35: LOCAL TCAC/HCD ENVIRONMENTAL DOMAIN SCORE



Source: California Tax Credit Allocation Community (TCAC), 2021



### Services for Persons with Disabilities

There are a number of affordable and market rate housing opportunities for seniors within the city, and statistics indicate that seniors experience disabilities at a high rate. Approximately 31.8 percent of seniors in the city reside in the Leisure Town community at the eastern end of the city, and many residents may be dependent on public transportation options, particularly for medical concerns. To provide paratransit services to the community, the City of Vacaville operates the Vacaville City Coach Special Services. This origin-to-destination paratransit service is available within city limits to eligible residents with disabilities unable to ride standard City Coach routes due to their condition. Paratransit service operates parallel to the fixed route and schedule by providing shared-ride, origin-to-destination bus service. One-way fares cost \$2.00 and a 20-Ride Punch Pass costs \$39.00.

The Vacaville City Coach Special Services Route 4 services residents of Leisure Town with a fixed stop at Orange Drive and Nut Tree, Orange Drive at Lawrence Drive, Orange Tree Circle at Amethyst Drive, and Orange Drive at Orange Tree Circle, which connects directly to the Kaiser Permanente Medical Center facility. As well, Route 5 also has a fixed route stop at Nut Tree and Burton Road which may accommodate residents of Leisure Town residing near the Vacaville Premium Outlets which connects to the Vacaville Transit Plaza for connections to other transportation services such as the Solano Express Blue Line, which travels from Sacramento to Walnut Creek with stops in Vacaville, Davis, Dixon, Fairfield, and Benicia. This line provides access to the Vaca Valley Hospital en route to the transit plaza. For those residents requiring paratransit services, City Coach Origin to Destination Special Services is available.

The California Department of Social Services (CDSS) licenses 12 adult residential care facilities with a combined capacity of 57 units in Vacaville, with most facilities offering three to six units. A Place of Grace, Inc., operates three adult residential care facilities in Vacaville ranging from four to six units. In addition to these facilities, there are 23 elderly assisted living facilities in the City of Vacaville, with a combined capacity for 518 residents. Most facilities range from four to six units; however, Cornerstone Assisted Living is a 130-unit project near Nut Tree Airport and along I-80. Approximately 11.8 percent of the population of Vacaville has a disability, or approximately 10,709 residents. Of these residents, 3.5 percent have difficulties living independently and 1.2 percent have difficulty with self-care, or approximately 503 residents combined (see HNA Table 2-32, Disability by Type 2015-2019). While not all residents with these disabilities will require the care of an assisted living facility, and some residents with other disabilities may require assisted living, the comparison of the number of residents with disabilities to the capacity of existing care facilities suggests a balance between need and capacity.

For all residents in Solano County, Solano Mobility provides various disability-related programs and services, including a Mobility Call Center, where staff provide information and travel trip planning to riders. The Solano Mobility Call Center is open on weekdays from 8 am to 5 pm. Travel Training is also offered to train community members on how to use fixed-route public transportation through one-on-one instructional training. Trainings are offered either in a one-on-one training or as group trainings and can be scheduled via a phone call. Additionally, the Solano County intercity (ITX) Card program, for qualified ADA riders, offers intercity pre-paid debit cards allowing riders to travel between service areas through taxi rides. Solano Mobility also offers a Medical Trip Concierge Service Program for riders

aged 60 and older or with a valid ADA card, which provides subsidized Uber and Lyft rides through GoGo Grandparent for Solano County residents to get to and from appointments within Solano County.

## Disproportionate Housing Need and Displacement Risk

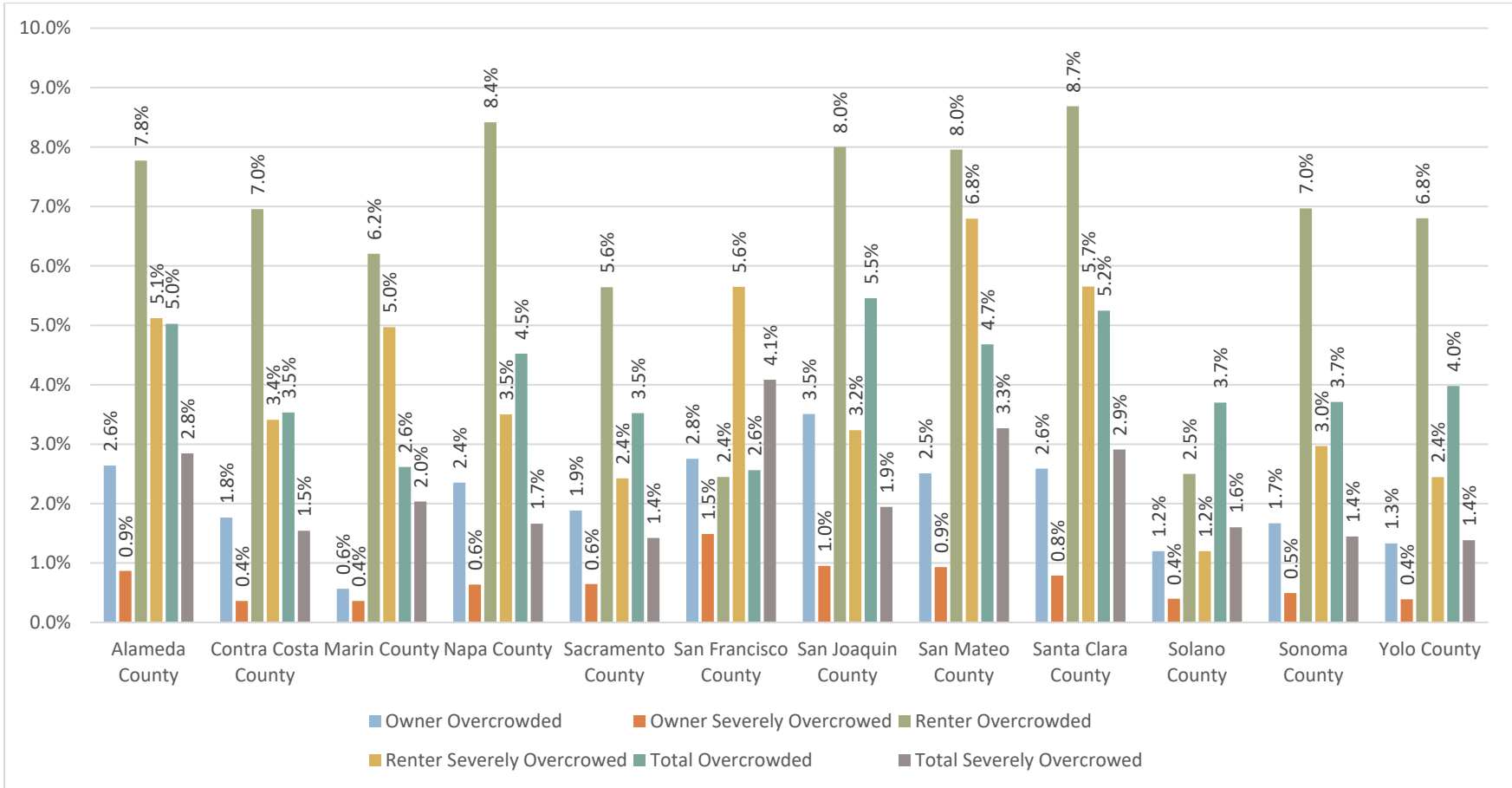
### Overcrowding

#### Regional Patterns

Overcrowding occurs when the number of people living in a household is greater than the home was designed to hold. The U.S. Census Bureau considers a household overcrowded when there is more than one person per room, excluding bathrooms, hallways, and kitchens, and severely overcrowded when there are more than 1.5 occupants per room. A typical home might have a total of five rooms that qualify for habitation under this definition (three bedrooms, living room, and dining room). If more than five people were living in the home, it would be considered overcrowded. Overcrowding is strongly related to household size, particularly for large households, and the availability of suitably sized housing. A small percentage of overcrowded units is not uncommon, and often includes families with children who share rooms or multi-generational households. However, as overcrowding is often related to the cost and availability of housing and can occur, as indicated in the rental vacancy and rental cost survey conducted by the City in September, 2021, when demand for affordable or larger units in a jurisdiction or region is high and supply is constrained by either low vacancy rates, high rents, or both, particularly for larger units. In such situations, overcrowding may result when two families or households occupy one unit to reduce housing costs (sometimes referred to as “doubling up”), or multiple non-related individuals share rooms, and in some circumstances may use the main living space as sleeping quarters, resulting in a person to rooms ratio over 1.0 - which is considered a fair housing issue.

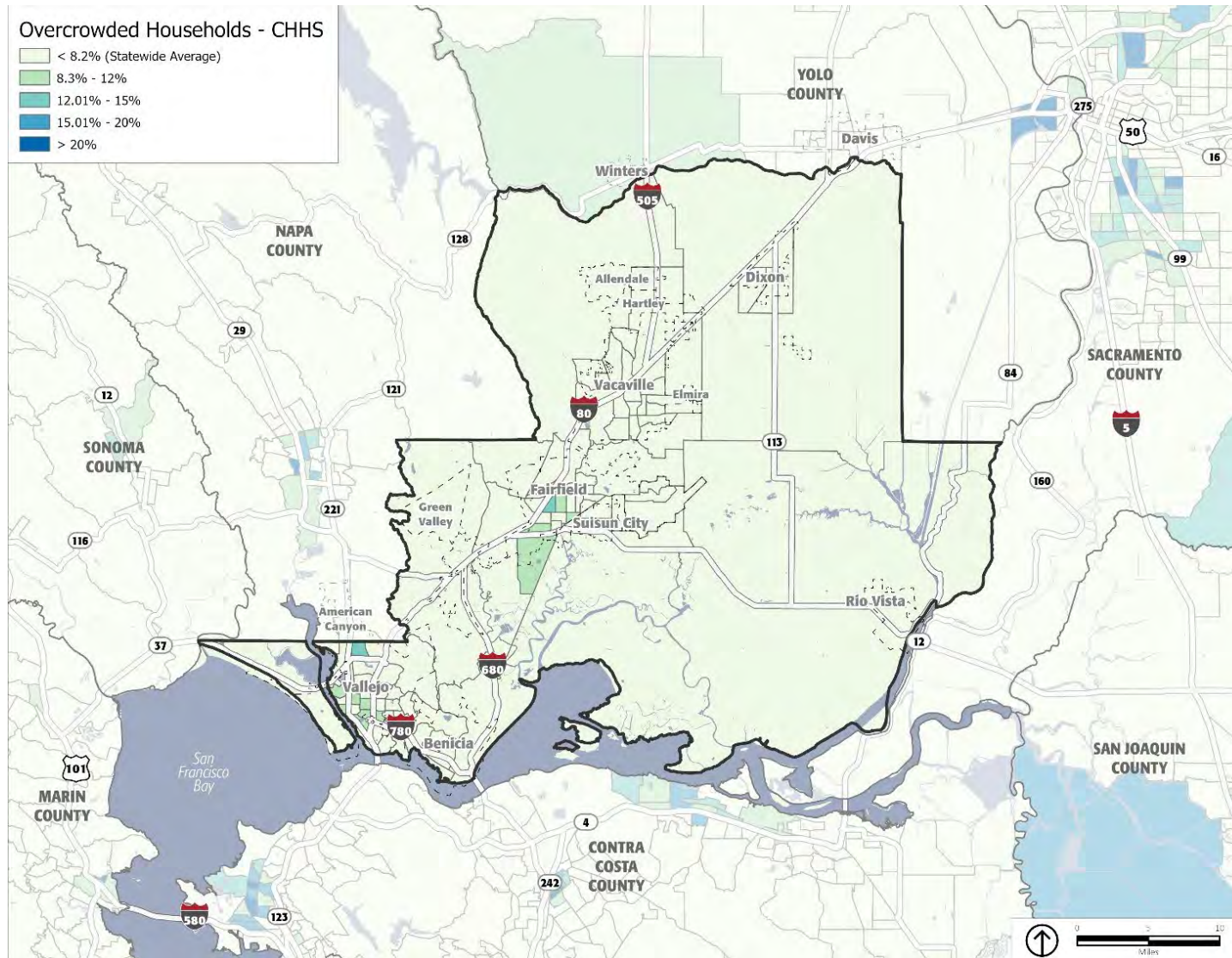
In Solano County, as shown in HNA Table 2-7, Overcrowding by Tenure, of the Housing Needs Assessment, approximately 3.7 percent of households experience overcrowding and 1.6 percent experience severe overcrowding. Overcrowding is a slightly greater problem among renter-occupied households, at 2.5 percent of these households, compared to 1.2 percent of owner-occupied households, but still remains well below the statewide average of 8.2 percent. Further, the overcrowding rates in Solano County are lower than the greater Bay Area, in which 4.4 percent of households are overcrowded and 2.8 percent are severely overcrowded. As shown in **Figure 3-36, Overcrowded Households in the Region**, there are very few areas of concentrated overcrowding in the county compared to jurisdictions to the south in the ABAG region. Solano County has significantly lower overcrowding rates, across tenures, than most Bay Area and Sacramento region counties (**Figure 3-37, Overcrowding Rates in the Region**). Typically, areas with higher rates of lower-income households and more dense housing types have higher rates of overcrowding, as is seen in census tracts adjacent to the San Francisco Bay and to the northeast in the City of Sacramento and southeast in the City of Stockton. The rate and pattern of overcrowding in Solano County reflects the suburban communities in the region, such as eastern portions of Contra Costa and Alameda Counties and all of Marin County. The relatively low rates of overcrowding in Solano County may indicate that there are more appropriately sized housing opportunities at a range of price points to meet housing demand than is found in more urbanized areas of the region.

**FIGURE 3-36: OVERCROWDING RATES IN THE REGION**



Source: 2015-2019 ACS

**FIGURE 3-37: OVERCROWDED HOUSEHOLDS IN THE REGION**



Source: California Health and Human Services (CHHS), 2020

### Local Patterns

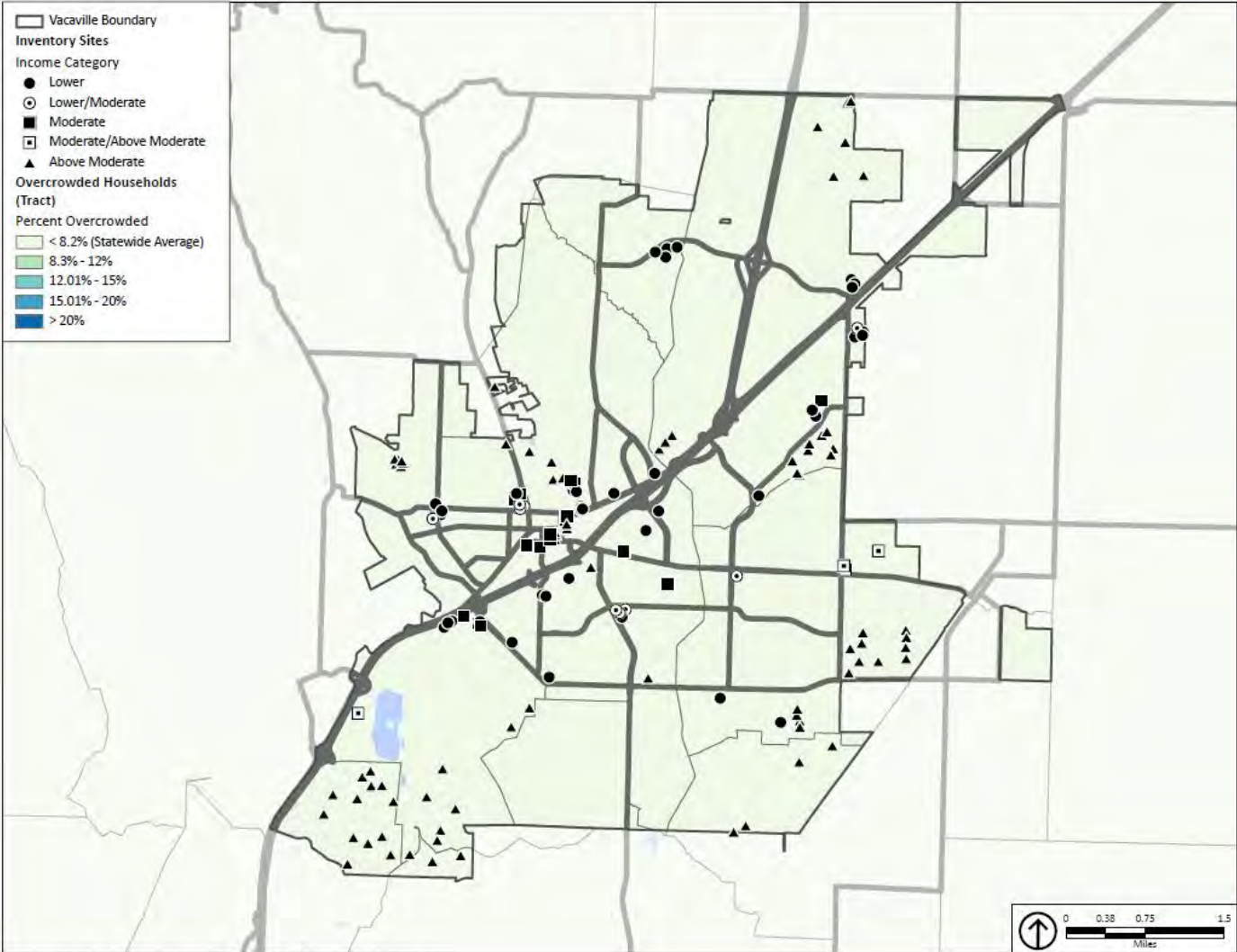
Overall, 3.2 percent of households (1,063) in Vacaville are considered overcrowded, a lower rate than both the countywide and ABAG region rates. Of these households in the city, 68.4 percent (727) are overcrowded and 31.6 percent (226) are considered severely overcrowded. In Vacaville, overcrowding is seen more amongst those that are renting, with renters comprising 59.6 percent (634) of total overcrowded households, which is approximately 5.1 percent of renters. In comparison, 2.1 percent of homeowners (429), which is 40.4 percent of total overcrowded households, are living in overcrowded conditions. As presented in HNA Table 2-7, Overcrowding by Tenure, 11.9 percent (51) of overcrowded homeowner households are severely overcrowded, which accounts for 15.2 percent of total severely overcrowded households, and 4.8 percent of total overcrowded households in Vacaville. In contrast, 45.0 percent (285) of overcrowded renter households are severely overcrowded, accounting for 26.8 percent of total overcrowded households and 84.8 percent of all severely overcrowded households in Vacaville.

Overcrowding also impacts lower-income households at a slightly higher rate proportionally although not necessarily numerically. According to Comprehensive Housing Affordability Strategy (CHAS) data, lower-income households experience overcrowding at a higher rate than moderate- and above-moderate-income households.: 4.9 percent (241) of low-income households with incomes between 51 and 80 percent of AMI; 2.3 percent (65) of very low-income households with incomes between 31 and 50 percent of AMI; and 4.6 percent (138) of extremely low-income households with incomes between 0-30 percent of AMI; comprising 1.4 percent of the total city households, experience some level of overcrowding, compared to 2.0 percent (64) of households with incomes between 81 and 100 percent of the Area Median Income (AMI); and 1.6 percent (295) of households earning an income above the AMI who experience some level of overcrowding. Severely overcrowded conditions exist in 0.4 percent (74) of households earning above the AMI, 0.5 percent (16) of households earning between 81 and 100 percent of the AMI, 0.7 percent (34) of low-income households, and 1.3 percent (39) of extremely low-income households. However, there were no very low-income households reported as experiencing severe overcrowding.

Despite these variations between homeowner and renter household overcrowding patterns, as well as the interrelationship between income and overcrowding, there are no distinct areas of spatially concentrated overcrowding in Vacaville, as shown in **Figure 3-38, Overcrowding Rates in Vacaville**. However, there are special needs groups that may also be disproportionately impacted by overcrowding, including large households. The incidence of large family households in Vacaville, presented in HNA Table 2-6, Households by Size 2019, is lower than most of the other cities in Solano County, at 12.0 percent of households as compared to a countywide representation at 13.6 percent but still higher than the 10.2 percent throughout the ABAG area. Approximately 62.8 percent of large households are owners, indicating a need for more large ownership units than large rental units. To meet the needs of large families in Vacaville, approximately 69.0 percent of the housing stock has three or more bedrooms. The majority of these larger units, 77.7 percent, are owner-occupied, comprising 86.1 percent of all ownership housing stock. Of the total rental stock in the city, 40.4 percent of the units have three or more bedrooms, comprising 15.3 percent of the total housing units in the city. A 2021 survey of rental listings in Vacaville, shown in HNA Table 2-28, Rental Rates 2021, indicates that the median market rate rent for two-bedroom and

larger units is \$2,759 per month, ranging from \$1,825 to \$3,549, generally above the affordability of a low-income household. Therefore, lower-income large households may experience challenges in finding adequately sized units within their affordability range which may result in overcrowded living conditions.

FIGURE 3-38: OVERCROWDING RATES IN VACAVILLE



Source: California Health and Human Services (CHHS), 2020

While there are no concentrated areas of overcrowding in Vacaville, any household that is experiencing overcrowding, with the possible exception of households with children sharing a room by choice, has a disproportionate need for affordable, larger housing units and is at risk of displacement from their housing unit or community. However, by encouraging and supporting the development of a diverse range of housing types, the City will increase housing mobility opportunities for all household types and incomes (**Program HE-3**).

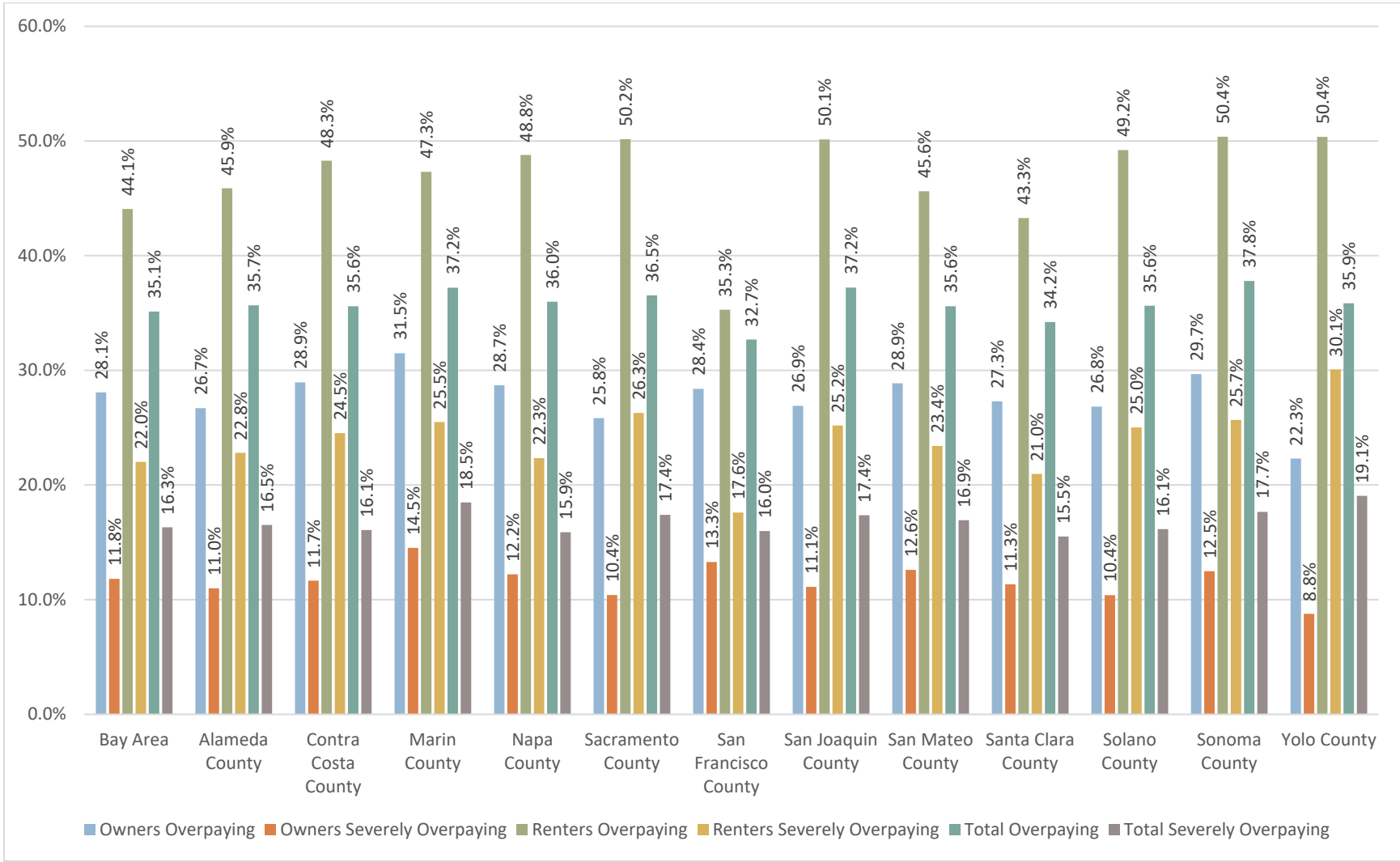
### Overpayment

#### Regional Patterns

HUD considers housing to be affordable for a household if the household spends less than 30.0 percent of its income on housing costs. A household is considered “cost-burdened” if it spends more than 30.0 percent of its monthly income on housing costs, while those who spend more than 50.0 percent of their income on housing costs are considered “severely cost-burdened.” In the Bay Area, approximately 35.1 percent of all households were cost-burdened in 2019, and 16.3 percent were severely cost-burdened (**Figure 3-39, Overpayment Rates in the Region**). Of these households, a significantly larger proportion of renters experienced overpayment than owners. This trend can be seen throughout both the Bay Area and Sacramento region, on average 27.7 percent of owners and 47.1 percent of renters are cost burdened, and 11.6 percent of owners and 24.1 percent of renters are severely cost burdened. In comparison, in Solano County, 26.8 percent of owners and 49.2 percent of renters are cost burdened and 10.4 percent of owners and 25.0 percent of renters are severely cost burdened. While owner overpayment rates in Solano County are slightly lower than the regional average, renter overpayment rates are slightly higher. This reflects feedback from stakeholders and service providers throughout the region that reported a shortage of rental opportunities resulting in disproportionately high prices for tenants.



**FIGURE 3-39: OVERPAYMENT RATES IN THE REGION**



Source: CHAS 2014-2018

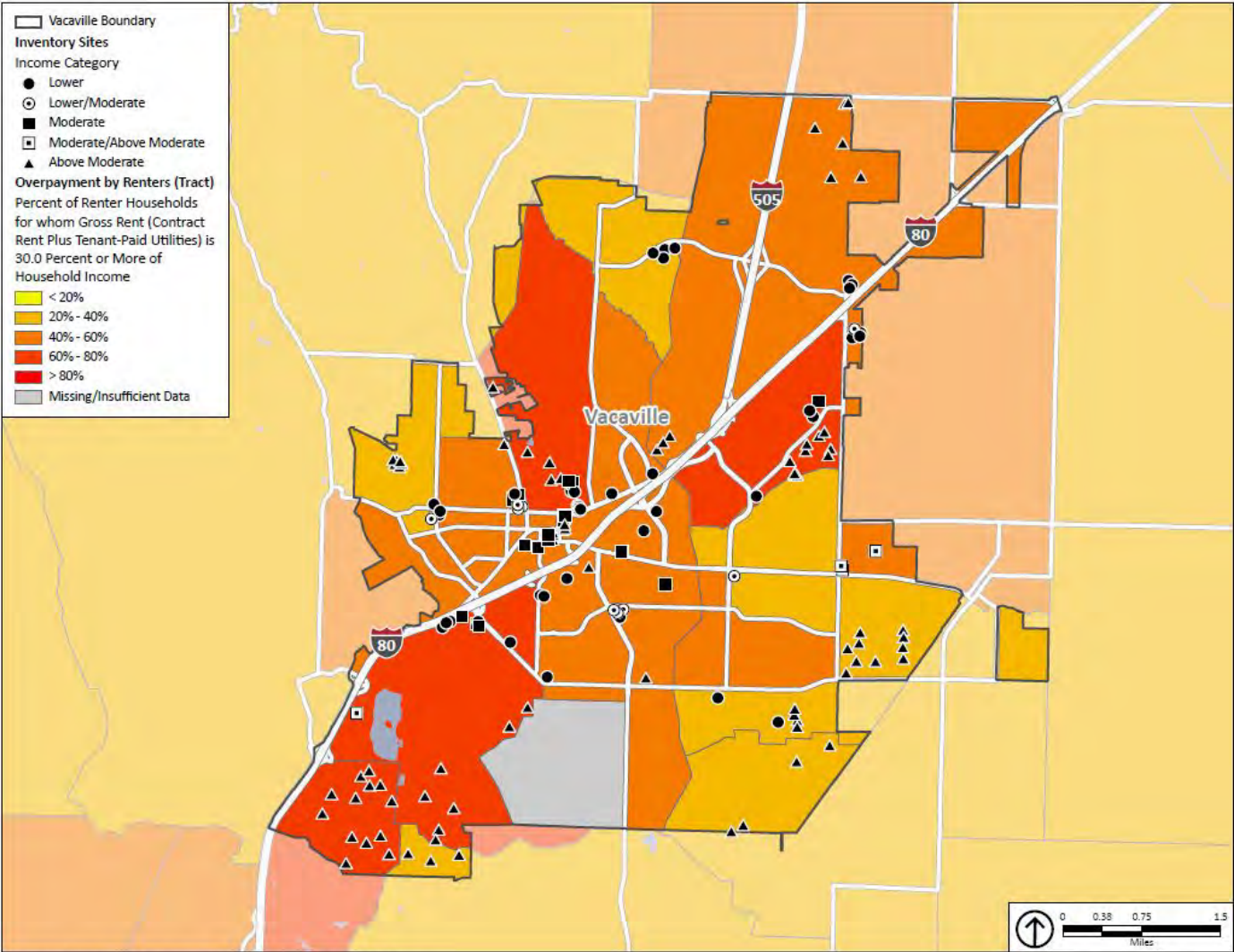
### Local Patterns

In Vacaville, approximately 22.0 percent of households are cost burdened, and 13.8 percent are severely cost burdened, for a total of 35.8 percent of the households experiencing some level of overpayment. When looking at overpayment across tenure in Vacaville, homeowners typically experience cost burdened at lesser rate than renters. Approximately 25.8 percent of homeowners in Vacaville are overpaying for housing, while 53.9 percent of renters are cost burdened. This pattern holds across severity of overpayment, with 31.3 percent of renters spending 30 to 50 percent of their income on housing, compared to 16.9 percent of those that own. Further, 22.5 percent of renters are severely cost burdened, compared to 8.9 percent of homeowners.

In many circumstances, overpayment is closely tied to income and lower-income households are most at risk of displacement due to overpayment, as presented in HNA Table 2-12, Lower-Income Households Overpaying. Of lower-income households in Vacaville, approximately 32.4 percent are overpaying, and 41.3 percent are severely overpaying. In contrast, of Vacaville residents making more than 100.0 percent of the AMI, 11.1 percent are overpaying, and 0.6 percent are severely overpaying. Of the severely cost-burdened lower-income households, 60.5 percent are renters and 39.5 percent are owners.

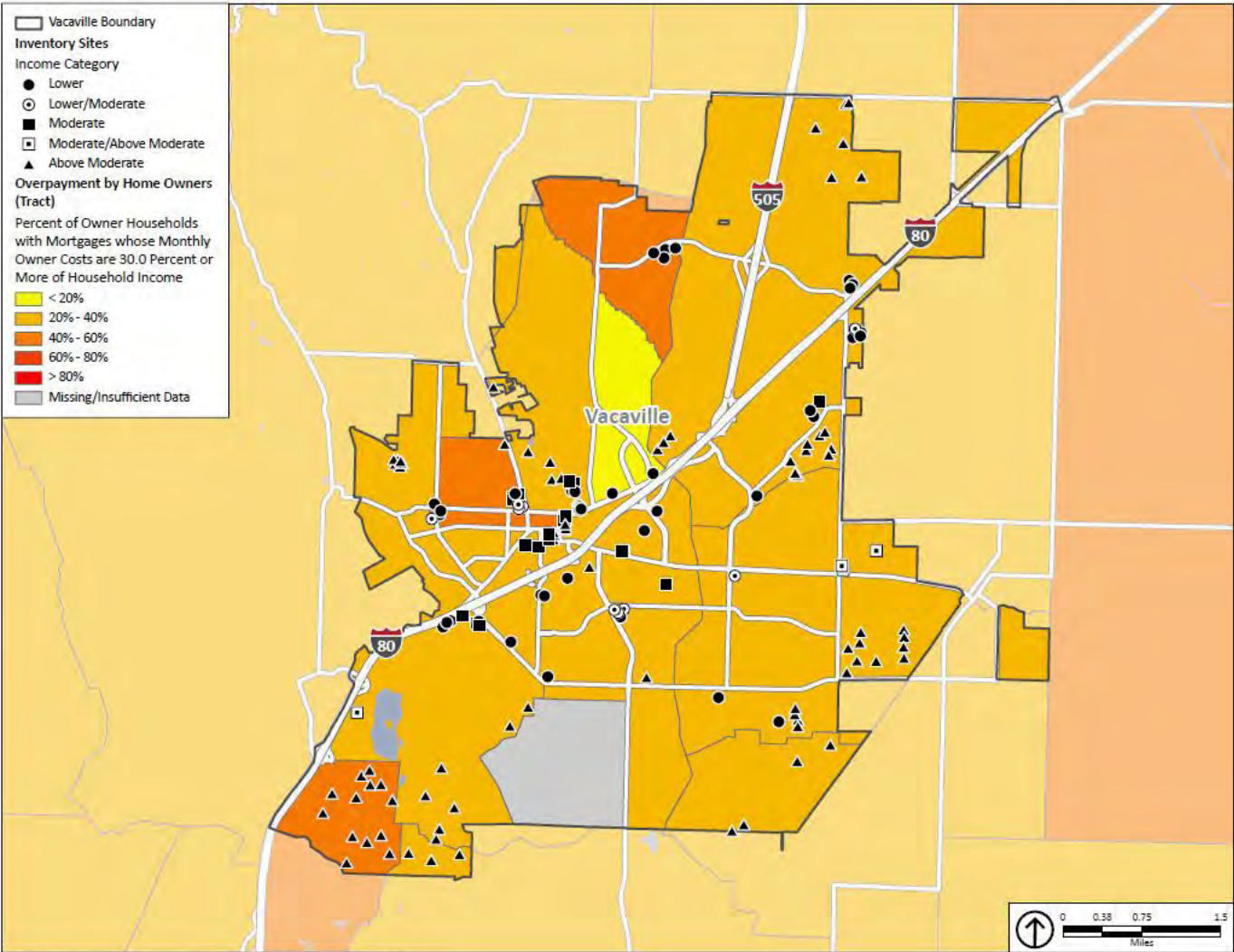
In Vacaville, as is found in other jurisdictions, the lowest-income households are most at risk of displacement due to overpayment. Among the extremely low-income category of households, which account for 9.2 percent of the city's households, 80.7 percent overpay for housing. Approximately 44.7 percent of cost-burdened renters in Vacaville are considered extremely low-income, compared to 24.9 percent of cost-burdened homeowners. Further, approximately 68.3 percent of extremely low-income renters are severely cost burdened, compared to 59.7 percent of extremely low-income homeowners. This indicates that, while renters are more likely to experience cost burden, overpayment is particularly prevalent among lower-income households. As discussed in the Overcrowding analysis, higher poverty rates and, generally, higher overcrowding rates, are found in the city's lower-income neighborhoods along the north side of I-80. Generally, the areas with poverty levels greater than 10.0 percent also correlate with higher rates of rental overpayment rates, between 40.0 and 80.0 percent (**Figure 3-40, Renter Overpayment in Vacaville**). However, areas of poverty over 10.0 percent do not consistently align with the highest rates of homeowner overpayment, which most frequently occur in neighborhoods adjacent to I-80 (**Figure 3-41, Homeowner Overpayment in Vacaville**).

FIGURE 3-40: RENTER OVERPAYMENT IN VACAVILLE



Source: American Community Survey (ACS), 2015-2019

FIGURE 3-41: HOMEOWNER OVERPAYMENT IN VACAVILLE



Source: American Community Survey (ACS), 2015-2019

Economic disparities between different demographic groups may also contribute toward a higher risk of housing insecurity, displacement, or homelessness. In Vacaville, Asian residents report the lowest rate of overpayment, at 29.1 percent, followed by White Non-Hispanic residents at 32.9 percent, and residents that identify as “Other or Multiple Races” at 34.0 percent. A higher incidence of overpayment is reported by Hispanic and Latinx residents, at 42.0 percent, and Black or African American residents, at 47.2 percent. Generally, these patterns are also reflected geographically in Vacaville. For example, Trower Park neighborhood, northwest of the Alison Drive exit from I-80, has a diversity index ranging from 75.2 to 93.2, and 80.0 percent of renters reporting overpayment, though only 24.9 percent of homeowners report overpayment. Similarly, south of I-80 near the same exit, the tract has a diversity index score ranging from 76.9 to 87.1, and 50.8 percent of renters and 35.1 percent of homeowners report overpayment. The exception to these patterns is in Leisure Town, a retirement community adjacent to the Vacaville Premium Outlets. In Leisure Town, 63.0 percent of renters and 62.7 percent of homeowners report overpaying for housing. While this area does have a high rate of poverty (39.5 percent), likely due to many residents relying on fixed incomes, there is relatively low diversity compared to other areas of high overpayment, with 81.5 percent of the population identifying as White Non-Hispanic.

Special-needs groups that may be disproportionately affected by high housing costs include large families, single-parent households, and seniors. As discussed in the Overcrowding analysis, large family households often face housing challenges due to a lack of adequately sized affordable housing available. The higher costs of homes with multiple bedrooms can result in larger families experiencing a disproportionate cost burden and increase the risk of housing insecurity. In Vacaville, 25.4 percent of the total large households in the city are lower-income. Of large family households, 16.1 percent are cost burdened and 11.8 percent of large households are severely cost burdened. The ACS also reports that single-parent households comprise 18.0 percent of the total households in Vacaville, the majority of which are female single parents. Of female-headed, single-parent households, 11.3 percent are below the poverty threshold, indicating that these households may have to spend a greater percentage of their income on housing and are at risk for displacement without assistance.

Seniors, comprising 25.0 percent of Vacaville’s households, often face increased displacement risk due to overpayment as this population more frequently relies on fixed incomes, such as retirement savings or social security, as is seen in the Leisure Town community. As presented in HNA Table 2-31, Senior Households by Income Level Overpaying for Housing, approximately 19.6 percent of seniors are cost burdened and 19.1 percent are severely cost burdened, constituting 38.7 percent of the total senior households in Vacaville. Approximately 13.3 percent of seniors are extremely low-income, of whom, 14.0 percent are cost burdened, and 62.7 are severely overburdened. In comparison, of seniors that earn an income above the AMI, 11.9 percent are cost burdened and 0.6 percent are severely cost burdened.

The sudden loss of employment, a health care emergency, or a family crisis can quickly result in a heavy cost burden, with limited affordable options available, putting these populations at greater risk of displacement due to overpayment or overcrowding. Residents finding themselves in one of these situations may be forced to choose between commuting long distances to their jobs and schools or moving out of the region. To reduce displacement risk as a result of overpayment, the City has identified the following programs:

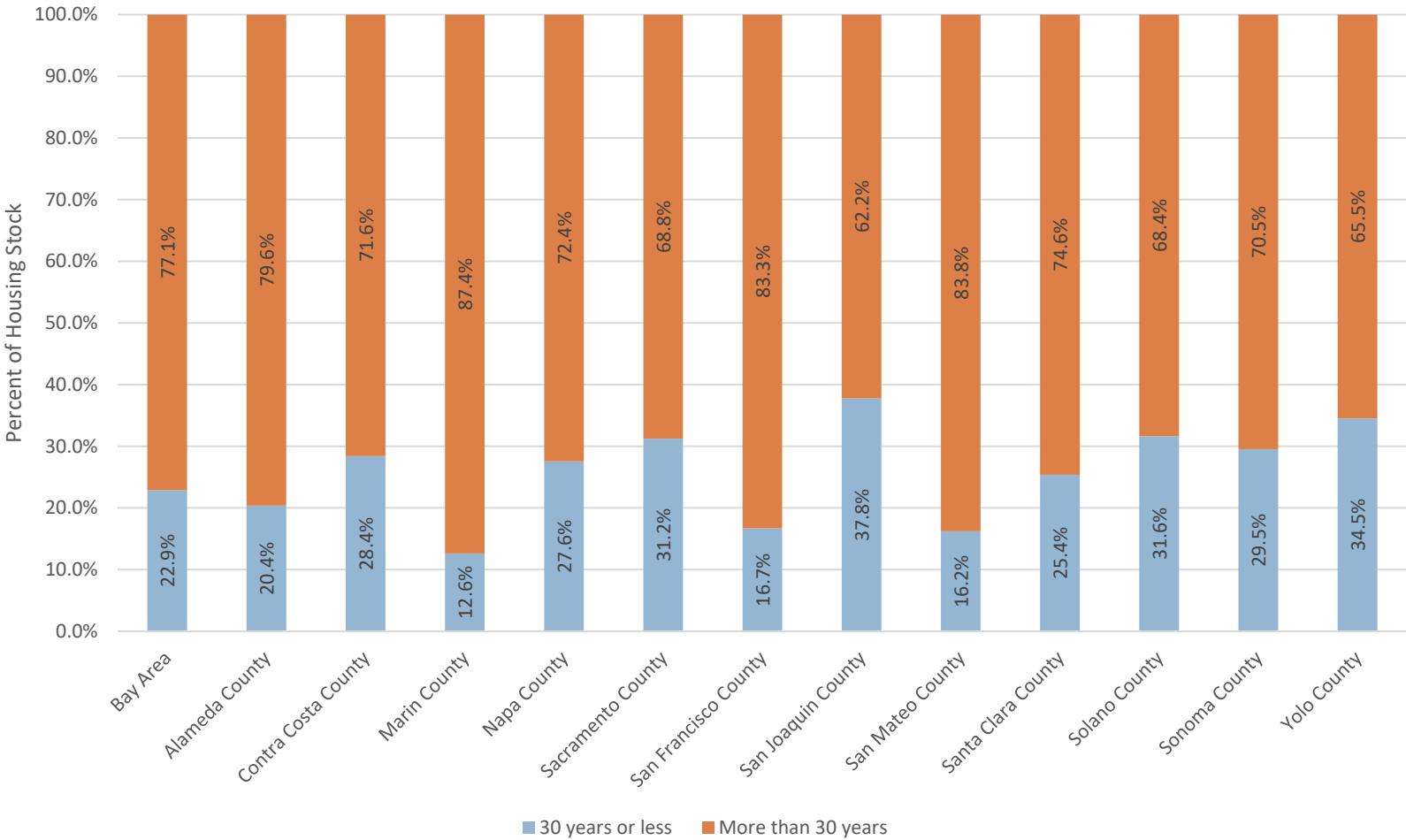
- Incentivize construction of affordable units (**Program HE-5**);
- Promote a range of housing types (**Program HE-3**);
- Educate housing providers on benefits of marketing to Section 8 HCVs (**Program HE-33**);
- Encourage the construction ADUs, particularly in areas of concentrated affluence or single-family homes (**Program HE-4**); and
- Develop a program to connect lower-income households with housing opportunities (**Program HE-34**).

### Substandard Housing

#### Regional Patterns

As discussed in the Housing Needs Assessment, housing condition can be an indicator of quality of life. Substandard conditions present a barrier to fair housing as occupants are susceptible to health and safety risks associated with poor housing conditions, as well as at risk of displacement if conditions make the unit uninhabitable or if property owners must vacate the property to conduct repairs. As housing units age, they deteriorate without ongoing maintenance, which can present a fair housing issue for occupants, reduce property values, and discourage private reinvestment in neighborhoods dominated by substandard conditions. Typically, housing over 30 years is more likely to need repairs or rehabilitation than newer units. As shown in **Figure 3-42, Age of Housing Stock in the Region**, approximately 31.6 percent of housing units in Solano County are older than 30 years and may need repairs. This is notably higher than the Bay Area as a whole, where 22.9 percent of units are older than 30 years but is comparable to individual jurisdictions in the ABAG and Sacramento regions, including Sacramento, Sonoma, and Yolo Counties. However, with the exception of San Joaquin and Yolo Counties, all other counties in the region have a younger housing stock than Solano County. This may indicate a greater need for rehabilitation in Solano County compared to the greater region. Within individual Solano County jurisdictions, this need has informed the inclusion of several programs in each Housing Element, including rehabilitation assistance, relocation assistance, and more.

**FIGURE 3-42: AGE OF HOUSING STOCK IN THE REGION**



Source: 2015-2019 ACS

### Local Patterns

Approximately 61.3 percent of housing units in Vacaville were built prior to 1990. Typically, homes older than 30 years are more likely to need repairs, regular maintenance, or rehabilitation. Of the multifamily complexes in Vacaville, 20.9 percent have been built since 2000, 37.6 percent were built between 1980 and 1999, 37.6 percent were constructed between 1960 and 1979, and 3.9 percent were constructed prior to 1960. Additionally, the majority of mobile homes in Vacaville, 60.0 percent, were built between 1950 and 1979, making them an age that may indicate a need of replacement or rehabilitation. Mobile homes typically deteriorate more rapidly than stick-built homes, and as such, are more likely to need significant repairs as they age to maintain conditions. Therefore, the City will improve communication of rehabilitation assistance programs currently available for lower-income households to alleviate substandard conditions before reaching a point of inhabitability (**Programs HE-25 and HE-28**).

A Housing Element Conditions Windshield Survey was conducted by City staff in April 2022. Nine areas in the city were surveyed for exterior conditions and rated according to overall condition of homes, overall condition of yards, and overall condition of neighborhood. The areas surveyed included Silvey Acres; ABC Streets; Fairmont Subdivision, west of Peabody Road; Fairmont Subdivision, east of Peabody Road; West Monte Vista Avenue; the area bounded by Albacete Drive, S. Orchard Avenue, Walnut Avenue, and Camellia Way (Albacete Drive neighborhood); the Hemlock and Fir Street neighborhood; and the Rocky Hill/Markham area. The age of the surveyed housing stock ranged from the 1940s in the Albacete Drive neighborhood to the Fairmont Subdivision, built between the 1960s and 1980s. The primary home types in most neighborhoods were small, single-story homes with detached garages or carports, though duplex units are the primary housing type in the Hemlock and Fir Street neighborhood and deed-restricted, affordable apartments in the Rocky Hill/Markham area. The units in most neighborhoods were found to be in fair to good condition, with the need for painting and siding repair, yard condition, and vehicle control the most prevalent issues. In Silvey Acres, overall conditions were found to be poor to fair, with approximately 25.0 percent of homes identified as having a more acute need for rehabilitation, such as rotting siding and sagging front porches, as well as presence of vehicles parked in overgrown yards. This area has also been discussed previously as having high rates of renter overpayment, a low median income, and high diversity rates with a predominance of Hispanic households. In the Rocky Hill/Markham area at Gable Avenue, two of the affordable multifamily complexes, providing 114 affordable units, were identified as being in poor condition. In general, the survey found that many neighborhoods could benefit from Code Enforcement, particularly for vehicles and weeds. To address identified needs, the City has included **Program HE-25** to implement, as funding allows, a proactive code enforcement program and work with owners of the affordable complexes identify funding to improve conditions.

According to the 2015-2019 ACS and CHAS data, approximately 17.2 percent of the households experience one or more of the following conditions: lacks complete kitchen, lacks complete plumbing, is severely overcrowded, or is severely cost burdened. While a large portion of this estimate likely includes households that are overcrowded or cost-burdened, but do have a complete kitchen and plumbing, it can be assumed that at least a portion are living in units without these basic facilities, which are indicators of substandard housing conditions. CHAS data estimates that 0.1 percent of homeowner households were living in a unit without complete kitchen facilities, and 0.3 percent



without complete plumbing. Approximately 1.6 percent of renters lived in units lacking complete kitchens and 0.4 percent without complete plumbing facilities. Due to the relatively low incidence of kitchen or plumbing problems, most of the households experiencing substandard conditions are attributed to either severe overcrowding, severe overpayment, or both.

### Homelessness

In 2022, Housing First Solano, with the support of the Community Action Partnership (CAP) Solano Joint Powers Authority (JAP), conducted a Point-in-Time (PIT) survey of Solano County. This count, conducted in January in communities across the county, assesses the size and characteristics of the homeless population. Typically, the PIT survey is conducted in person every two years to estimate both the sheltered and unsheltered population. In 2022, the survey counted 139 unsheltered residents and 33 sheltered residents in Vacaville, accounting for approximately 14.5 percent of the unsheltered population in Solano County and 14.6 percent of the total homeless population (unsheltered and sheltered). The homeless population in Solano County as a whole has increased from 1,151 persons in 2019 to 1,179 in 2022, though the population peaked at 1,232 in 2017.

Of the total homeless population in 2019, approximately 78.0 percent were unsheltered, 73.0 percent had been homeless for less than a year compared to 6.0 percent that had been homeless or more than three years, and 16.5 percent were chronically homeless, meaning they had been homeless for a year or longer or had experienced at least four episodes of homelessness, totaling 12 months in the last three years.

The 2019 PIT surveyed for the following protected characteristics: veteran status, race and ethnicity, disability status, and age. However, the 2022 PIT does not report the proportion of the homeless population that identifies as each racial or ethnic group. Therefore, **Table 3-8, Demographic Composition of Homeless Population, 2019**, identifies the proportion of each of these protected characteristics from the 2019 PIT compared to the proportion of each jurisdiction's population, to identify whether any protected classes are disproportionately represented as part of the homeless population. The percentages for a protected characteristic population in **bold** are overrepresented in the homeless population compared to that jurisdiction's total population. Without data available at the jurisdiction level, it is assumed that the percentages of each protected class apply to the local homeless population.

**TABLE 3-8: DEMOGRAPHIC COMPOSITION OF HOMELESS POPULATION, 2019**

Protected Characteristic	Homeless Population	Benicia	Dixon	Fairfield	Rio Vista	Suisun City	Vacaville	Vallejo	Uninc. Solano County
Veteran	13.0%	7.7%	8.0%	9.4%	19.4%	11.4%	12.4%	7.8%	10.0%
Senior	18.0%	19.8%	12.9%	12.2%	48.9%	11.7%	14.0%	15.8%	21.5%
Disabled	31.0%	11.1%	11.1%	11.6%	26.2%	12.5%	11.8%	12.5%	12.7%
White	39.0%	65.1%	45.0%	31.5%	74.8%	26.0%	50.5%	24.1%	55.1%
Black	37.0%	3.2%	1.9%	14.8%	7.6%	20.9%	9.5%	19.7%	5.5%
American Indian or Alaska Native	3.0%	0.0%	0.5%	0.4%	0.2%	0.4%	0.4%	0.1%	0.3%
Asian / Asian Pacific Islander	7.0%	11.4%	5.4%	17.8%	7.5%	20.0%	84.0%	24.2%	5.5%
Multi-racial or other	14.0%	7.5%	4.8%	6.2%	1.8%	4.9%	6.4%	5.6%	3.3%
Hispanic/Latinx	16.0%	12.8%	42.4%	29.3%	8.1%	26.8%	24.8%	26.3%	30.2%

Sources: Housing First Solano PIT, 2019; ABAG Data Packets, 2021; 2015-2019 ACS

As seen in **Table 3-8, Demographic Composition of Homeless Population, 2019**, all protected characteristics are overrepresented in the majority of Solano County jurisdictions, with individuals with disabilities, American Indian or Alaska Native residents, and residents that identify as multi-racial or another race being overrepresented in all Solano County jurisdictions. It is likely that these proportions have not changed significantly since 2019, though the City has included **Program E-29** to continue to monitor overrepresentation and target resources as needed.

Approximately 30.0 percent of homeless individuals that responded to the survey reported that they believe employment assistance would have prevented homelessness for them, approximately 25.0 percent reported alcohol and drug counseling as a prevention tool, 24.0 percent reported rent or mortgage assistance, and 21.0 percent reported mental health services. For those that were interested in receiving assistance, 20.0 percent did believe they were eligible, 13.0 percent reported that paperwork for assistance was too difficult, and 11.0 percent reported that not having a permanent address was a barrier to assistance.

Homelessness is often a cross-jurisdictional issue, as represented by individuals reporting sleeping in multiple jurisdictions within the year. Therefore, the City participates in, and offers, several homelessness resources and programs that are available regionally and locally, including:

- Countywide Resources and Services:
  - **Shelter, Inc:** A Bay Area nonprofit focused on assisting residents experiencing or at risk of homelessness through wrap-around services, including assistance in searching for housing, skill building, and more. Shelter, Inc focuses their programs on three primary areas:
    - ***Inspiring People - Preventing Homelessness:*** Through donations, volunteer work, and partnerships with rental property managers and owners, Shelter, Inc. to create opportunities for employment and housing.
    - ***Changing Lives – Ending the Cycle of Homelessness:*** Includes a variety of services including eviction prevention through one-time financial assistance for move-in or stay-in costs, interim housing, long-term housing, and low-income housing. Shelter, Inc. provides case management, employment assistance, and assistance through the housing search process to help individuals and families end their personal challenge with homelessness.
    - ***Ending Homelessness – Providing Affordable Housing:*** Provides ongoing resources and referrals to help reduce the risk of homelessness.
  - **Resource Connect Solano:** Provides assessment and referral services for individuals and families experiencing or at risk of homelessness and to identify the most appropriate response and services need to an individuals’ needs.
  - **211 Solano:** A one-stop-shop to connect Solano County residents with services including food, housing, substance abuse recovery support, medical and emotional counseling and services, and more.
  - **Homeless Outreach Partnership and Engagement (HOPE) Team:** Coordinated by the Solano County Behavioral Health Services Department to go to homeless encampments to engage with homeless residents and offer mental health support.
  - **Street Medicine Outreach Team:** A branch of the HOPE Team that has a medical team including a medical prescriber, clinician, and a specialist for psychiatric intervention and engagement to provide services in homeless encampments.
  - **Beck Mental Health Facility:** Located in Fairfield but available to all Solano County residents, the County is constructing a new mental health residential treatment facility for adults either on jail diversion, homeless, or at risk of becoming homeless.

- **Fair Haven Commons:** Located in Fairfield but available to all Solano County residents, the County is constructing 72 affordable apartments that will include 44 permanently supportive units for homeless residents and those with mental health needs.
- **Sacramento Street Apartments:** Located in Vallejo but available to all Solano County residents, the County is constructing 75 affordable apartments that will include 23 permanently supportive units for homeless residents and those with mental health needs.
- **Community Action Partnership of Solano (CAP Solano) JPA:** Provides oversight and coordination of homeless services and secures and distributes funding to support projects to end homelessness. CAP Solano JPA provides oversight and coordination of homeless and safety net services to the residents of Solano County including funding for the following regional services to assist ELI households. The 2022 funding was awarded to Catholic Charities (\$13.3 million) for Emergency Rental Assistance Program (ERAP) and the Vacaville Police Department (\$113,150) for Homeless Housing, Assistance and Prevention (HHAP).
- **Housing First Solano:** Coordinates multi-agency coordination to end homelessness and provides connections to housing, jobs, and medical resources for persons experiencing homelessness.
- **Food Bank of Contra Costa and Solano:** Distributes perishable and non-perishable foods to residents throughout Contra Costa and Solano Counties through partnerships with local foodbanks and service organizations. Programs include the College Pantry Program to serve junior and four-year colleges as well as adult education schools, delivery of fresh produce and shelf-stable pantry staples to local communities through the Community Produce Program and Community Produce Program Plus, drive through distribution centers for local fresh and non-perishable foods, distribution of lunch and after-school foods to low-income schools through the Farm2Kid Program, provision of healthy foods at elementary through high schools where more than half of students receive free or reduced-price lunch, and a mobile food pharmacy for patients who have prescription for healthy shelf-stable foods from a medical provider. Physical locations are in Vallejo, Fairfield, Rio Vista, and Dixon, with mobile and distribution programs throughout the county.
- **Fighting Back Partnership** provides limited financial assistance to address delinquent rent, utility payments, and emergency food. In addition to, case management support that includes linkages and referrals to support services and benefits assistance.
- My Friend’s House Shelter Program is an 8-bed 90-day emergency and transitional shelter in Vacaville serving Solano County youth (18-24), available services include shelter and case management.

- Local Resources and Services:
  - **Resource Connect Solano:** Meetings on the first Friday (4:00 pm – 6:00 pm) and second Tuesday (12:00 pm – 2:00 pm) each month with representations for assessment into the system. Drop in, or by appointment, at Church of the Epiphany, 300 West Street, Vacaville.
  - **Vacaville Solano Services Corporation:** Provides a range of services, including transitional and alternative housing, support services, mentorship and volunteer programs to assist women, men, families and transitional age youth break the cycle of homelessness and achieve self-sufficiency.
    - Partners with **Resource Connect Solano** help clients access housing and supportive services. Using the Coordinated Entry System, RCS identifies and facilitates the most appropriate response to each individual's immediate and long-term housing needs.
    - **Opportunity House Shelter** provides a clean, safe environment, working with a dedicated case manager. Residents participate in daily group meetings on topics such as personal finance, parenting, and recovery support in order to build important life skills needed to sustain a healthy life outside of the shelter (52 beds).
  - **The Vacaville Storehouse:** A food distribution center for families in need, free of charge. Assistance is also available for any homeless persons in Vacaville.
  - **Food Resources:** Several churches provide food for homeless individuals including Epiphany Church, Thrive Church, St. Paul Church, and First Baptist Church of Vacaville.

In Vacaville, there are several established encampments, including along Ulatis Creek, under various bridges and overpasses, and in open fields. The Solano County Behavioral Health Department provides targeted outreach to Vacaville's homeless population with on-site visits at encampments and accessible areas to offer resources. Opportunity House also provides targeted outreach to the homeless population by offering mail delivery, food, and shelter options. The Vacaville Police Department continues to be dedicated to outreach to homeless individuals and is actively providing local shelter, medical assistance, and resources to those who are in need.

Until recently, the Vacaville Police Department (VPD) had a special unit named the Community Response Unit (CRU) whose mission was to address quality-of-life issues within the community, including reaching out to homeless individuals. VPD partnered and contracted with the Vacaville Solano Services Corporation and, when feasible, case managers from the Opportunity House Shelter would ride with officers to engage with homeless individuals and build relationships and trust with these individuals. VPD also partnered with Shelter Inc. to provide emergency housing to those in need of shelter and the Solano County Behavioral Health Department to assist with

engaging homeless individuals. This allowed those who are homeless to have access to both medical and psychiatric treatment if needed and to access countywide resources.

Due to current staffing, VPD has temporarily suspended CRU. However, reinstating the unit is a priority and VPD plans to bring it back as soon as staffing allows it. When CRU is resurrected, Vacaville PD hopes to expand previous efforts by partnering with Opportunity House to provide wrap-around services to those who are ready to receive help and support. The wrap-around program will include follow-up programs such as detoxification and rehabilitation services, employment assistance, and long-term housing placement.

To address homelessness locally and throughout the region, **Programs HE-29, HE-30, HE-31, and HE-32** have been included to address homelessness, including coordinating with other Solano County jurisdictions to increase the availability of emergency shelters, transitional housing, and homelessness service generally as well as develop targeted assistance and outreach for overrepresented populations.

### Displacement Risk

A combination of factors can result in increased displacement risk, particularly for lower-income households. These factors include those listed previously, as well as vacancy rates, availability of a variety of housing options, and increasing housing prices compared to wage increases. The Urban Displacement Project, a joint research and action initiative of the UC Berkeley and the University of Toronto, analyzes income patterns and housing availability to determine the gentrification displacement risk at the census tract level. Six displacement typologies exist in Solano County:

- **Low-Income/Susceptible to Displacement:** These tracts are predominantly low- or mixed-income, susceptible to changes if housing prices increase.
- **Ongoing Displacement:** These tracts were previously low income, before seeing a significant loss of low-income households between 2000 and 2018.
- **At Risk of Gentrification:** These are low- or mixed-income tracts with housing affordable to lower-income households; however, the tract has seen increases in housing costs or rent values at a greater rate than regional increases or resulting in a larger rent gap locally than regionally.
- **Stable Moderate/Mixed Income:** These tracts are predominantly occupied by moderate-, mixed-moderate, mixed-high, or high-income households.
- **At Risk of Becoming Exclusive:** These tracts are also predominantly occupied by moderate, mixed, or high-income households, with housing affordable to middle- to high-income households but ongoing increases in prices.

- **Stable/Advanced Exclusive:** These are high-income tracts with housing only affordable to high-income households, and marginal or rapid increases in housing costs.

According to the Urban Displacement Project, central Vacaville is considered “Low-Income/Susceptible to Displacement,” while neighborhoods closer to city limits are largely considered “At Risk of Becoming Exclusive,” with some areas of “Stable Moderate/Mixed Income.” However, dramatic increases in home and rental prices have impacted residents throughout Vacaville, though renters are typically disproportionately burdened by housing market increases in annual rate increases, compared to homeowners who have fixed-rate mortgages.

According to the Zillow Home Value Index (ZHVI), the average home value in Vacaville has increased by 146 percent between December 2012 and December 2021, from \$248,000 to \$611,000, for an average increase of approximately 16.3 percent annually. Further, the median home price in Vacaville is still only affordable to above moderate-income households. While rent prices in Vacaville have also increased significantly and present a barrier to lower-income households, it has been at a slower rate than home values. Between 2014 and 2021, the average rent for a two-bedroom unit, for example, increased from \$1,338 to \$2,278 according to a survey of online rent tracking platforms, resulting in an annual average increase of 10.0 percent. The median rent in 2021 was affordable to moderate-income households.

While housing costs have increased rapidly, wages have not kept pace. The median income in Vacaville has increased approximately 2.7 percent annually, from \$70,838 in 2010 to \$87,823 in 2019, according to the ACS. The difference in these trends indicates growing unaffordability of housing in Vacaville. To address affordability challenges, the City will encourage and incentivize development of affordable housing units, particularly in moderate and high resources areas (**Figure 3-7**) and will develop a program to connect lower-income residents with affordable housing opportunities and market availability of financial assistance for first time homebuyers. (**Programs HE-23, HE-24 and HE-34**).

Displacement risk increases when a household is paying more for housing than their income can support, their housing condition is unstable or unsafe, and when the household is overcrowded. Each of these presents barriers to stable housing for the occupants. As discussed under Patterns of Integration and Segregation and Overpayment, poverty rates in Vacaville are overall relatively low, with few areas of increased rates. However, displacement risk due to overpayment for low-income renter households is not significantly higher in any one area of the city.

### Other Relevant Factors

In addition to the indicators analyzed previously, there are several other factors that can influence housing mobility and access to opportunity in a jurisdiction. For example, historic development patterns may have resulted in neighborhoods that are largely, or exclusively, made up of single-family homes. Given current market trends, these neighborhoods would likely be inaccessible to lower-

income households. Other factors may include mortgage lending patterns, public and private investment, and historic policies. Other factors that are considered relevant vary between jurisdictions and are described at the local level herein.

### Land Use and Zoning Patterns

The Othering & Belonging Institute, a UC Berkeley research center, published a report in 2020 analyzing the characteristics of communities in the Bay Area in relation to the degree of single-family zoning.<sup>6</sup> The research findings identified that in Solano County, and across the Bay Area regionally, cities with high levels of single-family zoning see greater access to resources resulting in positive life outcomes (this comparison is significant even when considering that the Bay Area region is generally wealthy and expensive). Predominance of single-family zoning aligned with higher median incomes, home values, proficient schools, and other factors that are similarly associated with the highest-resource designation in the TCAC/HCD opportunity maps. Single-family zoning predominates residential areas in the Bay Area; the average proportion of residential land zoned only for single-family housing in Bay Area jurisdictions was found to be 85.0 percent. Only in 2 of the 101 jurisdictions surveyed (Benicia and Suisun City) did single-family zoning make up less than 40.0 percent of the jurisdiction's land area. However, access to higher-quality resources was greatest in jurisdictions with at least 90.0 percent of the land area designated to single-family zoning.

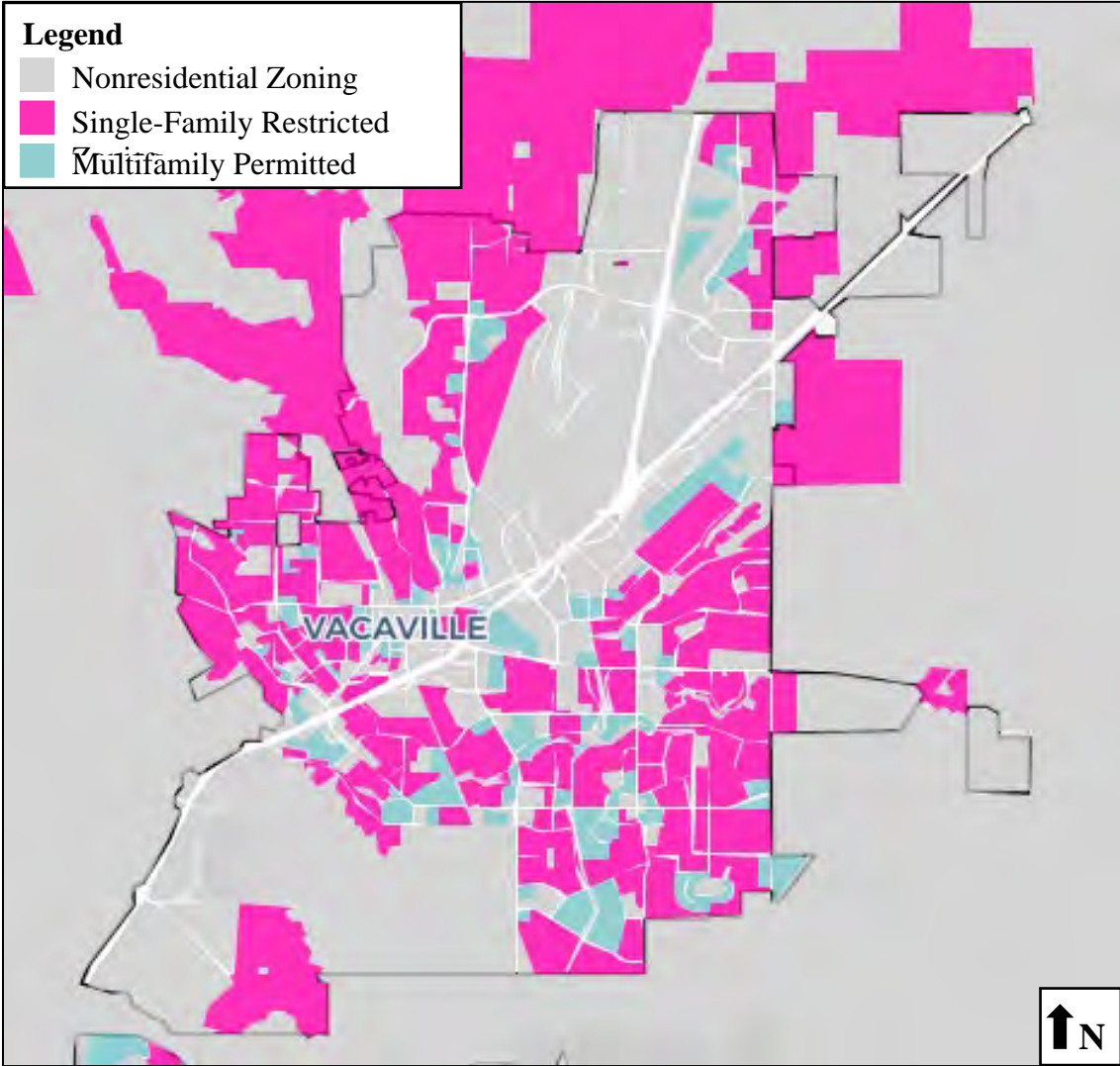
Analysis identified Vacaville as having between 80.0 and 90.0 percent of land area designated to single-family zoning, categorizing it as a “medium” level of single-family zoning relative to Bay Area jurisdictions. Single-family housing units make up approximately 74.6 percent, or 26,911, of the City's 36,053 housing units. Conversely, multifamily units (two or more units) make up approximately 22.2 percent of Vacaville housing units. While single-family zoning can create highly desirable places to live, higher entry costs associated with this housing type can pose a barrier to access for low- and moderate-income households, restricting access to economic, educational, and other opportunities that are available in higher-resource communities. As shown in **Figure 3-43, Residential Zoning in Vacaville**, areas zoned for multifamily housing are primarily found on the southeast side of the city, coinciding with all of the city's low-resource areas. This data suggests that multifamily housing, which tends to be more affordable, is clustered in low-resource areas of the city. As seen in **Figure 3-7, Local TCAC/HCD Opportunity Areas**, this distribution is consistent with a countywide pattern finding multifamily housing primarily in low- and moderate-resource areas. To support and expand access to affordable housing in moderate and high resources areas (**Figure 3-7**), the City will implement **Programs HE-2, HE-3 and HE-5** to work with developers to identify suitable sites and **Program HE-5** to provide incentives for affordable development.

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<sup>6</sup> Menendian, Stephen, Samir Gambhir, Karina French, and Arthur Gales, “Single-Family Zoning in the San Francisco Bay Area,” Othering & Belonging Institute, University of California, Berkeley, October 2020. <https://belonging.berkeley.edu/single-family-zoning-san-francisco-bay-area>.



FIGURE 3-43: RESIDENTIAL ZONING IN VACAVILLE



Source: Othering & Belonging Institute, 2021

### Influences of Historic Growth and Development

The town of Vacaville was established in 1851, when livestock and wheat production were the principal economic products in the county. The completion of nearby railroads in the late 1860s provided a way for ranchers to get their crops to market, but the higher cost of rail transport coupled with increased competition led to the decline of the area's wheat industry during the 1880s. Subsequently, Solano County farmers turned to other crops, most of which required irrigation. While rail transport had contributed to the decline of wheat production, the ease of access it provided gave a boost to produce farming. By the 1890s, Vaca Valley and the foothills of the Vaca Mountains were covered with orchards, and in 1892, Vacaville was formally incorporated.

After peaking in the mid-1910s, fruit production in the Vacaville area declined due to drought and soil depletion, competition during the Great Depression, and overproduction for the World War I war effort. In the mid-20th century, new employers arrived in the area, resulting in explosive growth in Vacaville. The now defunct Basic Vegetable Products company located a 1,000-worker onion dehydrating facility in Vacaville, and in 1942, Suisun Air Base (now Travis Air Force Base) was established just to the south of Vacaville.

With its industry, ease of access, and close proximity to the core of the Bay Area, Vacaville saw its population double between 1940 and 1950. Ongoing freeway construction and increasing employment in the Bay Area led to Vacaville's continued growth through the end of the 20th century and the beginning of the 21st. These factors are considered below as they relate to fair housing.

### Industrial and Commercial Patterns

In Vacaville, industrial uses are concentrated in two areas, the largest of which is the census tract between I-505 and the Putah South Canal that includes the Nut Tree Airport. This tract is designated exclusively for industrial, commercial, and public/institutional uses and is separated from residential uses in neighboring tracts by open space, vacant land, I-505, and Putah South canal. Despite the concentration of industrial uses in this area, the CalEnviroScreen score for the tract is 56.6, which is primarily due to hazardous waste (94<sup>th</sup> percentile), groundwater threats (88<sup>th</sup> percentile), cleanups (87<sup>th</sup> percentile), and pesticides (81<sup>st</sup> percentile). It is worth noting however, that this tract includes large swaths of unincorporated land that is occupied by agricultural uses that likely contribute to the scores. Il of these pollutants likely stem from nearby agricultural uses and proximity to major highways. The neighboring tracts to the west within the City of Vacaville that include residential uses have lower CalEnviroScreen scores (33<sup>rd</sup> to 52<sup>nd</sup> percentiles) with the causes of these being largely diesel particulate matter and traffic. Therefore, it is likely that proximity to major highways has a greater impact on these residential areas than agricultural or industrial uses, though still below significant levels of impact. The neighborhoods closest to the industrial uses within this area have high median incomes, ranging from \$97,000 to \$155,298, suggesting that between lower CalEnviroScreen scores and high incomes, these neighborhoods are likely not negatively impacted by adjacent industrial uses. However, the neighborhood closest to I-80 within this tract, at the intersection of Brown Street and E. Monte Vista Avenue, has an extremely low median income of \$34,766. This neighborhood is located adjacent commercial strips along E. Monte Vista Avenue, near I-80, and includes multiple apartment complexes, mobile home parks, and the Opportunity House Homeless Shelter. Given the combination of factors in

this neighborhood, and the fact that the industrial uses have not negatively impacted other nearby neighborhoods, it can be assumed that the concentration of poverty is more likely associated with uses within the neighborhood and proximity to commercial centers and the freeway and is not a result of proximity to industrial uses.

The second industrial concentration is a small area located at the intersection of Leisure Town Road and Elmira Road and includes largely automobile uses such as tow companies, mechanics, and collision centers. This area is immediately adjacent to single-family neighborhoods with the highest median income in the city (\$145,862) and the second lowest CalEnviroScreen score (8.6), suggesting that this industrial area does not negatively impact neighboring uses.

Similarly to industrial areas along I-505, commercial cores in Vacaville are largely located along I-80, attracting through travelers as well as serving local residents. These provide a separation from highway travel for most residential neighborhoods, reducing exposure to traffic emissions and noise, which is reflected in significantly lower CalEnviroScreen scores in these neighborhoods. However, as shown in **Figure 3-8**, neighborhoods with lower median incomes are typically located closer to commercial areas. This is likely due to the availability of higher density housing options, which are typically more affordable. Therefore, it can be assumed that commercial development in Vacaville influences adjacent residential development. To reduce the concentration of lower-income households and improve housing mobility opportunities in other areas of the city, the City has included **Program HE-3** to incentivize development of a variety of housing types in predominantly single-family and higher income areas and to work with developers to offer unique tenure and financing options for occupants, **Program HE-5** to incentivize affordable development in moderate and high resource areas, **Program HE-10** to support infill development in moderate and high resource areas, and **Program HE-17** to increase maximum densities in lower density zones to allow for townhomes, duplexes, and other middle-density options.

### Travis Air Force Base

As discussed in the Housing Needs Assessment, Travis Air Force Base (TAFB) opened in 1943, spurring a need for decent and affordable housing in nearby communities, including Vacaville, to house military families. According to the Defense Department, as of 2022, there were a total of 25,603 persons associated with the base, including 13,693 dependents who may work in nearby cities, including Vacaville. Depending on rank, the 2023 Basic Allowance for Housing (BAH) at Travis Air Force Base ranges from \$25,344 to \$34,200 annually for service members without dependents and \$32,688 to \$38,160 annually for service members with dependents. While this is meant to supplement the income already received, most service members likely still need affordable options.

To meet the needs of local military personnel and their households, the City has included **Program HE-2d** to identify sites that are appropriate for military households based at Travis Air Force base and work with Air Force housing officials and nonprofit housing groups to build off-base housing units that are affordable to active military households at Travis Air Force Base.

## Investment Patterns

Public and private investment typically includes construction, maintenance, and improvements to public facilities, including infrastructure, acquisition of land, and major equipment. Historically, investment in Vacaville has been prioritized based on need and available funding, which has prevented disinvestment in any particular area of the city. However, any infrastructure or facilities in need of improvement are identified for investment in the City's Capital Improvement Plan (CIP). The CIP is funded from a variety of sources that can each be used for specific purposes. These funds are allocated to improve roadways and other transportation infrastructure, expand waste facilities, and expand service capacity, amongst other projects. Projects identified for public investment are considered based on the following factors:

- Support for neighborhoods with the highest need
- Consistency with other formal long-range plans
- Recommendations of City Councils and/or Commissions
- Input from residents and business owners
- Consistency with General Plans
- Consistency with local Consolidated Plans for federal funds like CDBG
- Consistency with adopted master plans
- State, federal, or other legal mandates
- Potential impacts on operating budgets
- Benefits to communities
- Mitigation of health or safety issues

Priority is based on projects that will result in the greatest community benefit, mitigate existing issues, and address public demand and need, therefore ensuring that projects occur throughout the city. Recent target areas for investment include, but are not limited to:

- Housing and Community Services Department Park and Multi-Purpose Building
- Bike/Pedestrian Improvements
- Sewer Improvements
- ADA Facility Improvements
- Transit Facility Maintenance Upgrades
- Bridge Replacement
- 2019 Replacement Bus – Procure two new replacement Paratransit buses

- ADA Right-of-Way Improvements
- Road Repair and Accountability Act
- Storm Drain Upgrade program – will include channel improvements, storm drain upsizing, water quality improvements as related to growth.

These project areas, among others, improve connections between neighborhoods, availability of and accessibility to community resources and facilities, and more. Vacaville will continue public investment throughout the city and will encourage the same from private investment, so all residents have access to improved transportation, safer streets, additional recreational amenities, and other outcomes of public and private investment.

### Mortgage Lending Denial Rates

Data related to home loan applications are made available annually through the Consumer Financial Protection Bureau Home Mortgage Disclosure Act (HMDA). It is important to note, however, that this data does not reflect all lenders, particularly local financial institutions, and does not provide a comparison of applicants based on qualifications, such as income and credit, to determine whether there are factors other than racial or ethnic identity that may have influenced the success rate of securing a mortgage loan. Additionally, the Consumer Financial Protection Bureau provides mortgage data specific to census tracts as opposed to jurisdiction boundaries, so data for Vacaville includes portions of unincorporated Solano County in tracts that expand beyond city limits, particularly to the east.

In 2020, White applicants accounted for 24.7 percent of all mortgage loan applications for home purchase and 37.3 percent of all originated loans in Vacaville, accounting for a smaller proportion of loans than of the total population. Similarly, Hispanic and Latinx residents, who make up 24.8 percent of Vacaville's ethnic composition, accounted for 6.5 percent of loan applications and 9.8 percent of originated loans. Black residents represent 9.5 percent of Vacaville's racial composition, compared to approximately 3.3 percent of loan applications and 5.0 percent of originated loans. While Asian residents represented 8.4 percent of Vacaville's racial composition, Asian applicants made up 7.5 percent of loan applications and 11.3 percent of originated loans. Other applicants (e.g., American Indian, Alaskan Native, Native Hawaiian or other Pacific Islander, two or more race, and other) represented 1.3 percent of loan applications and 0.6 percent originated loans. The City hopes to address some of these disproportionalities, particularly for Latinx and Black residents, by implementing targeted and multilingual outreach strategies to encourage underrepresented groups to participate in homeownership programs (**Program HE-24**) and work with community-based organizations to provide homebuyer education, financial counseling, and foreclosure prevention (**Program HE-28**).

In 2020, applicants from Vacaville applied for three types of loans for home purchase: conventional, Federal Housing Administration (FHA), and Veterans Administration (VA). Denial rates, shown in **Table 3-9, Mortgage Loan Denial Rates, Vacaville**, indicate that residents that identify as two or more races were denied conventional and FHA loans at a higher rate than other racial and ethnic groups; however, the number of these applicants is significantly lower than other racial groups and may not be representative.

**TABLE 3-9: MORTGAGE LOAN DENIAL RATES, VACAVILLE**

Loan Type	White	Latinx	Black	Asian	Native American or Pacific Islander	American Indian or Alaska Native	Two or More Minority Races	Total
<b>Conventional</b>								
Total Applications	662	173	87	221	0	3	10	1,156
Denial Rate	5.3%	9.8%	3.4%	7.2%	0.0%	0.0%	10.0%	6.2%
<b>Federal Housing Administration (FHA)</b>								
Total Applications	152	74	36	48	0	4	2	316
Denial Rate	2.6%	1.4%	2.8%	2.1%	0.0%	25.0%	50.0%	2.8%
<b>Veterans Administration (VA)</b>								
Total Applications	182	33	39	48	0	2	5	310
Denial Rate	1.1%	3.0%	7.7%	4.1%	0.0%	0.0%	0.0%	2.6%

Source: Federal Financial Institutions Examination Council's (FFIEC), Home Mortgage Disclosure Act (HDMA), 2020

The low participation rate by residents of color and barriers to building capital necessary to pursue homeownership may be a result of both past policies, such as racially restrictive covenants, that prevented particular communities of color from building generational wealth, current inequities like occupational segregation, and existing barriers like language access and documentation requirements. Actions described in **Program HE-28**, including targeted and multilingual homebuyer education and outreach strategies and financial empowerment services, are just some of the ways the City hopes to address these disparities. The City will also work with legal service providers to ensure all residents have access to legal counseling and representation in cases of discriminatory lending practices and other fair housing issues (**Program HE-28**).

## Enforcement and Outreach Capacity

### Compliance with Fair Housing Laws

In addition to assessing demographic characteristics as indicators of fair housing, jurisdictions must identify how they currently comply with fair housing laws or identify programs to become in compliance. The City of Vacaville enforces fair housing and complies with fair housing laws and regulations through a twofold process: review of local policies and codes for compliance with state law, and referral of fair housing complaints to appropriate agencies. The following identify how the City complies with fair housing laws:

- **Density Bonus Law (Government Code Section 65915).** The City allows up to a 50 percent increase in project density depending on the proportion of units that are dedicated as affordable, and up to 80 percent for projects that are completely affordable, in compliance with California law.
- **No-Net-Loss (Government Code Section 65863).** The City has identified a surplus of sites available to meet the RHNA allocation. In total, the City's surplus unit capacity is 5,719, composed of 614 lower-income units, 442 moderate-income units, and 4,663 above moderate-income units.
- **Housing Accountability Act (HAA) (Government Code Section 65589.5).** The City does not condition the approval of housing development projects for very low-, low-, or moderate-income households or emergency shelters unless specified written findings are made.
- **Senate Bill 35 (Government Code Section 65913.4).** The City will comply with Senate Bill (SB) 35 (Government Code Section 65913.4) by establishing a written policy or procedure, as well as other guidance as appropriate, to streamline the approval process and standards for eligible projects by September 2023 (**Program HE-11**).
- **Senate Bill 330 (Government Code Section 65589.5).** The City complies with SB 330 (Government Code Section 65589.5), relying on regulations set forth in the law for processing preliminary application for housing development projects, conducting no more than five hearings for housing projects that comply with objective General Plan and development standards, and making

a decision on a residential project within 90 days after certification of an environmental impact report (EIR) or 60 days after adoption of a mitigated negative declaration or an environment report for an affordable housing project.

- **California Fair Employment and Housing Act (FEHA) and Federal Fair Housing Act.** The City provides protections to residents through referrals to legal assistance organizations, such as Legal Services of Northern California (LSNC), and has included **Program HE-28** to provide biannual training to landlords on fair housing rights and responsibilities with the intent of reducing, or eliminating, discrimination.
- **Review Processes (Government Code Section 65008).** The City reviews affordable development projects in the same manner as market-rate developments, except in cases where affordable housing projects are eligible for preferential treatment including, but not limited to, on sites subject to AB 1397.
- **Assembly Bill 686 (Government Code Section 8899.50):** The City has completed this Assessment of Fair Housing and identified programs to address identified fair housing issues in **Table 3-10, Factors that Contribute to Fair Housing Issues.**
- **Equal Access (Government Code Section 11135 et seq.):** The City has included **Program HE-28** to provide translation services for public meetings and materials and currently offers accessibility accommodations to ensure equal access to all programs and activities operated, administered, or funded with financial assistance from the federal or state governments, regardless of membership or perceived membership in a protected class.

### Fair Housing Outreach

In addition to assessing fair housing issues related to development standards, fair housing issues can include disproportionate loan rates by race, housing design that is a barrier to individuals with a disability, discrimination against race, national origin, familial status, disability, religion, or sex when renting or selling a housing unit, and more. The City of Vacaville ensures dissemination of fair housing information and available services through the city's website and has identified programs to improve equal access to all governmental programs and activities. The City will continue to make fair housing information available, updating annually or as needed, on their website and through annual distribution of printed materials at government buildings and community meetings (**Program HE-28**).

Vacaville residents are served by two local fair housing organizations to help enforce fair housing laws, in addition to the California Department of Fair Employment and Housing (DFEH) and HUD Office of Fair Housing and Equal Opportunity (FHEO): Fair Housing Advocates of Northern California (FHANC) and Legal Services of Northern California (LSNC). While FHANC is contracted by the cities of Fairfield and Vallejo for direct services, Vacaville residents can also contact the organization if they believe they are experiencing discrimination. FHANC offers fair housing counseling services, complaint investigation, and assistance in filing housing discrimination complaints to homeowners and renters, with resources available at no charge in English, Spanish, and Vietnamese. Between July 1, 2020, and June 30, 2021, FHANC provided counseling or education to 2,930 tenants, homeowners, homebuyers, housing providers, children,



social service providers, and advocates across Marin, Sonoma, and Solano Counties. Of the fair housing clients assisted by FHANC, 94.0 percent of clients were extremely low-, very low-, or low-income individuals. In addition, 27.0 percent were Latinx, 13.0 percent of whom spoke no English, and 20.0 percent were Black or African American. LSNC provides free legal services and assistance to qualifying clients with cases involving tenants' rights, evictions and lock outs, foreclosures, quality of housing, mobile homes, mitigation of homelessness, termination of utilities, unsafe housing, and loss of shelter because of natural disasters. As part of regional outreach efforts, consultations were conducted with FHANC and LSNC for feedback both regionally and locally for each jurisdiction.

In December 2021, LSNC reported that they had received 450 discrimination cases in 2021 from residents of Solano County. The organization identified the most common issue as disability discrimination, most frequently due to failure to make reasonable accommodations, followed by gender-based discrimination, usually resulting from unfair treatment of victims of domestic violence, such as terminating the lease of the entire family for a domestic violence disturbance. LSNC identifies gender-based discrimination as the most common complaint they receive from residents of Vacaville and habitability issues as a greater issue among non-English speakers in Fairfield than White, English-speaking residents. The primary concerns related to barriers to fair housing the LSNC reported include a substantial lack of affordable housing, resulting in a myriad of other issues, including substandard units being the only affordable options remaining and absentee landlords due to low vacancy rates so little concern about having a tenant regardless of conditions. LSNC reported that the increase in real estate investors in Solano County has further depleted the limited affordable, substandard stock as properties are remodeled and sold at higher prices. As a result of these concerns and issues, LSNC expressed a need of mechanisms to promote homeownership, reduce property turnover, and support tenants of units that are cited for negative conditions, such as requiring the owner to cover relocation costs. Overall, LSNC identified a need for stronger tenant protections throughout the region, better response to discrimination complaints through contracted service providers, a need for inclusionary housing ordinances, and other mechanisms to support affordable development.

In January 2022, FHANC provided extensive feedback on fair housing issues and needs in Solano County, particularly in Vallejo and Fairfield where the organization is contracted to provide services. Through testing and audits of housing providers, FHANC has identified a great need for more coordinated and extensive education and enforcement related to fair housing laws. For example, in 2021, FHANC tested housing providers to determine whether disability discrimination was an issue and found that approximately half of landlords did not allow exceptions for service animals. Further, FHANC reiterated what LSNC had reported, that the most common discrimination complaints are regarding denials of reasonable accommodations requests. Through testing, FHANC found that landlords and housing providers of fewer units discriminated at a higher rate, identifying a lack of understanding of laws as the most likely cause. The number of new laws related to fair housing has resulted in an increased need for education for both tenants and housing providers on requirements as well as resources available to them. FHANC expressed a need for coordinated resource management in Solano County so residents can easily access resources and know where to go to find services. The primary actions that FHANC recommended jurisdictions take to affirmatively further fair housing include contracting a fair housing organization to provide direct services to residents and adoption of tenant protections, such as a just-cause ordinance, and protections for residents with criminal backgrounds, such as an ordinance ensuring

a fair chance to access housing. FHANC emphasized the importance of having fair housing service providers that are separate from the local housing authority, as the housing authority is also a housing provider, which may present a barrier to tenants who feel discriminated against. For example, in 2021, FHANC negotiated a settlement against the Suisun City Housing Authority on behalf of a client, as a result of disability discrimination.

In addition to general feedback, FHANC also shared the results of their 2019-2020 and 2021 audits of discrimination in rental units in Marin, Sonoma, and Solano Counties, as well as information on lawsuits they jointly filed with other fair housing organizations against banks for the maintenance and marketing of foreclosed properties. For their 2019-2020 audit, FHANC investigated 63 rental properties, through 139 individual tests, for discrimination against national origin and source of income. Forty-five tests were conducted on rental properties in Marin County, 29 in Solano County, and 45 in Sonoma County, testing the extent to which Latinx and Section 8 HCV holders were discriminated against. FHANC found that approximately 82.5 percent of all housing providers tested discriminated on the basis of national origin and/or source of income. In Solano County, 81.0 percent of housing providers tested discriminated against one or both protected classes: 52.4 percent discriminated based on source of income, 19.0 percent on the basis of national origin, and 9.5 percent on both national origin and source of income. The remaining 19.0 percent of housing providers did not show discrimination against either protected class. The results of these tests indicate a need for education of landlords on source of income discrimination and requirements to accept Section 8 vouchers, as well as providing information on the benefits of participating in the voucher program, such as dependable payments from the public housing authority and regular inspections to check on the condition of the units.

In the May 2021 Audit Report, FHANC reported on discrimination on the basis of disability in the tri-county region, based on testing of 111 rental properties: 32 in Marin County, 39 in Solano County, and 40 in Sonoma County. Solano County properties were in Fairfield, Vallejo, Vacaville, Benicia, and Suisun City. These tests were based on housing providers allowing emotional support animals and/or service animals at properties listed as prohibiting or limiting animals. Approximately 30.7 percent of housing providers in Solano County showed clear evidence of discrimination, 15.4 percent showed some or potential evidence of discrimination, and 53.8 percent showed no evidence of discrimination. The rate of discrimination in Solano County was the lowest in the tri-county region, with 59.4 percent of housing providers in Marin County and 60.0 percent in Sonoma County showing total discrimination. Across all tested properties, FHANC found that discrimination rates were higher among properties with fewer than 11 units, indicating a need for increased education for these housing providers.

In addition to the audit reports, FHANC shared press releases from 2016, 2017, and 2018 that reported on lawsuits filed by FHANC and other fair housing organizations against Fannie Mae, Bank of America, Deutsche Bank, Ocwen Financial, and Altisource companies, alleging racial discrimination based on how banks maintain and market foreclosed properties. In each case, the fair housing organizations compiled data from multiple metropolitan areas throughout the nation, including the Vallejo-Fairfield MSA, that clearly indicated that bank-held properties in neighborhoods of color were consistently neglected and poorly maintained compared to those in White neighborhoods. In the Fannie Mae lawsuit of 2016, 68 properties in the Vallejo-Fairfield MSA were investigated: 1 in a predominantly

Hispanic community, 48 in predominantly non-White communities, and 19 in predominantly White communities. Approximately 47.0 percent of foreclosed properties in White communities in the Vallejo-Fairfield MSA had fewer than 5 maintenance or marketing deficiencies, compared to 35.0 percent of properties in communities of color. Further, 12.0 percent of foreclosed properties in communities of color had 10 or more deficiencies, while no properties in White communities had this extent of deficiencies. Similar findings were reported throughout the Bay Area and across the nation in the case against Fannie Mae, as well as the banks. While the findings reported are a national issue, the impacts are seen in Solano County and the greater Bay Area region, presenting fair housing issues for local communities of color. FHANC expressed that the City may help reduce impacts, and in turn affirmatively further fair housing, through strict code enforcement of bank-owned properties, and other foreclosed homes, to ensure they are properly maintained and do not negatively impact the neighborhood they are located in. Therefore, the City has included **Program HE-25** to implement a proactive code enforcement program, as funding allows, including monitoring of foreclosed properties.

Throughout the region, stakeholders and service providers identified a need for stronger enforcement of code violations related to substandard housing conditions and better communication of available resources for a range of programs. For example, the Agency for Aging expressed a need for better marketing of Solano Mobility program that helps connect seniors to necessary services. Urban Habitat and Habitat for Humanity both identified coordination and partnerships between jurisdiction and non-profit staff as an opportunity to reduce barriers to housing through shared resources and outreach capacity. There are a range of services and programs available throughout the county and in individual jurisdictions; however, stakeholders expressed that they often hear from residents who are unaware of these opportunities. Improved outreach and communication efforts will help connect residents with appropriate services and programs, which may aid them in remaining in their home or identifying new opportunities. The City has identified specific programs in **Table 3-10, Factors that Contribute to Fair Housing Issues**, to address concerns regarding enforcement and outreach.

### Discrimination Cases

In their 2020 Annual Report, DFEH reported that they received 8 housing complaints from residents of Solano County, approximately 0.9 percent of the total number of housing cases in the state that year (880). As part of the Fair Housing Assistance Program (FHAP), DFEH also dual-files fair housing cases with HUD's Region IX FHEO, which are reported by the origin of the issue.

HUD FHEO reported that 11 cases were filed by residents of the City of Vacaville between January 2013 and April 2021. One of the complaints were made against a public entity (i.e., public housing authority, city), but was closed after HUD determined there was no cause. The remaining 10 cases were also closed for no cause determinations. While the cases filed during this period did not have cause, that does not necessarily mean there is no discrimination occurring. For example, LSNC reported habitability issues as the most common complaint their organization receives from residents of Vacaville. Therefore, the City has identified **Program HE-28** to ensure residents and housing providers are aware of fair housing laws, rights, and requirements as well as resources available to residents should they experience discrimination. Further, the City will work with local and regional fair housing providers to facilitate a training for housing providers to prevent discriminatory actions and behaviors.

In addition to formal complaints, there were 41 inquiries made during the same time period, 16 of which were against public entities. Of these 16, 10 were found to not have a valid basis or issue, 2 claimants failed to respond, 2 inquiries were not filed in a timely manner, and 2 were noted as having “other dispositions” by HUD. In total, 15 individuals who had made inquiries failed to respond to HUD, 14 inquiries had no valid issue, 7 had no valid basis, 4 inquiries were not filed in a timely manner, and 3 inquiries had other dispositions.

## CONTRIBUTING FACTORS

Through discussions with stakeholders, fair housing advocates, and this assessment of fair housing issues, the City identified factors that contribute to fair housing issues, as shown in **Table 3-10, Factors that Contribute to Fair Housing Issues**. While there are several strategies identified to address the fair housing issues, the most pressing issues are the displacement risk posed by high housing costs and the presence of an RCAA, which may exist in part as a result of high housing costs. Prioritized contributing factors are **bolded** in **Table 3-10** and associated actions to meaningfully affirmatively further fair housing related to these factors are *bold and italicized*. Additional programs to affirmatively further fair housing are included in Chapter 2, Goals, Policies, and Programs.

**TABLE 3-10: FACTORS THAT CONTRIBUTE TO FAIR HOUSING ISSUES**

AFH Identified Issues	Contributing Factors	Meaningful Actions
Presence of RCAAs	<p>High cost of housing paired with historic discrepancies in homebuying power for persons of color</p> <p><b>Dominance of single-family homes</b></p> <p><b>Shortage of affordable options within these areas</b></p>	<p><i>Encourage the construction of ADUs, particularly in areas of concentrated affluence and/or single-family homes (Program HE-4)</i></p> <p><i>Encourage development of a range of unit types within the city prioritizing projects with lower-income units (Program HE-3)</i></p> <p>Develop a program to assist lower-income households identify housing (Program HE-34)</p>
Shortage of services for persons with disabilities	<p><b>Shortage of accessible units</b></p> <p><b>Potential discrimination based on disability</b></p> <p>Disproportionate proximity to services within walking distance or transit</p>	<p>Encourage “universal design” in new development throughout the city (Program HE-2)</p> <p><i>Prioritize projects that include accessible units (Program HE-2)</i></p> <p>Work with the North Bay Regional Center to identify incentives to encourage future housing to meet the needs of persons with developmental disabilities (Program HE-2)</p> <p><i>Include education to landlords and property managers on requirements to address reasonable accommodation requests in annual Fair Housing training (Program HE-28)</i></p> <p><i>Provide repair and rehabilitation assistance for lower-income households, including assistance making mobility modifications (Program HE-25)</i></p>

AFH Identified Issues	Contributing Factors	Meaningful Actions
<p>Limited housing mobility opportunities, particularly for lower-income households</p>	<p>Low vacancy rates</p> <p><b>Shortage of affordable options</b></p> <p><b>Dominance of single-family development</b></p> <p>High cost of rehabilitation and repairs</p>	<p><i>Incentivize construction of affordable units (Program HE-5)</i></p> <p>Promote a range of housing types throughout Vacaville (Program HE-3)</p> <p><i>Prioritize middle- and high-density projects (Programs HE-1, HE-5, HE-8)</i></p> <p>Implement a proactive code enforcement program for owners of affordable units (Program HE-25)</p>

## FAIR HOUSING SITES INVENTORY ANALYSIS

The location of housing in relation to resources and opportunities is integral to addressing disparities in housing needs and opportunity and to fostering inclusive communities where all residents have access to opportunity. This is particularly important for lower-income households. AB 686 added a new requirement for housing elements to analyze the location of lower-income sites in relation to areas of high opportunity. **Figures 3-44** through **3-55** show the distribution of projected units by income category of the following indicators compared to citywide patterns to understand how the projected locations of units will affirmatively further fair housing: TCAC opportunity areas, median income, predominant population, disability rates, educational score, environmental health, and overpayment. The following sites inventory discussion includes an analysis of the number of projected units by income category, total RHNA capacity, and city acreage by income category to further assess the potential impacts of the sites inventory to affirmatively further fair housing.

**Table 3-11** presents the RHNA capacity by census tracts in the City, and the existing conditions of each tract as they relate to indicators of fair housing. As shown, no sites have been identified in tracts 2529.08, 2529.10, 2529.12, 2529.13, or 2530. With the exception of tract 2530, these tracts are entirely built out with no vacant, developable land remaining. However, the City has included **Program HE-4** to promote construction of ADUs and JADUs in higher resource areas and predominantly single family neighborhoods, including these tracts. No sites have been identified in tract 2530 as this tract encompasses the California State Prison Solano and associated facilities and no residentially zoned land. The remaining tracts in Vacaville, which do include viable and available land for residential development, have a units identified at a mix of affordability levels as identified in **Table 3-11**.

As identified in the analysis of Patterns of Integration and Segregation, there are two tracts in Vacaville that meet the criteria of being considered RCAAs. These include tract 2529.12, which is built out, and tract 2532.06. This concentration of affluence is compounded by a relatively low proportion of the population that identifies as non-White, close proximity to jobs, low CalEnviroScreen score, and relatively low overpayment rates for both renters and homeowners. To facilitate integration and foster improved access to these resources and opportunities for lower-income households, the City has identified capacity exclusively for 520 lower-income units (32.4 percent of lower-income capacity) in this tract. The second largest concentration of lower-income unit capacity (249 units or 15.5 percent) is in tract 2531.05, where there is the second highest rate of poverty in the city, nearly half of households are lower- or moderate-income, and there are high rates of renter overpayment. The City aims to reduce displacement risk for these households with the integration of additional housing opportunities targeting lower-income households. This additional housing will provide an opportunity to combat overcrowding and overpayment.

There are five low resource tracts in the city: 2523.13, 2523.17, 2529.11, 2531.05, and 2531.07. Across these tracts, the City has identified capacity for 408 lower-income units (25.4 percent of total lower-income capacity), 44 moderate-income units (8.9 percent of total moderate-income capacity), and 2,052 above moderate-income units (34.4 percent of total above moderate-income capacity). Tracts 2531.05 and 2531.07 have the highest concentrations of poverty in the city. Lower-income unit capacity has been identified in both of these tracts to reduce displacement risk, as previously discussed for tract 2531.05. This additional housing will provide an opportunity to combat overcrowding and overpayment. Further, moderate-income capacity has been identified in tract 2531.05 and above moderate-income capacity in tract 2531.07 to facilitate income-integration and combat patterns of concentrated poverty. The tract with the highest concentration of above moderate-income unit capacity (1,149 above moderate-income units in tract 2529.11) has the largest spread in median income, suggesting integration within the tract as households with a variety of incomes live in this neighborhood. These units are part of the Greentree Specific Plan that will include multifamily and single-family residential development, as well as a variety of amenities including parks, a trail network, open space, and a commercial component integrated within the multifamily development. The inclusion of these resources and amenities will help to improve access to opportunities for existing and current residents, with the intent of improving the resource designation and improving the viability of the area for affordable developers to secure funding.

While not all tracts include capacity for all income categories, the City has included **Programs HE-3, HE-4, and HE-5** to support construction of high density housing in areas with better access to opportunities and encourage integration of a variety of units to facilitate mixed-income neighborhoods, combat patterns of income segregation, and will provide housing mobility opportunities for a range of households. The distribution of sites identified in **Table 3-11** is based on the availability of sites and potential for development during the planning period. **Figures 3-44** through **3-55** compare the total RHNA capacity to citywide indicators of fair housing for a comprehensive comparison of how the sites inventory will influence existing patterns.

**Program HE-40** is included to address the need for place-based conservation and revitalization. As shown in **Program HE-40**, the City will continue to implement place based strategies, targeted in census tracts that have a high number of sites identified for lower income units and/or with a prevalence of poverty (including those described above and identified in **Table 3-11**). The City is currently implementing its 2022 Capital Improvement Plan. Many of the improvements are place-based strategies to improve neighborhoods. A sample of these improvements include three projects in census tract 2531.05 where there is a high concentration of poverty and sites that have been identified to accommodate lower income units. These projects are:

- Project No. 7: Vacaville Performing Arts Theater Improvements. These improvements include a hydraulic fire curtain, replacement on the stage floor and orchestra shell, a short throw rear project, array speakers with rigging, and upgrading the LED down lights and moving lights.
- Project No. 20: Replace the old and aging facilities at the Ulatis Cultural Center, such as accordion walls, kitchen grill, portable stage, and sound system. Work also includes supplying electrical power and connections in garden area.



- Project No. 12: Intelligent Transportation System (ITS) Master Plan (applicable to census tract 2531.05 and many other). The ITS Master Plan will identify how the City can obtain a fully integrated traffic management system in the next 5 – 10 years. The study will identify improvements and infrastructure needed to upgrade the City's over 70 signalized intersections that will improve traffic flow for all modes of transportation. – This includes buses.

Additionally, concurrently with adoption of this Housing Element, the City will adopt an updated Safety Element and new amendments to multiple General Plan elements associated with Environmental Justice goals, policies, and actions to improve community revitalization and public health and add a focus on underserved and Impacted Communities in Vacaville. These amendments cover investments in neighborhood revitalization by improving infrastructure, schools, employment, parks, transportation and other community amenities and by strengthening engagement with under-represented residents. Per **Program HE-40**, the City will target these strategies and implementation measures in census tracts that have a high number of sites identified for lower income units and/or with a prevalence of poverty (including those described above and identified in **Table 3-11**).

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TABLE 3-11: DISTRIBUTION OF RHNA CAPACITY BY CENSUS TRACT

Census Tract	Existing Households	RHNA Capacity			AFFH Indicators											
		Low	Mod.	Above Mod.	Integration & Segregation						Access to Opportunity			Displacement Risk		
					Median Income	Poverty Rate	Low- to Moderate-Income Population	Non-White Population	Disability Rate	RCAA Status	Resource Designation	Jobs Proximity Index	CalEnviroScreen Score	Overcrowding Rate	Renter Overpayment	Owner Overpayment
2523.13	1,968	0	0	582	\$108,566	4.6%	39.7%	51.1%	17.1%	No	Low	33	36.4	1.4%	64.9%	40.6%
2523.17	2,019	0	0	201	\$167,228	4.3%	22.7%	66.30%	8.2%	No	Low	25	52.9	2.5%	30.9%	27.0%
2529.04	1,659	230	23	1,826	\$113,295	3.6%	28.2%	51.9%	11.3%	No	Moderate	99	56.6	2.2%	41.8%	35.3%
2529.08	1,262	0	0	0	\$74,688-\$104,250	6.1%	36.4%	44.1%-51.6%	13.0%	No	Moderate	27-61	22.8	1.6%	55.1%	32.6%
2529.09	1,024	7	7	652	\$99,219-\$127,440	6.5%	24.9%	35.1%-36.3%	6.4%	No	Moderate	29-47	37.2	0.0%	26.8%	22.9%
2529.10	1,895	0	0	0	\$85,714-\$119,028	3.6%	32.1%	42.6%-49.1%	8.3%	No	Moderate	23-31	6.9	1.5%	54.6%	31.7%
2529.11	2,714	109	5	1,149	\$52,159-\$120,000	3.2%	42.1%	19.5%-39.9%	31.8%	No	Low	88-96	37.3	0.0%	63.0%	39.5%
2529.12	1,800	0	0	0	\$87,535-\$161,750	1.90%	12.8%	27.9%-43.2%	11.0%	Yes	Moderate	63-89	8.6	0.0%	36.0%	22.7%
2529.13	1,716	0	0	0	\$82,465-\$116,250	4.5%	15.7%	39.9%-55.4%	12.9%	No	Moderate	13-21	14	0.0%	53.5%	32.0%
2529.14	1,731	127	0	156	\$51,438-\$114,844	2.0%	29.9%	53.9%-57.6%	12.0%	No	Moderate	13-17	17.0	6.0%	39.3%	23.3%
2529.15	958	0	0	536	\$127,031-\$129,407	3.8%	5.9%	52.6%-55.0%	5.0%	No	Moderate	20-22	20.0	3.0%	26.1%	21.9%
2530 <sup>1</sup>	No Data <sup>1</sup>															
2531.01	1,955	0	51	81	\$59,662-\$105,357	6.8%	41.9%	26.9%-72.0%	11.9%	No	Moderate	58-78	58.5	1.1%	46.8%	26.5%
2531.05	2,237	249	39	0	\$43,911-\$73,676	15.1%	48.1%	50.5%-63.5%	10.1%	No	Low	65-84	32.2	4.8%	50.8%	35.1%
2531.06	1,218	42	11	78	\$78,456-\$125,556	9.1%	44.9%	49.2%-56.4%	11.5%	No	Moderate	34-55	12.8	0.0%	42.3%	39.0%
2531.07	2,114	50	0	120	\$48,409-\$79,135	15.5%	49.3%	48.4%-63.5%	11.5%	No	Low	31-66	46.6	4.1%	47.1%	37.0%
2531.08	1,273	66	278	521	\$63,665-\$85,729	7.6%	51.5%	59.5%-53.2%	14.9%	No	Moderate	38-65	43.5	5.9%	64.0%	36.4%
2532.01	1,786	32	11	13	\$89,773-\$120,461	4.3%	14.3%	20.7%-25.1%	13.9%	No	Moderate	45-60	15.2	8.0%	34.4%	33.2%

Census Tract	Existing Households	RHNA Capacity			AFFH Indicators											
		Low	Mod.	Above Mod.	Integration & Segregation						Access to Opportunity			Displacement Risk		
					Median Income	Poverty Rate	Low- to Moderate-Income Population	Non-White Population	Disability Rate	RCAA Status	Resource Designation	Jobs Proximity Index	CalEnviroScreen Score	Overcrowding Rate	Renter Overpayment	Owner Overpayment
2532.03	1,509	93	54	17	\$48,009-\$97,391	9.8%	45.8%	33.3%-49.3%	13.6%	No	Moderate	65-75	28.5	0.0%	58.1%	40.7%
2532.04	2,210	42	16	40	\$43,810-\$134,083	13.4%	38.2%	35.6%-87.4%	11.1%	No	Moderate	58-86	45.1	6.2%	80.0%	24.9%
2532.05	1,082	37	0	0	\$34,766-\$138,214	7.3%	44.4%	37.5%-84.5%	6.8%	No	Moderate	76-89	49.5	0.0%	59.7%	18.6%
2532.06	964	520	0	0	\$133,201-\$155,298	2.2%	13.8%	37.8%-39.7%	7.1%	Yes	Moderate	74-75	32.3	0.0%	24.6%	42.1%

Source: 2015-2019 ACS; Esri, 2018; TCAC/HCD, 2021; HUD, 2020; OEHHA, 2021; CHHS, 2022

1. Tract 2530 encompasses California State Prison Solano and California Medical Facility and no residential or commercial areas.

## Potential Effect on Patterns of Integration and Segregation

### Income

**Figure 3-44, Percentage of Unit Capacity and Site Acreage by TCAC Resource Category**, presents the breakdown of unit capacity in Vacaville by resource opportunity category compared to citywide patterns. Approximately 30.2 percent of the total unit capacity identified to meet the RHNA is in low-resource areas, although this designation comprises only 16.4 percent of the total city acreage. Approximately 69.8 percent of the total unit capacity identified to meet the RHNA is identified in moderate resource areas; this designation comprises 78.0 percent of the total city acreage. None of the housing capacity is in the high resource area; however, the high resource area only comprises 0.9 percent of the total city acreage.

**Figure 3-44** and several others show “no data” for 4.7 percent of Vacaville’s acreage that is not designated as a low, moderate, or high resource area. This is the census tract with the California State Prison Solano. There is no identified housing potential in that census tract.

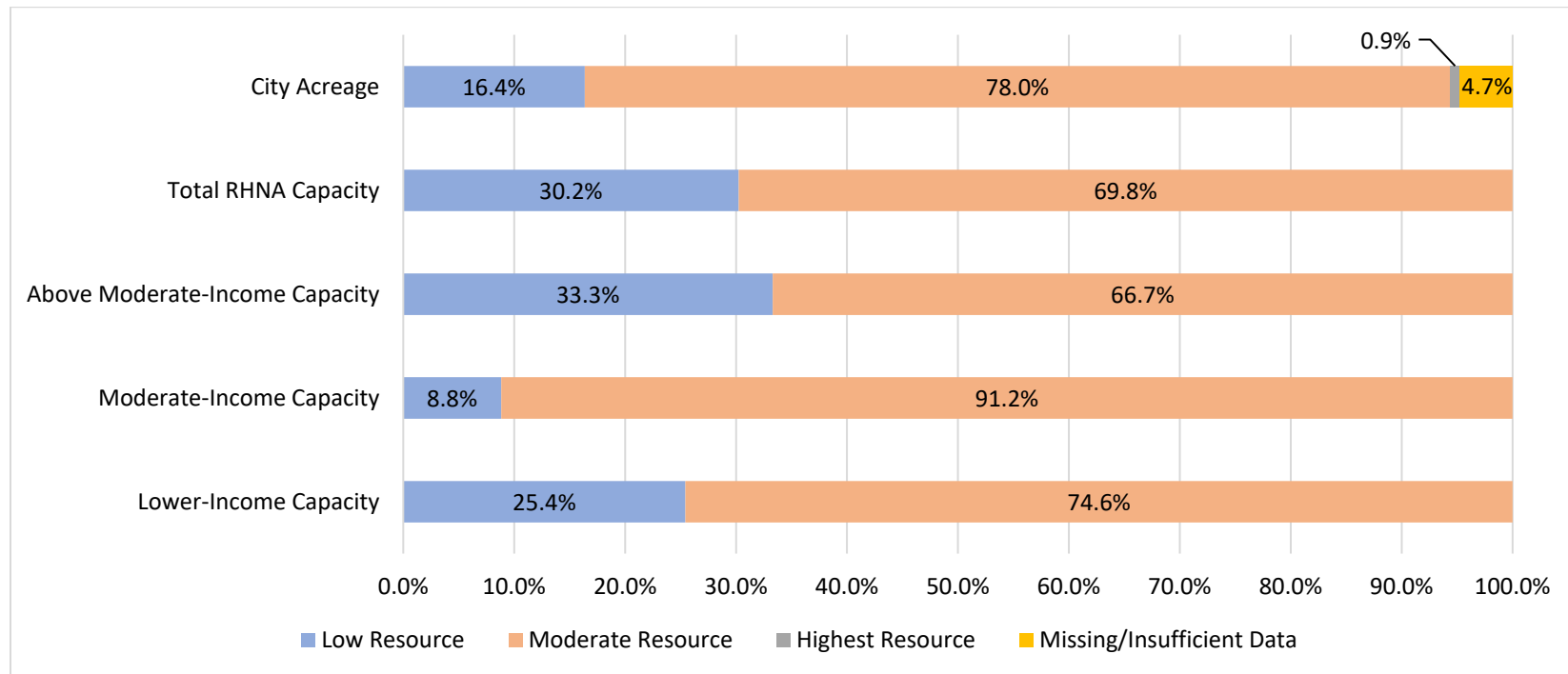
As seen in **Figure 3-7**, the moderate resource areas in Vacaville are west of I-80, in the southeast quadrant, and in the southwest corner adjacent to I-80. Opportunity sites for 74.6 percent of lower-income unit capacity have been identified primarily in commercial areas, on vacant sites, or in specific plan developments near Downtown Specific Plan and retail core existing and proposed services, transit, and other opportunities to revitalize underutilized areas; therefore, not risking displacement of existing residents. The majority of moderate-income unit capacity, 91.2 percent, is also identified in the moderate resource designation, with lower/moderate mixed-income opportunities on underutilized properties and moderate/above moderate mixed-income unit capacity identified at the Farm at Alamo Creek pipeline project. Approximately 66.7 percent of above moderate-income unit capacity is also identified on moderate resource-designated sites, consisting primarily of projects in the development pipeline.

Projects in the pipeline in the moderate resource areas account for 6.9 percent of lower-income units, 0.2 percent of moderate-income units, and 92.0 percent of above moderate-income units. The vacant and underutilized sites opportunities in moderate resource-designated areas are on the west side of I-80, east of Leisure Town Road, in the Gramercy Park neighborhood by the commercial node at the Alamo Drive/I-80 interchange, and in the southeastern portion of the city. These account for 23.3 percent of the total RHNA, including 69.5 percent of lower-income unit capacity, 91.0 percent of moderate-income unit capacity, and 5.3 percent of above moderate-income unit capacity, many of which are identified for mixed-income development.

The low resource-designated areas consist of three tracts east of I-80 in the central portion of the city, including the Fairmont neighborhood and Leisure Town senior community, and the currently undeveloped Lower Lagoon Valley area. The remaining 25.4 percent of the total lower-income RHNA capacity is identified in this designation, including the Allison Apartments pipeline project, the remainder of the Travis Credit Union Headquarters site, the Leisure Town Apartments near existing and proposed services, transit, and

other amenities, and will help revitalize these areas by providing additional housing resources without risking displacement of existing residents. The inclusion of 1,269 above moderate-income units (21.2 percent of the total above moderate-income RHNA capacity) in the Greentree Specific Plan and Peabody Road Apartments pipeline projects help to facilitate mixed-income neighborhoods and encourages future integration in areas that are currently designated as low resource.

**FIGURE 3-44: PERCENTAGE OF UNIT CAPACITY AND SITE ACREAGE BY TCAC RESOURCE OPPORTUNITY CATEGORY**



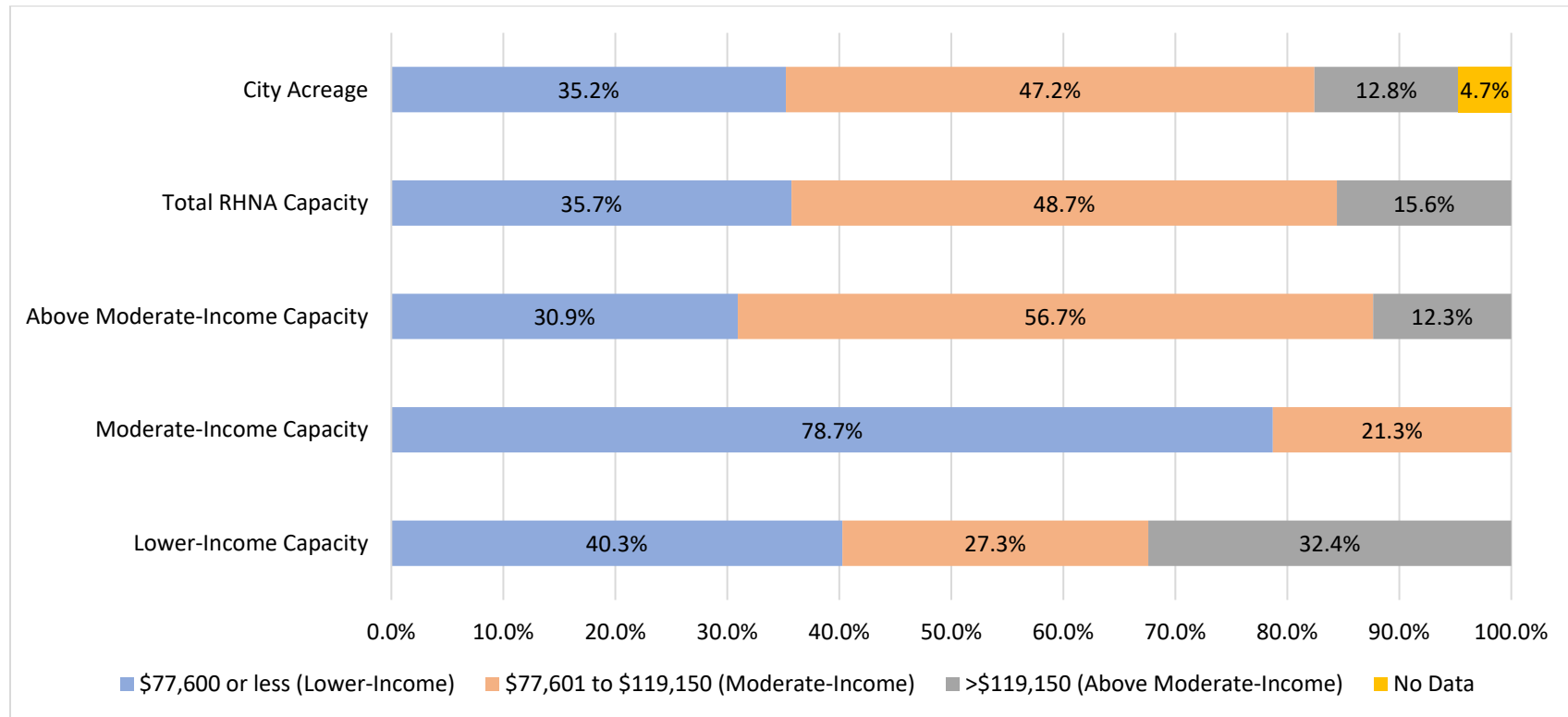
Source: 2016-2020 ACS, City of Vacaville, 2023

As previously discussed, **Figure 3-4, Regional Median Income**, identifies that the median income in most of Vacaville is comparable to surrounding jurisdictions. Previous data indicates that Vacaville is a community with a range of household income levels distributed between distinctly higher- and lower-income sections of the city, with two higher-income neighborhoods, which are designated on **Figure 3-17, Local RCAAs**, as Racially Concentrated Areas of Affluence (RCAA). These areas are separated by a cluster of lower-income

neighborhoods running in parallel with I-80. Vacaville census tracts for which household income falls below the statewide median coincide with the city's low-resource neighborhoods along the south side of I-80. Although designated moderate resource, other more urbanized, central parts of the city closer to the highway and the city's nonresidential uses northeast of I-80, including the Rocky Hill/Markham neighborhoods, the Monte Vista/Orchard Avenue/Buck Avenue neighborhood, east of North Orchard Avenue, the Downtown Specific Plan area, and the Beard Street neighborhood have incomes below the state median. These relatively lower-income neighborhoods feature older, small-lot residential housing with some multifamily properties, affordable housing complexes, and mobile home parks, indicating less positive outcomes for residents of these communities.

As shown in **Figure 3-45, Percentage of Unit Capacity and Site Acreage by Median Income Category**, lower-income neighborhoods (with median incomes below \$77,600) comprise 35.2 percent of the total city acreage, with 47.2 percent of total city acreage falling into the moderate-income category. The remaining 12.8 percent of the city is within the above moderate-income category, primarily around the perimeter of the city. The overall distribution of unit capacity to meet the RHNA closely corresponds to the acreage categories. A larger percentage of the unit capacity for lower-income housing (40.3 percent) has been identified on sites within the lower-income category acreage, which expands the more affordable housing stock resources and provides mobility opportunities for residents who want to move but stay within their existing neighborhoods, which prevents displacement. Potential sites include the Allison Apartments and Oak Grove Apartments pipeline projects, the remainder of the Travis Credit Union Headquarters site, the Leisure Town Apartments, and Orange Drive South sites, Habitat for Humanity homes, scattered vacant sites along East Monte Vista Avenue, Markham Street east and west, and scattered vacant sites in the Fairmont and Grammercy Park neighborhoods, in close proximity to existing and proposed services, transit, access to I-80, and other amenities, which will help revitalize these areas by providing additional housing resources without risking displacement of existing residents. The inclusion of 78.7 percent of the moderate-income unit potential in scattered vacant sites in the Downtown Specific Plan Area (DTSP), and the former SID headquarters, and 30.9 percent of above moderate-income units in East Main District of the Downtown Specific Plan pipeline projects, Peabody Road Apartments, and Nut Tree Apartments pipeline projects, will help to facilitate mixed-income neighborhoods and encourage future income integration in areas that are currently designated as low resource and with lower income. The remainder of the moderate- and above moderate-income unit capacity in existing neighborhoods with a predominance of lower-income households is on sites in the anticipated mixed-income Lagoon Valley Business Park, mixed-income Farm at Alamo Creek pipeline project, moderate-income in the Gramercy neighborhood, and Lower Lagoon Valley pipeline project, which has the potential to raise the income and resource designation in existing neighborhoods. The identification of 32.4 percent of lower-income unit capacity in the northern above moderate-income Vaca Valley/Gibson Canyon area presents a housing mobility opportunity and facilitates income integration and de-concentration of lower-income households from the central portions of the city to a developing portion of the city with potential to mature into a higher resource-designated area.

**FIGURE 3-45: PERCENTAGE OF UNIT CAPACITY AND SITE ACREAGE BY MEDIAN INCOME CATEGORY**



Source: 2016-2020 ACS, City of Vacaville, 2023

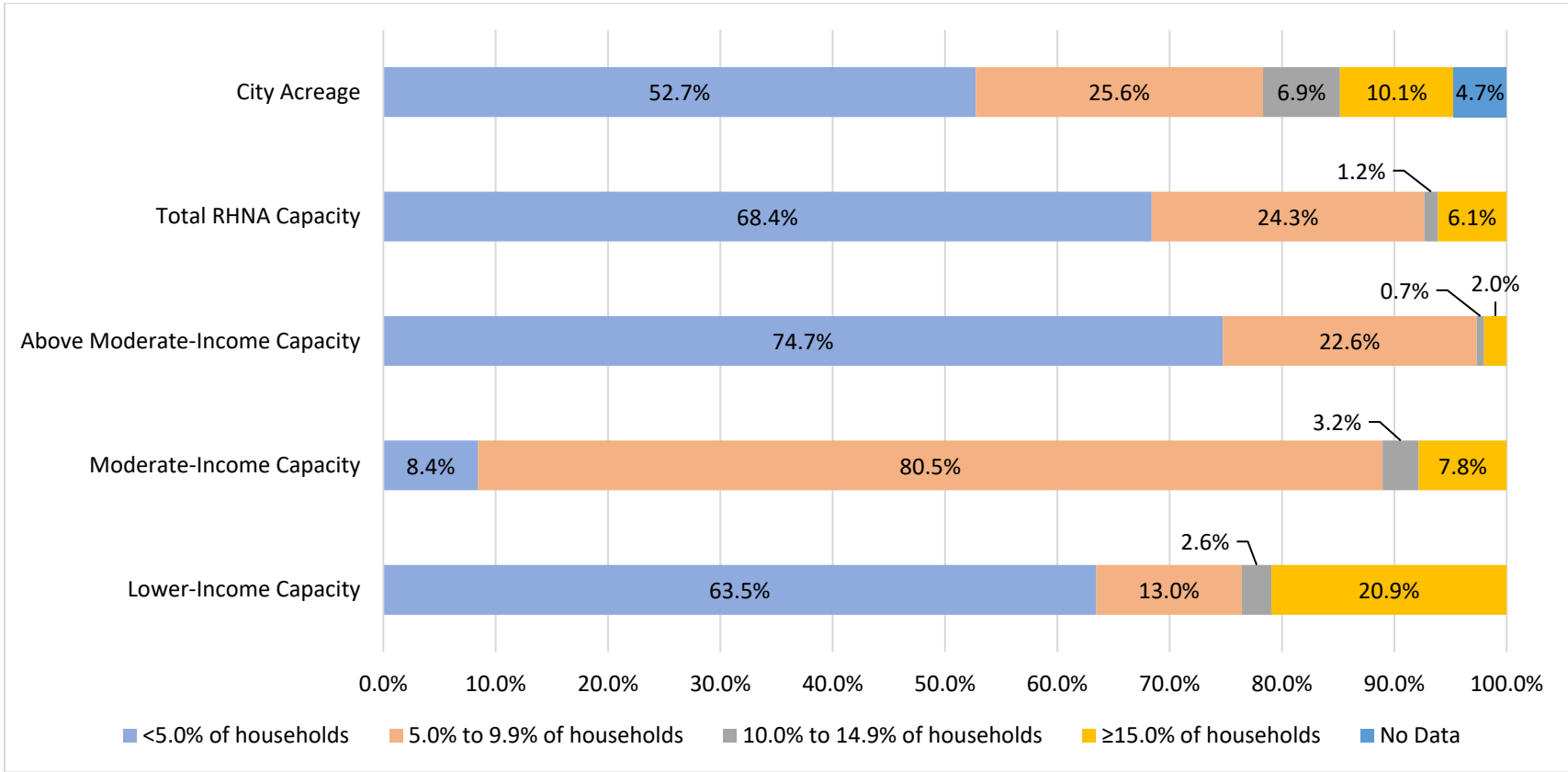
While there are neighborhoods in the center of the city such as the Rocky Hill/Markham and Fairmont areas, where poverty rates are relatively high at between 13.0 and 18.0 percent, much of Vacaville is expensive for lower-income households, as shown on **Figure 3-9, Local Poverty Rates**, and discussed previously in this assessment. Paired with the sites inventory, which promotes a range of income developments in each section of the city, future construction aims to reduce existing income patterns and facilitate housing mobility for all households, regardless of income. However, due to the need for lower-income units, particularly in the Rocky Hill/Markham and Fairmont areas, the City has identified several vacant above moderate-income sites in areas of concentrated need to integrate income mix and revitalize lower-income areas.



As presented in **Figure 3-46, Percentage Unit Capacity and City Acreage by Poverty Rate**, the majority of the acreage in the city (78.3 percent) has a poverty rate below 10.0 percent. Approximately 23.6 percent of the lower-income unit capacity identified in the sites inventory is in an area of Vacaville in which 10.0 percent or more households are currently below the poverty line. These sites, as shown on **Figure 3-9**, are west of I-80 in the vicinity of the Allison Street interchange, including the Rocky Hill/Markham neighborhood and east of I-80 encompassing the Fairmont neighborhoods, all of which are near or in areas identified during the outreach process as a priority development area with an existing need for an increased supply of affordable housing for lower-income and overcrowded households to remain in their neighborhoods and provide access to nearby resources in the retail core and Downtown Specific Plan area. In addition to these lower-income units, 11.0 percent of moderate-income units and 2.7 percent of above moderate-income units are projected in these neighborhoods to affirmatively further fair housing through mixed-income neighborhoods. As approximately 17.0 percent of the land area in the city has a poverty rate of 10.0 percent or more, it initially appears that there is a slight concentration of lower-income unit capacity in areas of existing poverty. However, construction of these lower-income units in these areas will help to alleviate existing patterns of overpayment and overcrowding and encourage place-based revitalization on underutilized commercial sites and through development of vacant parcels, providing new, safe housing in areas of more concentrated poverty. Approximately 32.4 percent of the low-income unit capacity is identified in the northern RCAA (**Figure 3-17**), to reduce the concentration of affluence. These units also ensure that lower-income households are not displaced when moderate- and above-moderate-income units are constructed in the same area by increasing the affordable supply. Further, the City is encouraging incorporation of lower-income units in areas with lower rates of poverty by identifying 76.4 percent of the lower-income unit capacity in portions of the city with poverty rates below 10.0 percent, as well as additional future housing opportunities beyond the sites inventory, including ADUs. The City has included **Program HE-4** to actively promote construction of ADUs in moderate-resource and high median income areas and monitor affordability of new ADUs to lower- and moderate-income households.

The combination of these programs and facilitating the development of high-density housing, in a community that has historically been dominated by single-family units, will help ameliorate patterns of segregation both locally and regionally. The development of these sites with a mix of housing units will make Vacaville more accessible to households with a wider range of incomes, while simultaneously increasing housing mobility opportunities.

**FIGURE 3-46: PERCENTAGE UNIT CAPACITY AND CITY ACREAGE BY POVERTY RATE**



\*Represents percentage of households with incomes below the poverty line.

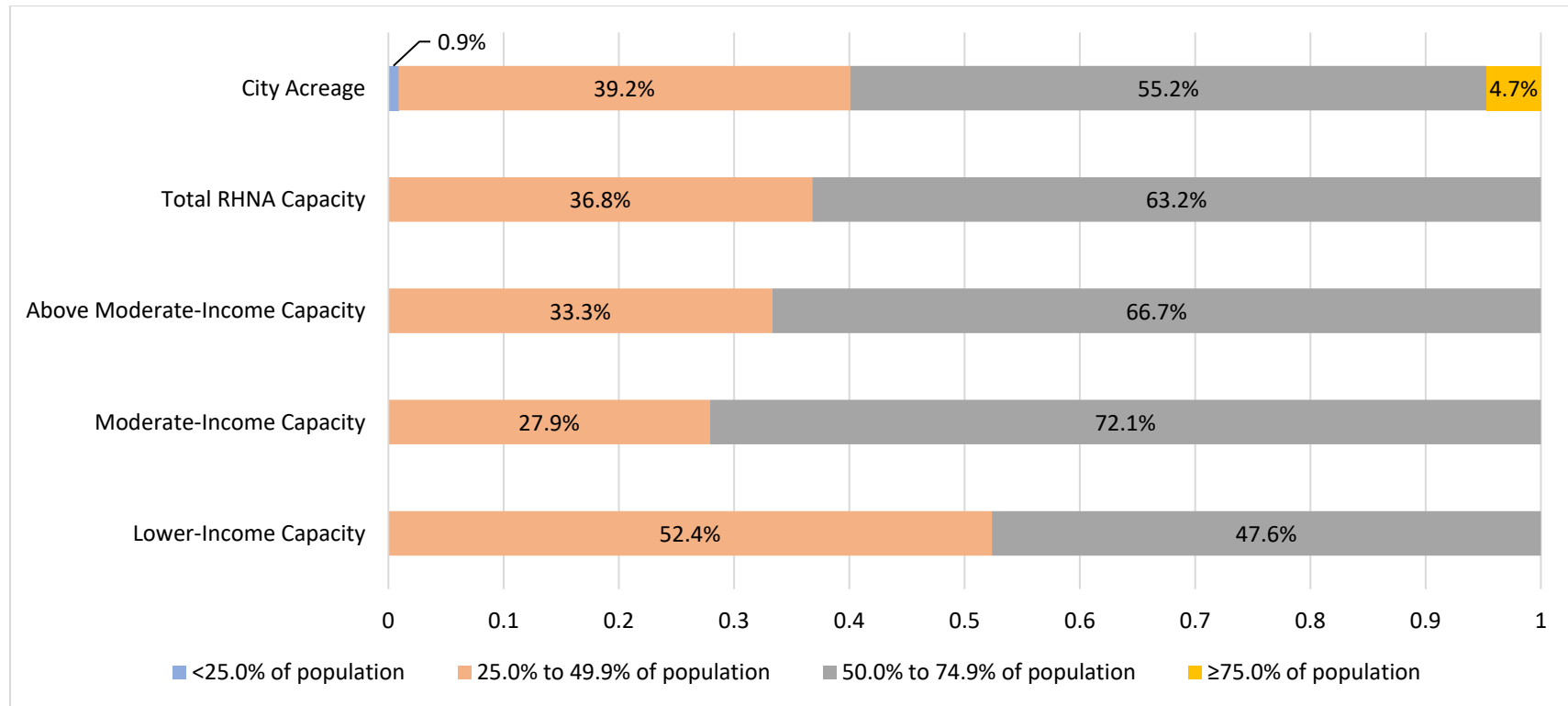
Source: 2016-2020 ACS, City of Vacaville, 2023

### Race and Ethnicity

As discussed previously, Vacaville is among Solano County's least diverse jurisdictions, though still a relatively diverse city among cities in the larger region. As shown in **Figure 3-16, Local Racial Demographics**, with the exception of the Leisure Town area, which has a dominant non-White population and lower-income households associated with a senior retirement community, there is a consistent pattern of less-diverse areas at the city's edges, comprising 39.2 percent of the city acreage, coinciding with areas of relatively higher income and resources, and more diverse areas closer to the city's center comprising 55.2 percent of the city acreage, coinciding with lower-income and lower-resource areas. Approximately 4.7 percent of the city's acreage in the Rocky Hill/Markham area in the vicinity of the major commercial Allison Drive/I-80 interchange, which also includes eight affordable housing complexes, has a Non-White population above 75.0 percent, the highest rate of poverty and lowest incomes in the city.

As shown in **Figure 3-47, Percentage of Unit Capacity and Site Acreage by Percent Non-White Population**, the distribution of units to meet the RHNA by predominant population does not differ significantly from the distribution of land in the city. Additional lower- and moderate-income units in the city will improve access to housing for residents who would otherwise be priced out and excluded. Approximately 52.4 percent of the lower-income unit capacity is identified on sites in areas in which 25.0 to 49.9 percent of the population identifies as non-White (**Figure 3-16**), with 32.4 percent of lower-income units within the northern RCAA (**Figure 3-17**). This offers an opportunity for lower-income non-White households that may have been excluded from housing mobility opportunities to access moderate-designation resources in higher-income neighborhoods while facilitating income integration. As shown in **Figure 3-47**, the majority of moderate- and higher-income unit capacity (66.7 and 63.2 percent, respectively) is identified on sites in areas that have non-White populations between 50.0 and 74.9 percent, which will facilitate income integration and housing mobility opportunities, through a more diverse range of housing types, which in turn fosters the potential to raise the resource designation.

**FIGURE 3-47: PERCENTAGE OF UNIT CAPACITY AND SITE ACREAGE BY PERCENT NON-WHITE POPULATION**



\* Percentage of population is Non-White

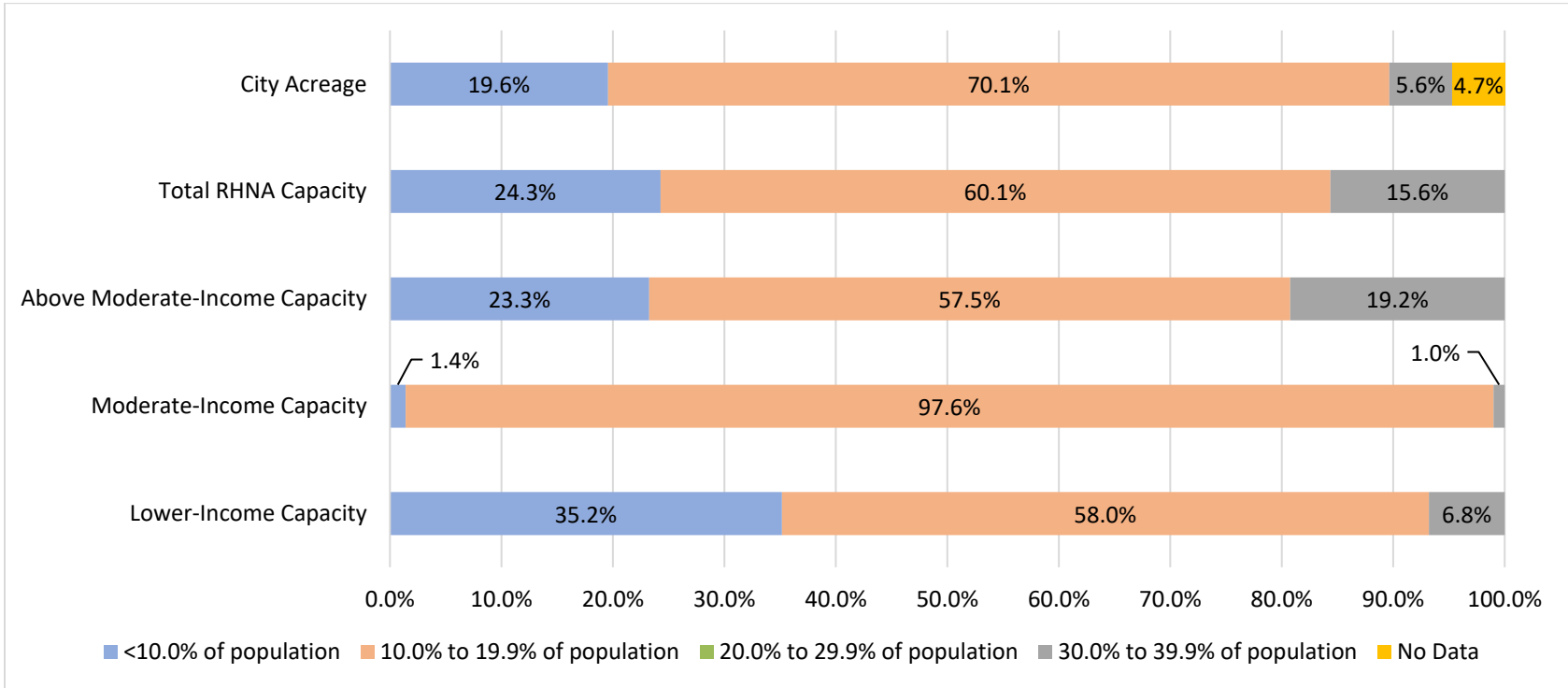
Source: 2016-2020 ACS, City of Vacaville, 2023

### Disability

Approximately 11.8 percent of Vacaville’s population lives with one or more types of disability, as shown on **Figure 3-22, Percentage of Population with a Disability in Vacaville**. As discussed previously, data indicates that a smaller proportion of residents in Vacaville’s high- and highest-resource areas are living with disabilities compared to lower-income, lower-resource areas, and that those residents who are living with a disability are found at higher rates in lower-income areas, with the highest concentrations in the Leisure Town community.

As illustrated by **Figure 3-48, Percentage of Unit Capacity and City Acreage by Disability Rate**, approximately 60.1 percent of the total RHNA capacity identified in the sites inventory is in areas in which 10.0 to 19.9 percent of residents have a disability, less than the distribution of land at 70.1 percent by this disability rate. In comparison, although 19.6 percent of the city's acreage has a population with a disability rate below 10.0 percent, 24.3 percent of the RHNA capacity is proposed in these higher-income, moderate-resource tracts, including 35.2 percent of the lower-income unit capacity. Additionally, 15.6 percent of the RHNA capacity is identified in the 5.6 percent of acreage in the Leisure Town area close to the Kaiser Permanente Medical Complex and associated medical facilities to provide mobility opportunities for non-senior persons with disabilities. As stakeholders identified, high housing costs and a shortage of permanently supportive housing has increased displacement risk for non-retirement-age Vacaville residents and presented a barrier to persons with disabilities in the city. Locating units affordable to lower- and moderate-income residents in and around commercial centers and nodes will help to improve access for and accommodate the needs of persons living with disabilities, who benefit from close access to services and amenities as well as proximity to transit.

**FIGURE 3-48: PERCENTAGE OF UNIT CAPACITY AND CITY ACREAGE BY DISABILITY RATE**



\*Has one or more disabilities.

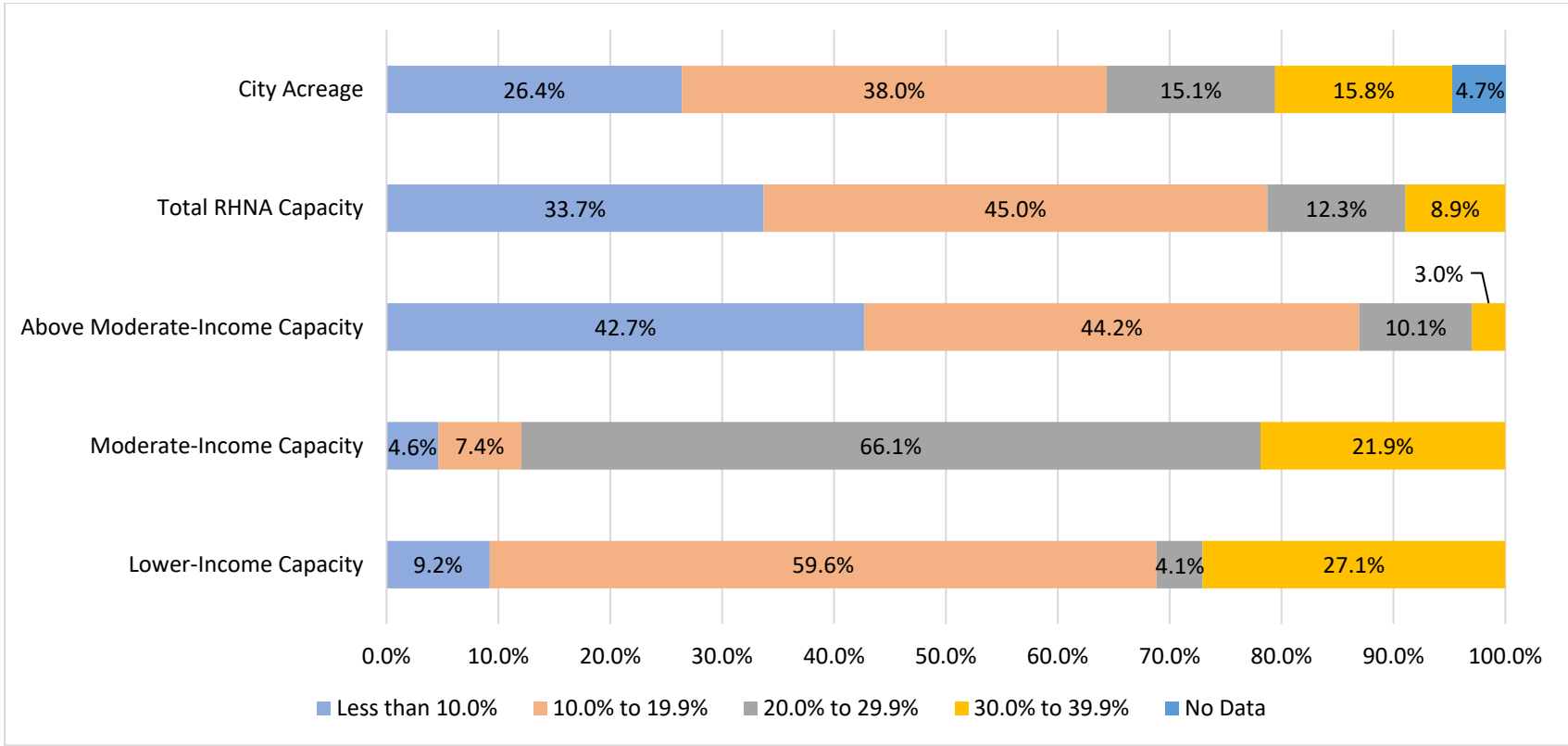
Source: 2016-2020 ACS, City of Vacaville, 2023

**Familial Status**

As previously discussed and shown on **Figure 3-18, Percentage of Children in Married Couple Households in the Region**, and **Figure 3-20, Single-Parent Female-Headed Households with Children in Vacaville**, 77.7 percent of Vacaville households are family households, and 22.3 percent of residents live alone. Of Vacaville family households, 18.0 percent are headed by single adults, the majority of which are female-headed family households, at 13.0 percent of the total. Additionally, 13.5 percent of female-headed family households have incomes below the poverty level, which suggests that single-parent, female-headed households may have more limited access to housing. The spatial distribution of single-parent, female-headed households with children as a percentage of total households is consistent with TCAC/HCD Opportunity Area designations and median household incomes. Within the city’s lower-resource and

lower-income central area, including the Fairmont neighborhoods, the Downtown Specific Plan area, the Rocky Hill/Markham neighborhood, and the older Alamo/Orchard/Buck Avenue neighborhoods near the Hemlock Elementary School, comprising 30.9 percent of the city acreage, rates range between 20.0 and 40.0 percent, corresponding to many of the city's affordable housing resources. As presented in **Figure 3-49, Percentage of Unit Capacity and City Acreage by Percentage of Children in Female-Headed Households**, 38.0 percent of the city acreage has lower rates of single female-headed households between 10.0 and 19.0 percent, and 26.4 percent of acreage is in higher-income moderate-resource areas along city boundaries with the lowest disability rates in the city. Approximately 27.1 percent of lower-income unit capacity in areas with the highest rate of children in female-headed households. Housing unit potential on these sites increases the opportunities for female-headed households currently experiencing overpayment and/or overcrowding to acquire affordable and adequately sized housing with access to businesses and services. Additionally, 21.9 percent of the moderate-income anticipated units in the areas with higher representations of children in female-headed households will increase mobility opportunities for moderate-income single, female-headed households, as well as all other household types, to find appropriate units within Vacaville. The identified RHNA site capacity holds potential for a range of sizes of units for renters and homeowners, which could decrease competition for larger homes and facilitate mixed-income areas. Overall, female-headed households of any economic status will have access to new housing opportunities, as well as other single-parent households, persons living alone, seniors, lower-income families, and other households.

**FIGURE 3-49: PERCENTAGE OF UNIT CAPACITY AND CITY ACREAGE BY PERCENTAGE OF CHILDREN IN FEMALE-HEADED HOUSEHOLDS**



\*Represents percentage of households headed by single-parent females

Source: 2016-2020 ACS, City of Vacaville, 2023



## Potential Effect on Access to Opportunity

### Job and Transit Proximity

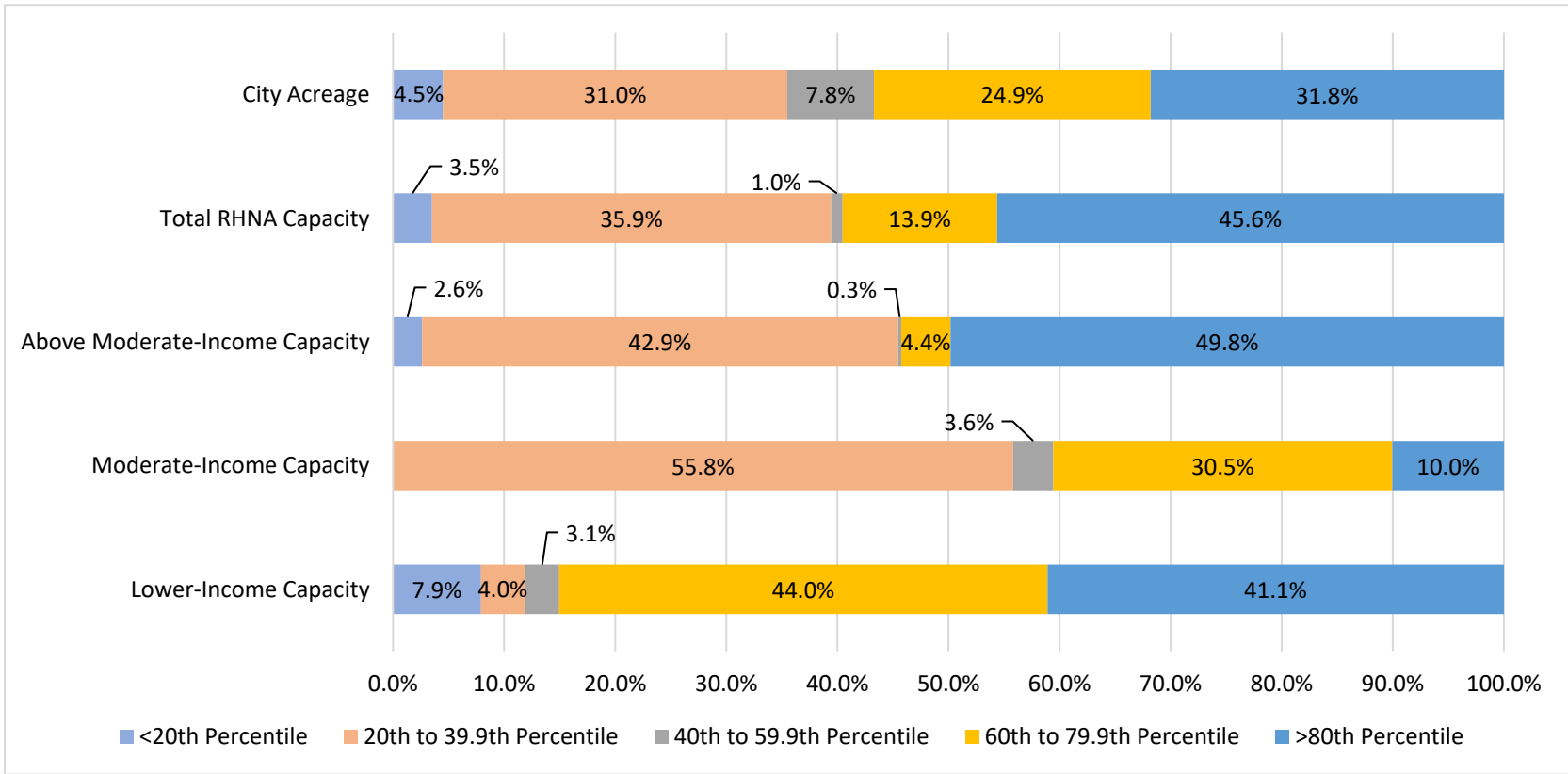
City Coach, the city's public transit program, has transit stops strategically placed around the city to connect residents to medical offices, shopping centers, parks, and recreation venues. According to the Center for Neighborhood Technology's (CNT) AllTransit database, public transit connectivity in Vacaville scored a 4.9 out of 10 (**Figure 3-24, Transit Score in Vacaville**). However, some neighborhoods remain less accessible by transit, including portions of Leisure Town, eastern Vacaville, and northwest Vacaville.

In the City of Vacaville, as shown on **Figure 3-28, Labor Market Engagement Index**, the index scores are higher in the more suburban portions of the city and northern Vacaville, likely due to the Kaiser Permanente Vacaville Medical Center and nearby core commercial areas. As previously discussed, U.S. Census Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics (LODES) data suggests that there are likely a range of job opportunities in Vacaville for many residents, supported by a relatively low unemployment rate (4.7 percent) and balanced jobs-household ratio (1.0). Based on these factors, access to employment opportunities does not appear to present fair housing issues for residents throughout the city.

As previously shown on **Figure 3-29, Local Jobs Proximity Index**, scores in the city range from above the 80th percentile in the northeastern portion of the city on both sides of I-80 and I-505, comprising 36.9 percent of city acreage (**Figure 3-50, Percentage of Unit Capacity and City Acreage by Jobs Proximity Index Scores**), which suggest strong access to employment opportunities. Scores between the 60th and 80th percentile are found directly adjoining the high proximity designations, including the Downtown Specific Plan area, the Fairmont neighborhoods, and tracts adjacent to I-80, comprising 24.2 percent of city acreage. The southern portion of Vacaville reflects the lowest job proximity percentiles scoring below the 50th percentile, comprising 38.8 percent of the acreage, yet has high labor engagement index scores, suggesting that residents of these areas commute to opportunities elsewhere in the region. Nearly half of the RHNA unit capacity is sited in areas with the highest jobs proximity index score, including 41.1 percent of lower-income unit capacity, , thus improving access to opportunity for lower-income households. While a greater share of moderate-income households are projected in areas scoring below the 50th percentile, data has indicated that job engagement is higher in these areas and therefore these units provide improved mobility opportunities for all residents. Siting of unit capacity at all income levels in the higher proximity areas will aid in improving access to employment opportunity and will locate housing near more highly trafficked areas that are currently serviced by City Coach, including the Downtown Specific Plan area, the core commercial areas, and the Kaiser Permanente Vacaville Medical Complex, providing close proximity to transit for occupants of these units. Many of the sites identified in the inventory are currently underutilized, which is typically indicative of limited job access as the area is not built out to its fullest potential for office or commercial uses for a greater supply of jobs, or residential uses for improved access to nearby job opportunities. When considering where to locate future housing for all income levels, and particularly lower-income units, central Vacaville and sites with access along major thoroughfares to I-80 and I-505, including the mixed-use Lower Lagoon Valley, offers the most convenient access to jobs available within the city and transit

to other parts in the region. Further, construction of these sites will help to further improve the jobs-housing ratio with residential development in and near commercial and transit corridors as well as mixed-income development, thus improving jobs proximity for current and future residents of Vacaville.

**FIGURE 3-50: PERCENTAGE OF UNIT CAPACITY AND CITY ACREAGE BY JOBS PROXIMITY INDEX SCORE**



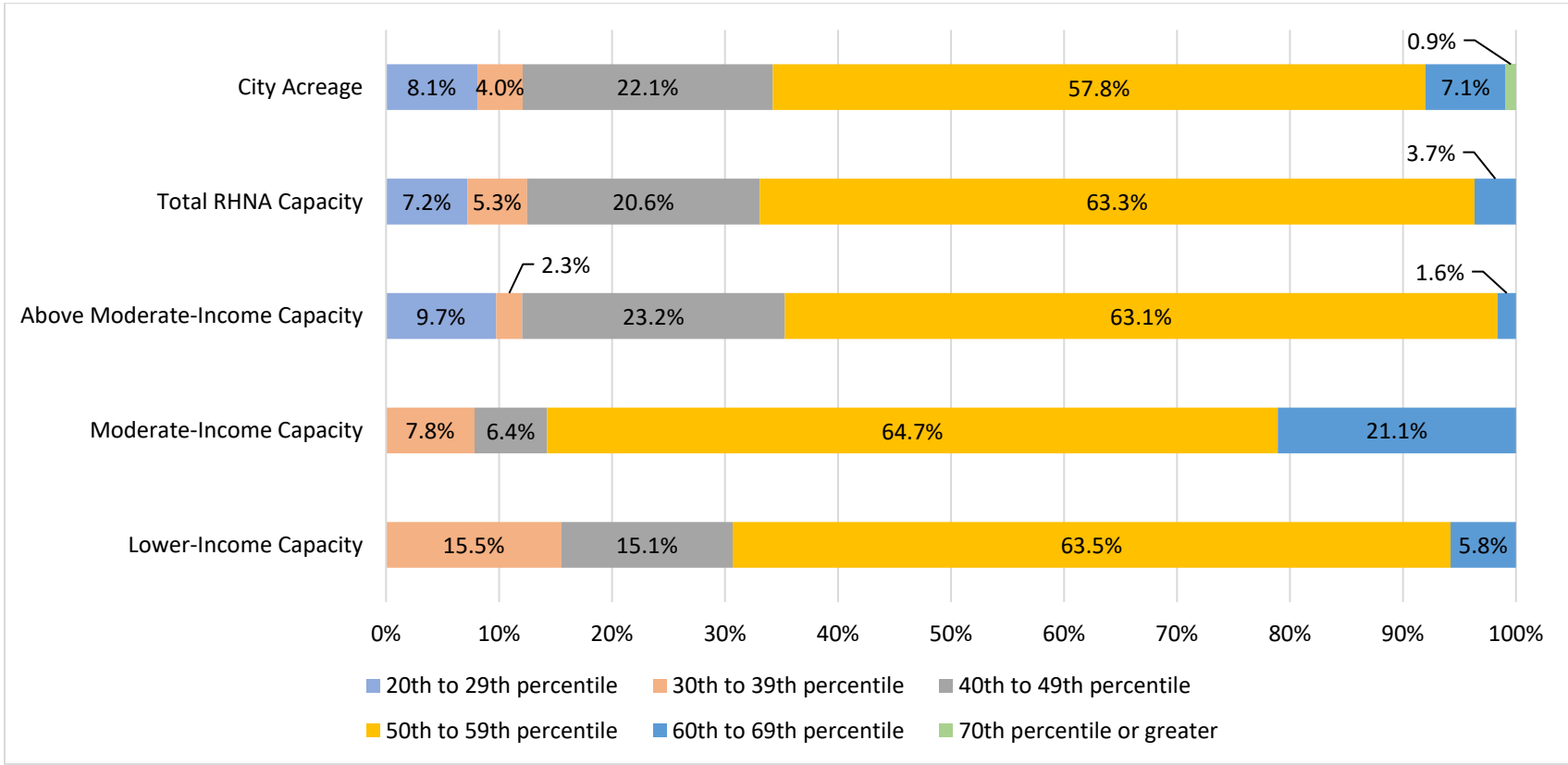
\*The higher the percentile, the better the access to employment opportunities for residents in a neighborhood

Source: 2016-2020 ACS, City of Vacaville, 2023

### Educational Opportunity

As shown on **Figure 3-51, Percentage of Unit Capacity and City Acreage by TCAC Educational Domain Score**, approximately 66.9 percent of the City's total capacity to meet the RHNA is on sites in areas that score between the 50th and 69th percentiles in expected educational outcome, a slightly higher proportion than the 64.9 percent of the city's land that falls within this range (**Figure 3-51**). Approximately 5.8 percent of the lower-income unit capacity and 21.1 percent of the moderate-income unit capacity is in areas scoring between the 60th and 69th percentiles, and 63.5 percent lower-income and 64.7 moderate-income unit potential in areas with scores between 50th and 59th percentiles. However, 30.7 percent of lower-income units are also in areas scoring between the 30th to 50th percentiles, which includes the highest concentration of socioeconomically disadvantaged students, corresponding to the Fairmont and Rocky Hill/Markham neighborhoods, and where there is a higher percentage of children present in female-headed households, a higher rate of poverty, and higher rate of renter overpayment. This is a larger share of units than moderate-income households (14.3 percent), and 25.5 percent of above moderate-income households. Unit capacity for above moderate-income households is also identified within the Lower Lagoon Valley area and Business Park, which falls within the lowest percentile ranking below the 30th percentile. However, this area is currently largely undeveloped and therefore the score may not accurately reflect actual educational outcome potential within this community. The distribution of opportunity sites will provide housing opportunities for new households, including lower-income households, to be located near schools where students have traditionally scored high on standardized tests and where there is less socioeconomic diversity, provide mobility opportunities for existing residents, and integrate higher-income housing opportunities into areas with lower educational domain scores to help reduce impacts of socioeconomic disadvantages and raise student performance.

**FIGURE 3-51: PERCENTAGE OF UNIT CAPACITY AND CITY ACREAGE BY TCAC EDUCATIONAL DOMAIN SCORE**



\*The higher the percentile, the more positive the expected educational outcome.

Source: 2016-2020 ACS, City of Vacaville, 2023

It’s important to note that lower standardized test scores do not indicate limited educational opportunities as much as they indicate lower access to those opportunities than students in historically wealthier neighborhoods have had. To ensure that development of these units does not concentrate lower-income households in certain neighborhoods and instead more evenly distributes socioeconomic diversity across the city, the City will support applications by Vacaville Unified School District or individual schools to secure grant funding for teacher recruitment and retention bonuses, classroom materials, and other incentives for teachers (**Program HE-36**).

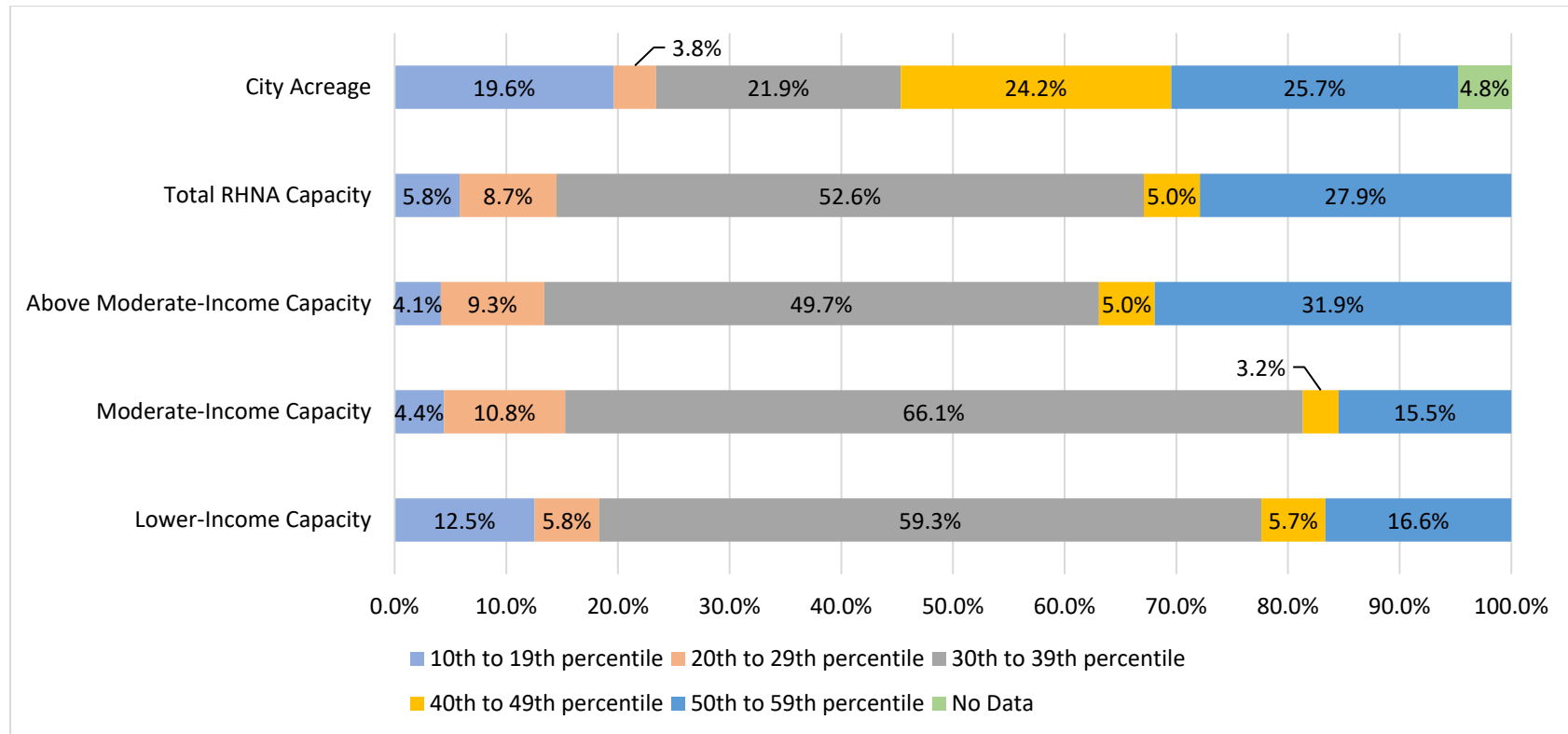
## Environmental Health

As previously discussed and shown on **Figure 3-34, CalEnviroScreen Percentile Scores**, all of Vacaville has relatively low environmental burden scores. The highest scores, corresponding to 25.7 percent of the city acreage (**Figure 3-52, Percentage Unit Capacity and City Acreage by CalEnviroScreen Scores**) are in the Alamo/Orchard/Buck Avenue older sector of the city, and in the northeastern portion of the city where there is a concentration of business, commercial, and industrial uses, including the Kaiser Permanente Vacaville Medical Center and the Nut Tree Airport. These, along with proximity to the I-80 and I-505 interchange, and irrigation runoff, pesticide use, and dust associated with adjacent agricultural uses, may result in slightly higher indicators of environmental pollution burden. Areas with less positive outcomes between the 40th and 49th percentile, comprising 24.2 percent of the city acreage, generally correspond to areas with lower incomes, a higher incidence of poverty, and associated overcrowding and overpayment challenges. The remaining city acreage has low CalEnviroScreen scores, below the 39th percentile. There is a greater concentration of residential uses in this portion of the city, rather than commercial uses, which may reduce pollution burden relating to congestion.

The TCAC/HCD environmental scores, as previously indicated by **Figure 3-35, TCAC Environmental Domain Score**, largely reflect those patterns seen in the CalEnviroScreen percentiles, and in the case of the Leisure Town community, a lower percentile score reflects a higher incidence of age-related health problems and disability rate. While most residential areas have access to strong environmental outcomes, those that are near commercial or industrial areas, major highways, or active agricultural operations may be impacted by those uses.

As presented in **Figure 3-52**, approximately 27.9 percent of the sites inventory capacity is in neighborhoods scoring in the 50th percentile and above, the majority of which are above moderate-income (31.9 percent of above moderate-income unit capacity) in the Nut Tree Apartments, North Village Specific Plan, and Farm at Alamo Creek (**Figure 3-34**). In comparison, 16.6 percent of the lower-income and 15.5 percent of moderate-income unit capacity is identified in the above 50th percentile at the Orange Drive South/Leisure Town Road sites and three sites just north of the Vaca Valley and I-80 interchange, both on the eastern edge of the city. These areas are either at the edges of the city adjacent to agricultural uses, or in the vicinity of the convergence of multiple transportation corridors near the commercial core, which suggests these factors influence the environmental outcome score. The majority of pipeline projects and site capacity for all income levels is identified within the 30th to 39th percentile range, corresponding to the acreage distribution in the city. Development potential in the Specific Plans at the edges of the city in lower-scoring areas is envisioned to improve environmental conditions through incorporation of outdoor spaces, incorporation of transitional buffers and screening, and promotion of pedestrian and bicycle facilities, thus promoting environmental sustainability. Investment in the Downtown Specific Plan area and lower-scoring areas north of I-80 in the older neighborhoods along West Monte Vista through redevelopment of underutilized properties and development of vacant sites will facilitate place-based revitalization and will increase the supply of affordable housing in an area susceptible to displacement due to housing costs while also encouraging income integration in new development.

**FIGURE 3-52: PERCENTAGE OF UNIT CAPACITY AND CITY ACREAGE BY CALENVIROSCREEN SCORE**



\*The higher the percentile, the greater the pollution burden.

Source: OEHHA, 2021; City of Vacaville, 2023

To further revitalization efforts and reduce environmental health concerns in Vacaville, the City is implementing these strategies:

- Require transitional buffers or screening between residential and industrial or commercial uses in new development **Program HE-17**.
- Concurrently with the Housing Element Update, the City is updating its Safety Element and developing an Environmental Justice study with goals, policies, and programs. The goal of the Environmental Justice study is to improve community health within the City. As of Summer 2022, the City is conducting outreach with the community to identify the breadth and geographic scope of

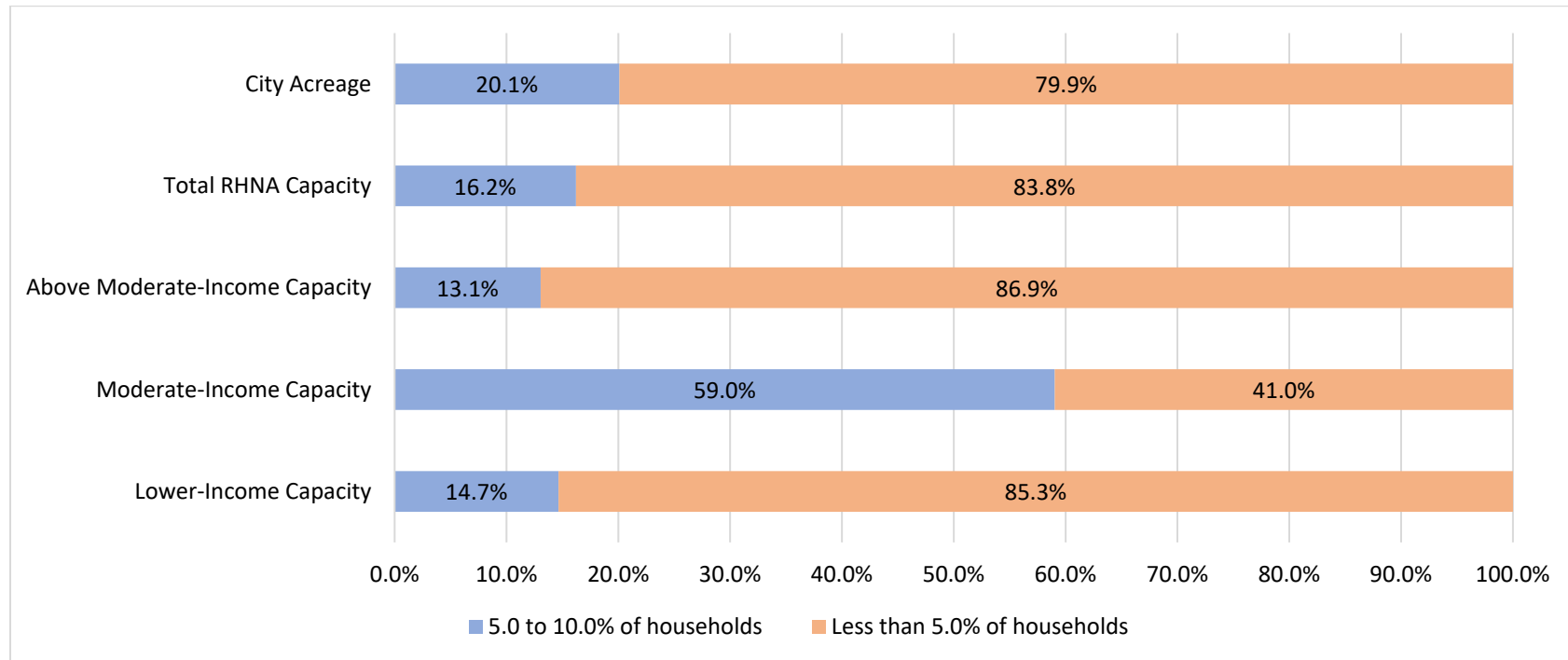
community health issues facing Vacaville residents, confirm where impacted neighborhoods are located, and discuss how to improve community health through updates to the General Plan.

## Potential Effect on Displacement Risk

### Overcrowding

As discussed previously, overcrowding is not a significant problem in most of Vacaville, with only 3.2 percent of households experiencing this problem, and is more prevalent among renters. As presented by **Figure 3-53, Percentage Unit Capacity and City Acreage by Overcrowding**, the greater part of the city acreage, 79.9 percent, has overcrowding rates below 5.0 percent. However, there are special-needs groups that may also be disproportionately impacted by overcrowding, including large households, as well as lower-income households. The Rocky Hill/Markham neighborhoods exhibit the highest overcrowding rate, followed by the Fairmont and adjacent western Grammercy Park neighborhoods, comprising 20.1 percent of the city acreage with overcrowding rates above 5.0 percent, but not exceeding 6.2 percent. Approximately 59.0 percent of moderate-income units and 14.7 percent of lower-income units are in areas with higher rates of overcrowding to help to alleviate this issue by increasing the housing supply, while the remainder of the lower- and moderate-income capacity will facilitate housing mobility opportunities throughout the city near services and resources in commercial areas. Additionally, the above moderate-income sites will ease pressure on the housing stock, thus potentially reducing displacement risk and overcrowding for these households as well as more units become available.

**FIGURE 3-53: PERCENTAGE OF UNIT CAPACITY AND CITY ACREAGE BY RATE OF OVERCROWDING**



\*Represents the percentage of households experiencing overcrowding

Source: 2016-2020 ACS, City of Vacaville, 2023

### Overpayment

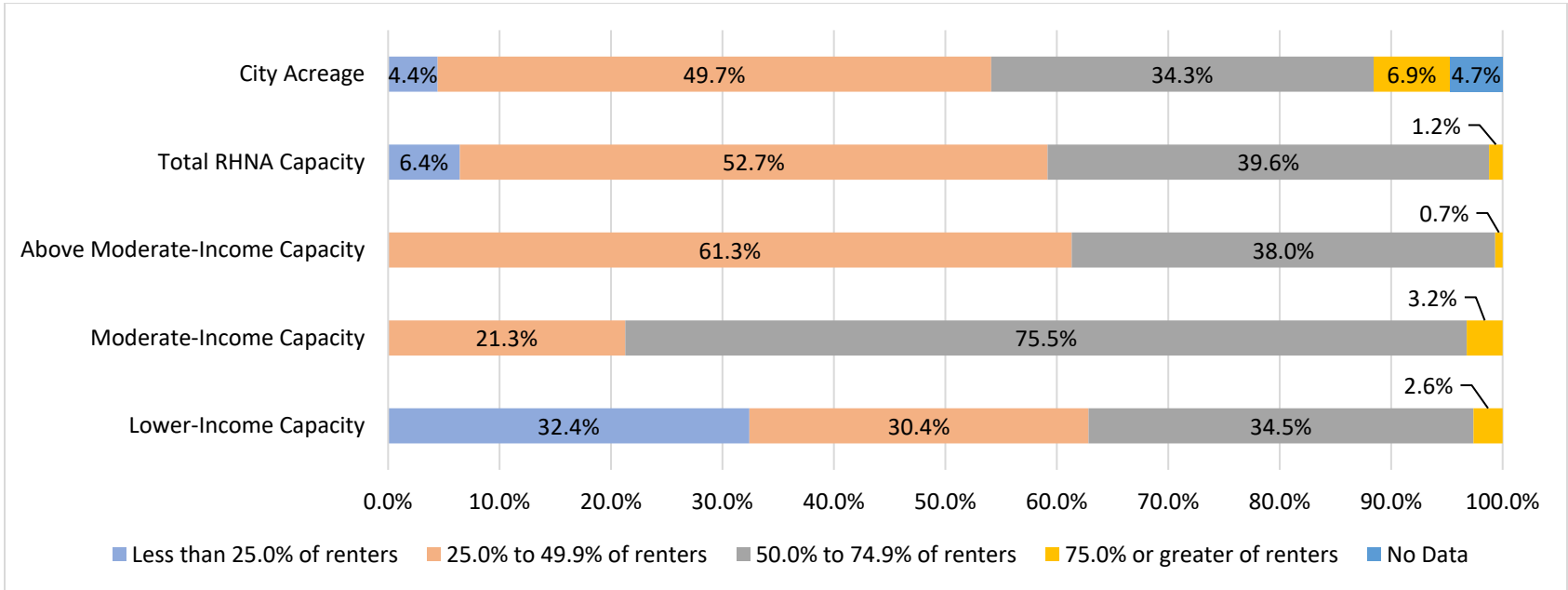
Owners and renters throughout Vacaville are overpaying for housing, likely due to many years of increases in housing costs that outpaced wage increases, with 35.8 percent of the households experiencing some level of overpayment, as shown by **Figure 3-40, Renter Overpayment**, and **Figure 3-41, Homeowner Overpayment**. Lower-income households are most at risk of displacement due to overpayment, particularly renter households. Generally, the areas with poverty levels greater than 10.0 percent also correlate with higher rates of rental overpayment rates, between 40.0 and 80.0 percent, although this correlation does not consistently align with the highest rates of homeowner overpayment. The exception to these trends is the Leisure Town community, where 63.0 percent of renters and 62.7 percent of homeowners report overpaying for housing. While this area does have a high rate of poverty, likely due to many residents relying on fixed incomes, there is relatively low diversity compared to other areas of high overpayment, with 81.5 percent of the population



identifying as White Non-Hispanic. Additionally, previous analysis has identified that special-needs populations, including female-headed households, large families, persons with disabilities and seniors, often fall into the lower-income category and may be particularly at risk of displacement when housing opportunities at affordable costs, sizes, or access to resources are not available.

As shown in **Figure 3-54, Percentage Unit Capacity and City Acreage by Rate of Renter Overpayment**, renter overpayment rates over 50.0 percent of households are found in 41.2 percent of the city acreage, and 10.1 percent of the acreage has homeowner overpayment rates above 40.0 percent. The distribution of RHNA unit capacity closely corresponds to city acreage for renter overpayment, with 37.2 percent of lower-income units, 78.7 percent of moderate-income units, and 38.7 percent of above moderate-income unit capacity in areas with the highest rates of renter overpayment in the Rocky Hill/Markham neighborhoods, the Leisure Town community, and along the southern Alamo Drive/Grammercy Park neighborhood across from the Three Oaks Community Center (**Figure 3-40, Renter Overpayment**). An increase in the supply of lower- and moderate-income households throughout the city, particularly those in close proximity to commercial and services as these sites, will help to alleviate conditions that contribute to overpayment by reducing the gap between supply and demand for this type of housing.

**FIGURE 3-54: PERCENTAGE OF UNIT CAPACITY AND CITY ACREAGE BY RATE OF RENTER OVERPAYMENT**

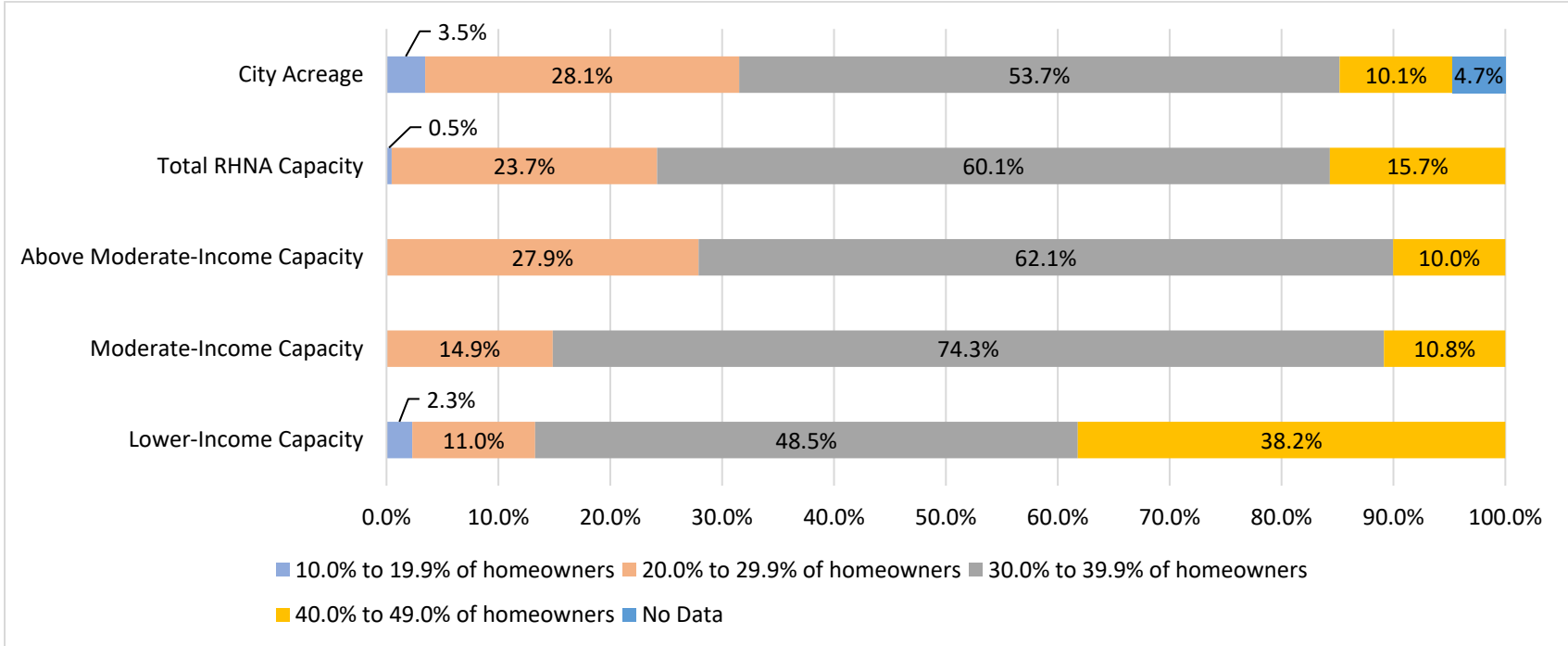


\*Represents percentage of renters experiencing overpayment

Source: 2016-2020 ACS, City of Vacaville, 2023

Approximately 38.2 percent of lower-income units are in areas with significantly high rates of homeowner overpayment (**Figure 3-55, Percentage of Unit Capacity and City Acreage by Rate of Homeowner Overpayment**), which is a significantly greater proportion than is encompassed by acreage. Locating lower-income housing in these areas will help reduce displacement risk for households experiencing this by providing mixed affordable and moderate-income housing in the Alamo/Orchard/Buck neighborhood, lower-income Habitat for Humanity homes north of the East Main District (**Figure 3-41, Homeowner Overpayment**). Typically, above moderate-income units are unaffordable to cost-burdened households, while lower- and moderate-income housing units can help alleviate overpayment. Sites for new units have been identified across a range of overpayment rates for both owners and renters with the intent of increasing the supply of affordable housing for all income categories, thus reducing risk of displacement due to overpayment for all Vacaville residents.

**FIGURE 3-55: PERCENTAGE OF UNIT CAPACITY AND CITY ACREAGE BY RATE OF HOMEOWNER OVERPAYMENT**



\*Represents percentage of homeowners experiencing overpayment

Source: 2016-2020 ACS, City of Vacaville, 2023

Special-needs groups that may be disproportionately affected by high housing costs include large families, single-parent households, and seniors. As discussed in the Overcrowding analysis, large family households often face housing challenges due to a lack of adequately sized affordable housing available. The higher costs of homes with multiple bedrooms can result in larger families experiencing a disproportionate cost burden and increase the risk of housing insecurity. In Vacaville, 25.4 percent of the total large households in the city are lower income. Of large family households, 16.1 percent are cost burdened and 11.8 percent are severely cost burdened. The ACS also reports that single-parent households comprise 18.0 percent of the total households in Vacaville, the majority of which are female single parents. Of female-headed, single-parent households, 11.3 percent are below the poverty threshold, indicating that these households may have to spend a greater percentage of their income on housing and are at risk for displacement without assistance.

Seniors, comprising 25.0 percent of Vacaville's households, often face increased displacement risk due to overpayment as this population more frequently relies on fixed incomes, such as retirement savings or social security, as seen in the Leisure Town community. As presented in HNA **Table 2-31, Senior Households by Income Level Overpaying for Housing**, approximately 19.6 percent of seniors are cost burdened and 19.1 percent are severely cost burdened, constituting 38.7 percent of the total senior households in Vacaville. Approximately 13.3 percent of seniors are extremely low income, of whom, 14.0 percent are cost burdened, and 62.7 are severely overburdened. In comparison, of seniors that earn an income above the AMI, 11.9 percent are cost burdened and 0.6 percent are severely cost burdened.

The addition of these units will help to alleviate existing overpayment by offering lower- and moderate-income units to current and future residents where there is need and increasing the housing stock overall to alleviate the demand on an existing shortage of housing at affordable price points, as well as responding to meeting demand of special-needs populations. Additionally, the site capacity and distribution of units by income category will facilitate mobility opportunities for all households.

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# Appendix 4: Vacaville Outreach Summary

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As noted in **Chapter 1, Introduction**, the City made diligent efforts to educate the public and to gather information regarding housing needs, issues, and preferences in the community. Throughout the Housing Element update process, input was considered and incorporated into the document and the process. Based on the input the City received, the housing programs in **Chapter 2** were tailored to address the local housing market and community needs. A summary of how input was incorporated in the programs is provided in **Chapter 1**. Outreach activities included the participation efforts tied to the Comprehensive Housing Strategy, the regional outreach activities of the Solano County Housing Element Collaborative, and additional public meetings with Vacaville's Planning Commission and City Council.

The City provided information regarding the Housing Element update and advertised activities and opportunities for input on the City's website, through flyer distribution, posters displayed in local businesses and via direct email to people who previously signed up to the City's housing email notification list and stakeholders, including local property managers, developers, community groups, nonprofit service organizations, residents, and elected officials.

The Draft Housing Element was posted on the websites of the City and the Solano County Housing Element Collaborative during the 30-day public review period (August 31, 2022 – September 30, 2022), and people were able to submit comments electronically through an email address on the websites. A summary of comments received is included herein.

Outreach activities that are listed in **Chapter 1, Introduction**, are described in greater detail herein if they are specific to Vacaville. Regional outreach efforts are described in greater detail in **Appendix 1, Regional Outreach Summary**, and in the Outreach subsection of **Appendix 3, Regional and Vacaville Assessment of Fair Housing**.

## Website

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](http://www.cityofvacaville.com). The Housing Element webpage identified housing topics that would be addressed in the Housing Element document; provided information about the ongoing public participation process; provided a link to a guide about understanding housing in Vacaville and provided contact information for people seeking additional information regarding the Housing Element.

## Public Meetings

### Joint Planning Commission and City Council Study Session - March 29, 2022

The Planning Commission and City Council held a joint study session on March 29, 2022, to review the Housing Element update process, the Regional Housing Needs Assessment (RHNA), and provide input on the programs and policies that should be included in the Housing Element. The study session was 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](http://www.cityofvacaville.com).

Key comments from Commissioners and Councilmembers included:

- Provide a diverse range of housing types, especially multifamily housing.
- Address the needs of each different neighborhood.
- Attract developers that will build the types of housing we need, but don't make it impossible for them to make a profit.
- Ensure that we are distributing subsidized units equitably throughout the entire community as part of the Housing Element.
- Reminder that the City does not build housing, but the City does have options for incentivizing developers, including providing land for free or at a discount and waiving fees.
- Help prevent displacement of tenants that are penalized for certain behaviors.
- Do not support the single-family (75 percent) to multifamily (25 percent) ratio. Adjust the ratio to 50/50.
- There is a program in San Diego that provides funding for potential homeowners in census tracts that have more than 50 percent of a minority group.
- Support efforts to provide consumer protection for new homebuyers.
- Ensure that developers build the higher-density component of their project prior to allowing them to build the lower-density units.
- Provide information to homeowners that explain how to reach the next level of homebuying.
- Staff and elected officials need to hold themselves and developers accountable; don't allow them to change agreements that result in not building amenities that were previously agreed to.
- Address the homelessness issue.
- The City needs tools to build low-income and missing-middle housing.
- Support master comprehensive plans for new housing developments, instead of specific plans that cover smaller areas.
- Review Community Facilities District (CFD) fees. We have high CFD fees and Mello-Roos.
- Focus on preservation of existing low-income units or senior units.
- Support workforce housing, especially for teachers.
- New workforce housing needs to be built in congruence with jobs.
- Lower-cost homes shouldn't be charging Homeowners Association (HOA) fees.
- Consider an inclusionary housing ordinance.



- Focus on redevelopment of old shopping centers.
- Support integrated communities that provide mixed use.
- Prioritize senior housing and provide housing that allows seniors to downsize.
- The city has too many two-story homes.
- Promote infill development.
- Implement eviction protections.
- Implement a merit hearing process.
- Scale developer fees.

### **Community Workshop 1 - November 30, 2021**

City staff and consultants facilitated a virtual public meeting on November 30, 2021, to introduce the housing strategy and gather input on the community's housing needs. This meeting included a presentation that featured a live polling exercise in which audience members were asked to describe their role in the community, what type of housing they live in, and what type of housing they believe is missing from Vacaville. The workshop also included a group discussion in which participants were asked questions related to their housing needs. The question and feedback received is summarized below.

1. Are there populations that you believe are underserved in Vacaville?
  - Vacaville needs more housing for students and young families; low-income families, individuals, and seniors; and people with disabilities.
  - Intergenerational housing developments are needed. Single-family zoning does not allow for intergenerational housing.
2. What type of housing would you like to see built in Vacaville?
  - Build neighborhoods that include varying housing types in each development.
  - Support for apartments, townhomes, mixed-use, and accessory dwelling units (ADUs).
  - Build new housing units with fewer bedrooms.
  - There is a need for accessible design in housing.
  - Ground-floor uses in mixed-use projects should provide neighborhood-serving uses, such as a hardware store, instead of bars or high-end boutiques and restaurants.
  - In addition to apartments and affordable housing, provide housing for students and young professionals that appeal to employees of the biotech industry.
  - One participant does not believe executive housing is needed.
  - Ensure adequate parking is provided.

3. Where should new housing be built in the city?

- There is a concern that affordable housing is all clustered in one location of the city.
- Build higher-density housing in areas with access to transit and commercial uses.
- Consider fire and flooding hazards when identifying new housing sites.
- Support for building housing in infill sites, such as aging shopping centers.

4. What do you see as a constraint to housing production?

- Building fees can be a constraint to housing production.
- Lessen constraints that may exist for building ADUs.
- Opposition to new housing can be a constraint. Work at the neighborhood level to help them understand the needs of the community.

**Additional Comments**

- Consider an inclusionary housing ordinance that requires each development to contain a variety of housing types for affordable levels.
- Consider housing for people with disabilities in the extremely low-income category.
- Community land trusts can be used to provide permanent affordable housing.
- Permanent affordable housing is needed for female-headed, single-parent households.
- The City should support liaison efforts to provide affordable housing.
- Use the new one lake development in Fairfield as a model for new housing developments. Woodland is also taking an innovative approach to housing.
- Partner with the Solano Affordable Housing Foundation or similar organizations to help the City put together a package to build affordable housing.

**Community Workshop 2 - February 2, 2022**

City staff and consultants facilitated a virtual public meeting on February 2, 2022, to gather feedback on preliminary recommendations that would be included in the Housing Strategy to help remove barriers to housing production. This meeting included a presentation that featured a live polling exercise in which audience members were asked to describe their role in the community, what type of housing they live in, and what type of housing they believe is missing from Vacaville. The workshop also included a group discussion in which participants were asked questions related to their thoughts on the recommendations that were developed for the Housing Strategy. The question and feedback received is summarized below.

1. What do you think of the recommendations overall?

- Unsure if the recommendations will help create low-income housing or housing for people with disabilities.

- Looking for more action from the City regarding affordable and low-income housing to make development affordable.
  - We want to create a community where people can afford to stay, and the identity of the City doesn't feel transitory.
  - Improve the availability of new missing-middle housing types.
  - Support the integration of missing middle into single-family residential neighborhoods.
  - An emphasis on the construction of ADUs will generate parking issues in neighborhoods.
  - Consider the idea that people need and want outdoor spaces.
  - Would like to see the homeless and those with disabilities be considered in recommendations.
  - Would like to see a transition from the rental industry to a variety of homeownership options in the city.
  - A change from single-family to more high-end condos would be preferable.
  - If affordable housing can be built first, then the push back from the community may be lessened down the road.
  - Would like to create a community where housing is affordable for all and is consistent with the General Plan.
2. Do you believe that changing the City's regulations in the ways suggested will support housing needs in the city?
- Consider the costs of desirable housing and if the City could create incentives to create a full mix of housing.
  - The idea of smaller single-family homes is appealing.
  - Parking requirements are at two spaces per unit because of demand.
  - Three main costs of developing housing are land, construction, and fees; would like the fees to be based on square footage of units.
  - Housing for middle income needs an extra financial incentive for developers and perhaps the City could create these incentives.
  - How will these recommendations help low-income housing or housing for people with disabilities?
  - Density caps should not be removed everywhere but focus on specific areas in the downtown area.
  - The City has deficiencies in the number of parks and existing parks are lacking in amenities.
  - Having to make compromises for each development is tiresome.

- Efforts to streamline projects does not let staff “vet” each project.
3. After hearing about the various housing types that exist and Vacaville’s future housing demand, do you think that the recommendations will help to address housing gaps in Vacaville?
    - Consider the idea that parking and creative ways to provide it will still be an issue for young adults.
    - Would like the City to maintain its characteristics and identity, meeting housing needs, while not becoming an urban city.
    - New housing development should be attractive, affordable, and account for parking.
  4. After hearing about the populations that are underserved for housing in Vacaville, do you think that the recommendations will address those populations’ needs?
    - Improve costs to incentivize developers.
    - Focus on providing houses for those who are struggling to find homes.
    - Consider how the recommendations will meet the needs.
    - Seniors are in need of condos.
  5. Where should new housing be built in the city? Do you think that the recommendations will help get housing built in those areas?
    - Complex situation on how we address our needs.
    - Put in housing on the abandoned golf course near a retirement community.
    - There are vacant large parcels that could be zoned for new homes.
    - It is important to have grocery stores and services near residential.

### **Additional Comments**

- Density caps could be removed in certain areas of the city, such as downtown.
- The City has a deficient number of parks.
- Provide a program to help low-income folks achieve homeownership.

### **Planning Commission Meeting on the Public Review Draft - September 20, 2022**

The Planning Commission heard a presentation from staff and consultants on the Public Review Draft Housing Element on September 20, 2022. The meeting was 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](http://www.cityofvacaville.com).

Commissioners asked the following clarifying questions:

- Question: Why does the Housing Element have a 25 percent surplus of capacity in its Land Inventory? Answer: The surplus is there to ensure the City will continue to have enough land to support the RHNA through January 2031 even if properties identified in the Housing Sites Inventory develop differently than projected in the Housing Sites Inventory. The surplus will help the City remain compliant with No Net Loss Law (SB 166).
- Question: Are there any punitive repercussions for not constructing the number of units identified in the RHNA during this housing cycle. Answer: As long as the City has a certified Housing Element and continues to implement its housing programs, it has met the requirements of Housing Element law and there would be no punitive repercussions. HCD recognizes construction of housing units is dependent on housing developers, who are not under the control of the City.
- Question: Why are only 66 ADUs projected to be constructed during the Housing Element cycle? Answer: The reason for this number, which may appear to be low, is that the City must demonstrate a precedent for how many ADUs are currently being constructed on an annual basis in order to count them in the Housing Sites Inventory. In the past 5± years, the City has been issuing between 7 and 10 ADU permits annually. The City will receive RHNA credit for all ADUs constructed between January 2023 and January 2031.
- Question: How do the requirements of Affirmatively Furthering Fair Housing Law (Assembly Bill 686) relate to the *Analysis of Impediments to Fair Housing* document that the City has previously prepared? Answer: AB 686 requires local governments to include a goal and housing programs to affirmatively further fair housing. Prior to 2021, local governments were required to identify and address impediments to the production of fair housing as part of the U.S. Department of Housing and Urban Development Community Development (HUD) grant programs. The City's Department of Housing and Community Services prepared the *Analysis of Impediments to Fair Housing* document in 2020. Since that time, the requirements from HUD changed and this report is no longer required. As a result, the State incorporated the fair housing analysis requirement into the Housing Element. This is the first Housing Element cycle to include this new requirement, and HCD and local governments are learning how to implement this new requirement as part of the Housing Element update.

There were no comments or questions from members of the public at this meeting.

### **City Council Meeting on the Public Review Draft – October 11, 2022**

The City Council heard a presentation from staff and consultants on the Public Review Draft Housing Element on October 11, 2022. The meeting was 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](http://www.cityofvacaville.com).

Councilmembers discussed requirements for ADUs, the distribution of new residential development to various neighborhoods throughout the city, RHNA requirements and SB 330. There were no comments or questions from members of the public at this meeting.

### **Planning Commission Adoption Hearing - May 16, 2023**

The Planning Commission heard a presentation from staff and consultants on the Adoption Draft Housing Element on May 16, 2023. The meeting was 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](http://www.cityofvacaville.com).

Commissioners asked clarifying questions about the following topics:

- RHNA Distribution between the County and City.
- Completion statuses of projects listed in the Housing Element.
- Zoning changes to sites and whether they are permanent.
- Administrative capacity for implementing programs.
- Tracking the progress of programs.
- Whether there are penalties for not completing Housing Element programs by their specified deadlines/

No comments from members of the public were received. Commissioners voted unanimously to recommend that the City Council adopt the Housing Element.

### **City Council Adoption Hearing – June 27, 2023**

The City Council heard a presentation from staff and consultants on the Adoption Draft Housing Element on June 27, 2023. The meeting was 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](http://www.cityofvacaville.com).

Councilmembers asked clarifying questions about the following topics:

- Special needs service providers listed in the Housing Element and whether there are services planned for foster youth.
- Proportion of commercial sites to residential sites in the Housing Element inventory after zoning changes.
- If ADUs can be counted towards RHNA.

A member of the public stated a desire for a more detailed presentation on the Housing Element

Councilmembers provided the following comments:

- Site #2 is in a highly trafficked location on a corner so navigating the site could foreseeably be difficult.
- Councilmembers expressed their gratitude for the work that City staff and PlaceWorks did for the City.

Councilmembers voted unanimously to adopt the Housing Element.

## Comment Letters

### September 27, 2022, from Richard White

Richard White is a Vacaville Resident and a Member of the Advisory Council to the Napa/Solano Area Agency on Aging and the California Senior Legislature. In his letter he voiced support for programs that benefit seniors. **Programs HE-2, HE-4 and HE-25** address the needs of seniors.

### September 30, 2022, from Fair Housing Advocates of Northern California (FHANC)

Based on FHANC's letter, the City added an action to Program HE-28 to study options for contracting with an independent fair housing agency to receive fair housing complaints, and implementing a course of action, as appropriate. In addition, based on FHANC's letter, the City provided greater specificity in **Programs HE-28 and HE-33** related to landlord trainings.

### November 9, 2022, from TransForm

TransForm is a non-profit organization focused on creating connected and healthy communities that meet climate goals, reduce traffic, and provide housing affordable for everyone. In their letter, TransForm applauded the City's work on the Housing Element, but requested that the City revise **Program HE-19** to include a more concise timeline for a dedicated study of parking reforms, add a requirement for unbundled parking in certain transit oriented developments, and encourage developments to subsidize transit passes in return for reduced parking provisions. As noted in **Program HE-19**, the City will allow developers the opportunity to provide creative solutions that could result in reductions in parking requirements. The City will also continue to allow reduced parking as permitted in State law, such as complying with Assembly Bill 2097 which prohibits a jurisdiction from imposing minimum parking requirements on any residential, commercial, or other development project located within ½ mile from public transit.

### November 10, 2022, from Yocha Dehe Wintun Nation

The City met with the Director of Cultural Resources at Yocha Dehe Wintun Nation, Laverne Bill, and Eric Hernandez on November 10<sup>th</sup>. The tribe said they would like to provide training related to environmental review of projects and would like more communication and engagement in general. The City is currently undertaking a cultural resources study with Environmental Science Associates. The City will continue to reach out to the tribe when new development projects are submitted that require their review.

## Developer Workshop – November 18, 2021

The City invited local and regional housing developers to a developer-specific workshop on November 18, 2021, to hear their perspective on the challenges to building housing in Vacaville and to gather input on potential solutions for the Housing Strategy. The meeting was open to nonprofit and for-profit housing developers and covered a variety of topics related to housing production, such as incomes and housing affordability; housing types (i.e., missing-middle housing, executive housing, and affordable/supportive housing), local land use regulations, California Environmental Quality Act (CEQA), development fees, and funding. A total of 133 developers from all over the Bay Area and Sacramento regions were invited, and 21 developers attended. Of these 21, all but 1 had experience building in Vacaville. Feedback received related to barriers to housing development are summarized below.

**City and State regulatory requirements can create barriers to the housing development types needed to alleviate housing demand.** The City’s existing density regulations in certain zones, such as the medium-density and high-density residential zones, can be altered to allow higher-density development, which could boost housing production. In addition, the development standards for height, lot size, and setback requirements for new residential development could be considered a constraint to housing production. Outdoor recreation space requirements may also be a barrier to housing production. Some developers and community members stated that some existing policy plans that do not foresee residential development should be modified to allow this use. Some developers and community members stated that density and building height maximums are too low, particularly in the downtown and at mixed-use nodes. They also stated that some City design requirements, such as required setbacks, site coverage, and open space, are too restrictive, especially for high-density and missing-middle housing. All of these regulations could be changed to support the construction of additional housing types.

In addition, performing the initial CEQA analysis to clear a site for development can create a barrier to developer investment because of the risks associated with uncertainty in the environmental review’s outcome. The City could consider creating an inventory of available sites and conducting a CEQA review of preliminary designs to pre-clear sites for development of housing that addresses the current housing gaps, such as missing middle, mixed-use, senior, restricted affordable, etc.

**The City’s development and building fees may be a constraint to housing production.** The City’s building and development fees are seen as a barrier, particularly because some development impact fees are charged for all units, regardless of size or affordability. The undifferentiated development building fees were seen as impediments to building missing middle, workforce, and affordable housing.

**The City’s permitting timeframe may present feasibility challenges to certain residential developers.** Some developers and community members stated that permit processing times are too long and costly in producing housing.



Insufficient local subsidies and difficulty in identifying and applying for federal and state funding may be a constraint to building affordable housing. There is a need for local funding sources that could be used to subsidize the cost of constructing affordable units. Developers need assistance navigating the funding opportunities, including assistance with the cost of site improvements, which were noted as a constraint to housing production in some outlying areas. Site improvements are an important component of new development and include water and sewer connections, circulation, and other infrastructure needed to serve the new development.

## Online Survey

The City hosted an online survey and invited Vacaville community members to share input on their housing needs. The survey was posted on the City’s website and social media and advertised on various flyers and e-blasts. The survey was available in English and Spanish. Between November 17, 2021, and February 6, 2022, 133 respondents completed the survey.

Of these respondents, 37 percent were 40 to 59 years old and 30 percent were 20 to 39 years old (**Figure A1-12**). Sixty-one percent of the respondents were White, 10 percent were Hispanic or Latino, and 5 percent were two or more races (**Figure A1-13**). The household income for 41 percent of participants was \$119,151 or more, which was the most frequently selected response (**Figure A1-14**). The majority of participants either had a bachelor's degree or some college (**Figure A1-15**).

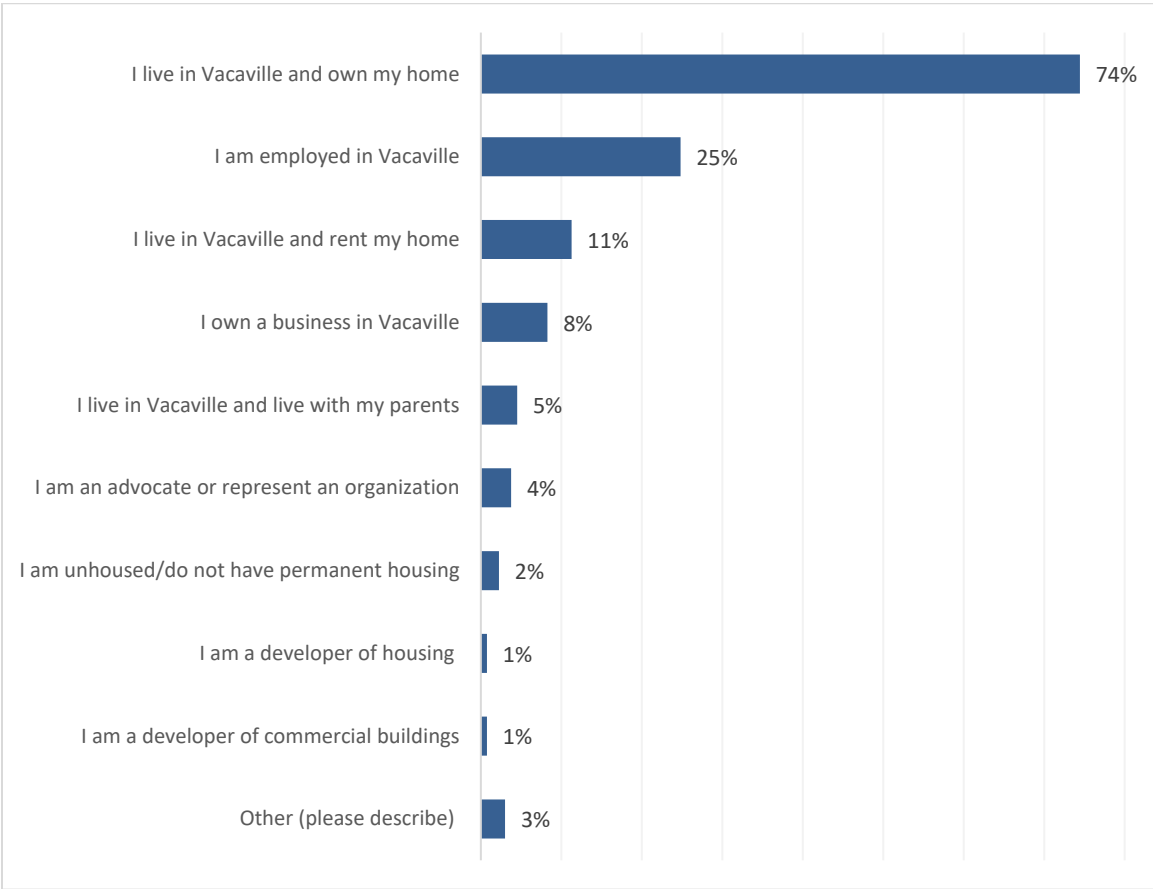
Key findings from the survey included:

- The three most important housing objectives for Vacaville selected were supporting the construction of affordable housing, providing housing at lower-income levels, and providing more opportunities for homeownership (**Figure A1-8**).
- Most of the participants believe young families, low-income families, low-income seniors, and students cannot find the housing they need in Vacaville (**Figure A1-4**).
- Many of the participants indicated they would like to see small single-family homes, standard single-family homes, supportive housing or transitional housing, shelters for the unhoused, or mixed-use housing (**Figure A1-5**).
- Several participants identified potential new housing locations in downtown, along main corridors including Alamo Drive and Leisure Town Road, near Nut Tree Plaza, and in the Allison Priority Development Area (**Figure A1-6**).
- The biggest issues participants believe hinder the construction of new housing in Vacaville are community opposition to new housing and the construction cost (**Figure A1-7**).
- Some participants would like to see more allowances for mixed-use, taller buildings in multifamily and mixed-use areas, and higher densities (**Figure A1-9**).

The first prompt in the survey asked participants to “Describe your role in the Vacaville Community (Select all that apply).” Participants were able to select multiple answers, and all 133 individuals responded. As shown in **Figure A1-1**, approximately 74 percent of respondents

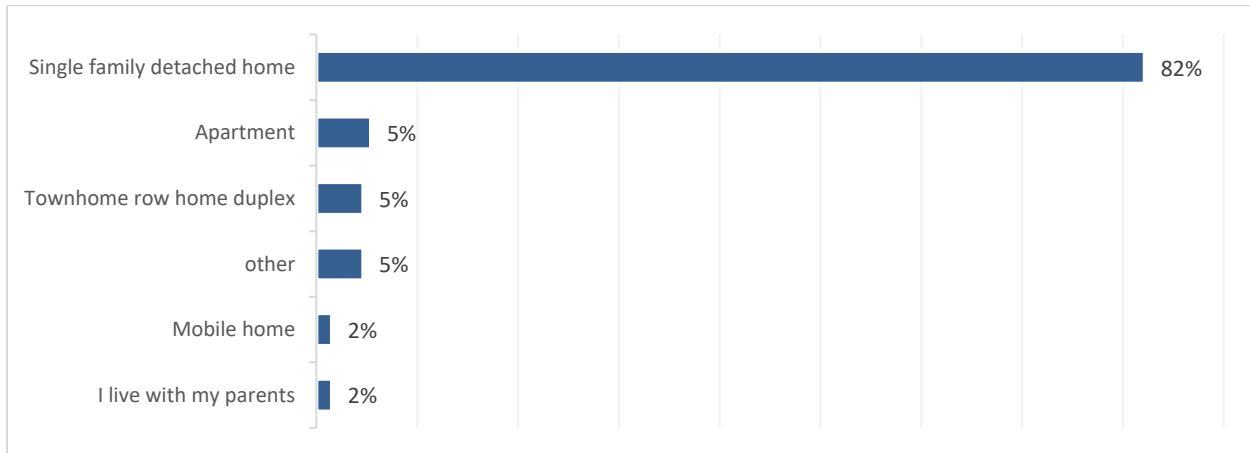
indicated they live in Vacaville and own their home, whereas 11 percent indicated they live in Vacaville and rent their home. Roughly 8 percent of respondents said they own a business in Vacaville. Roughly 5 percent of respondents stated they live in Vacaville and live with parents. Around 4 percent of respondents stated they are an advocate or represent an organization.

Figure A1-1: Describe your role in the Vacaville Community (Select all that apply).



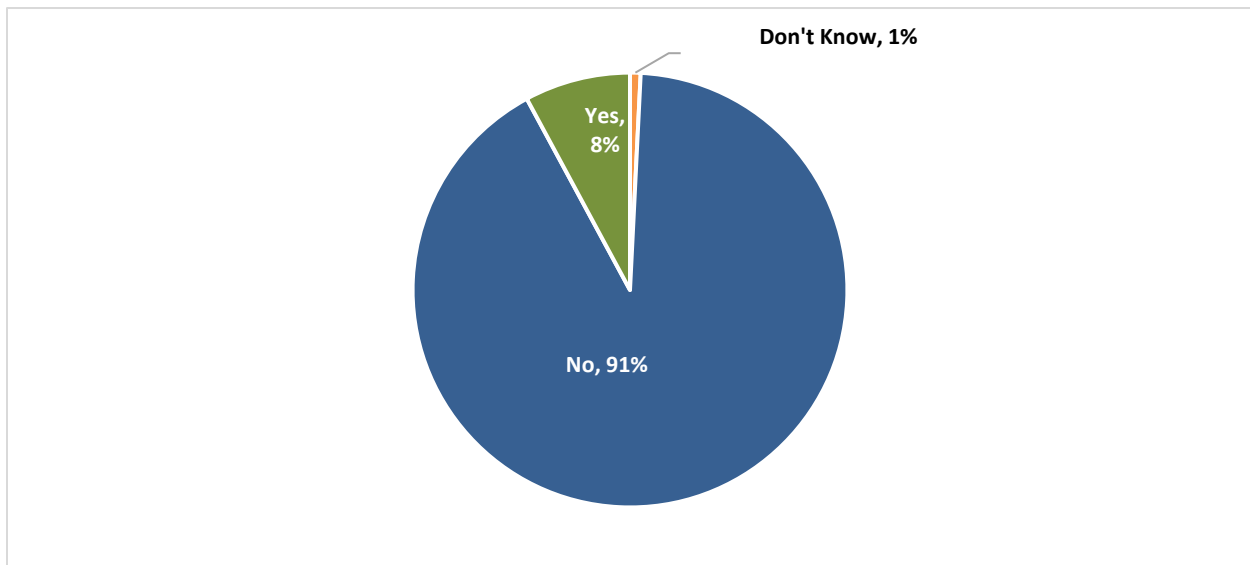
The second question in the survey asked Vacaville residents what type of housing they live in. Several housing options were provided, which included an apartment, mobile home, single-family detached home, townhome/row home duplex, I live with my parents, or other. As shown in **Figure A-2**, all 133 individuals responded, and 82 percent of them indicated they live in a single-family detached home, 5 percent of participants indicated they live in an apartment, another 5 percent in a townhome/row home duplex, and an additional 5 percent in other. Only 2 percent indicated they live with parents.

*Figure A1-2: If you are a Vacaville resident, what type of housing do you currently live in?*



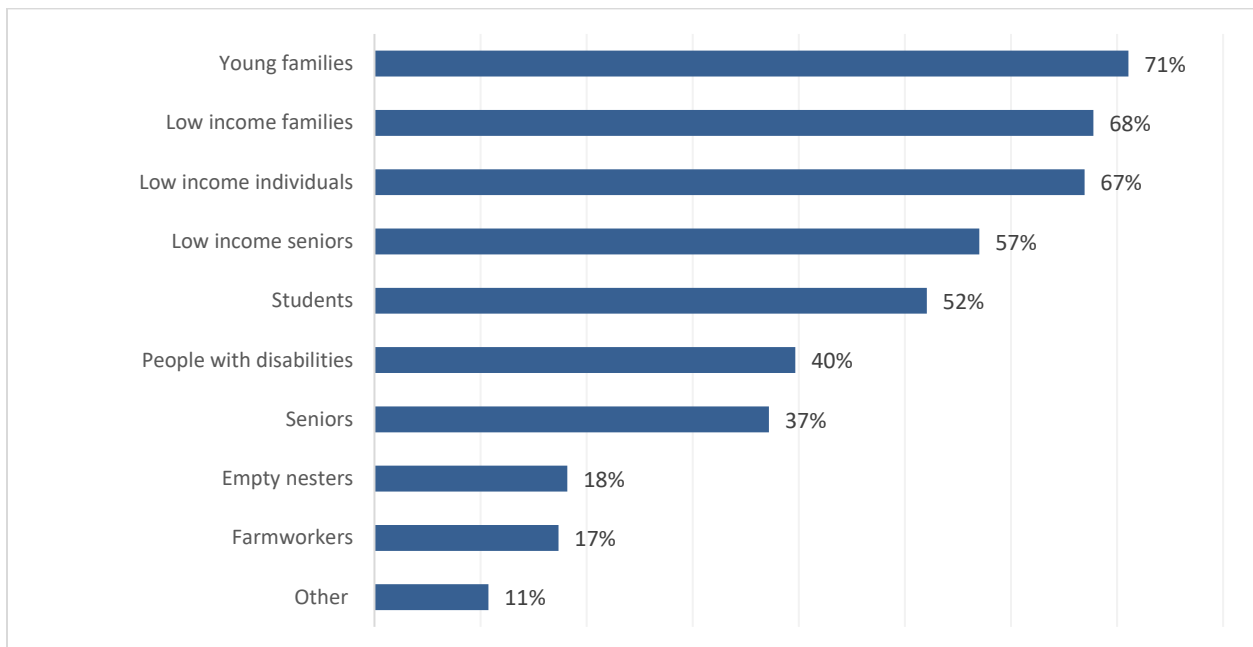
The third question in the survey asked, “Is the home located in a senior (age restricted) community?” Participants were then asked to select Yes, No, or Don’t Know in response. As shown in **Figure A1-3**, of the 133 respondents, 91 percent selected No and 8 percent selected Yes. In addition, just 1 percent of participants selected Don’t Know. A large majority of those surveyed do not live in a senior (age-restricted) community.

*Figure A1-3: Is the home located in a senior (age restricted) community?*



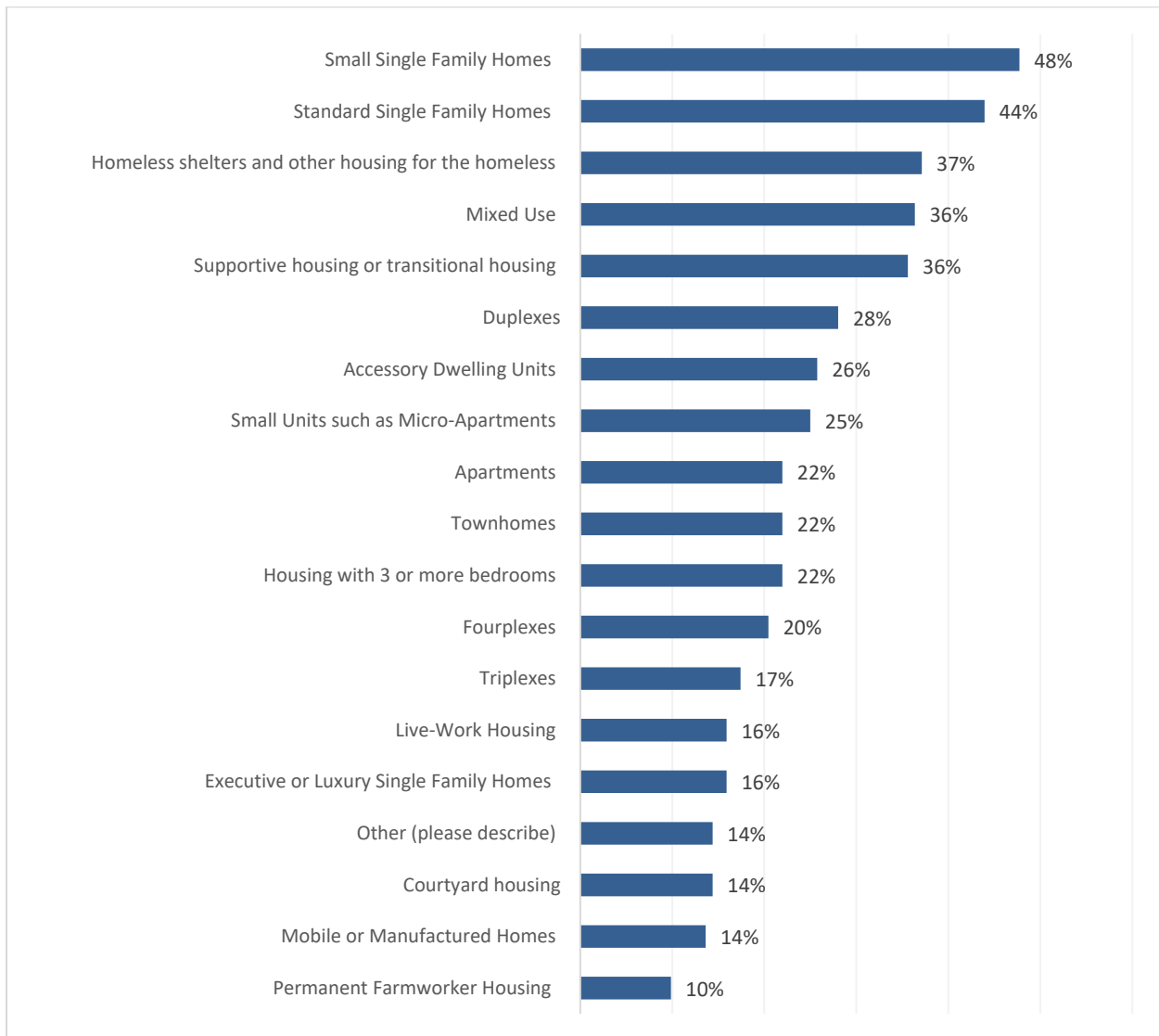
The next question asked participants, “Are there people that you believe cannot find housing they need in Vacaville? (Select all that apply.)” As shown in **Figure A1-4**, participants were able to select multiple answers, and a total of 133 individuals responded. The top three most highly supported options were young families, low-income families, and low-income individuals. Almost 71 percent of respondents selected young families, with more than two-thirds of respondents selecting low-income individuals and low-income families. The groups Empty nesters and Farmworkers were among those selected the least, indicating a high majority of respondents believed these groups could find the housing they need.

*Figure A1-4: Are there people that you believe cannot find housing they need in Vacaville? (Select all that apply.)*



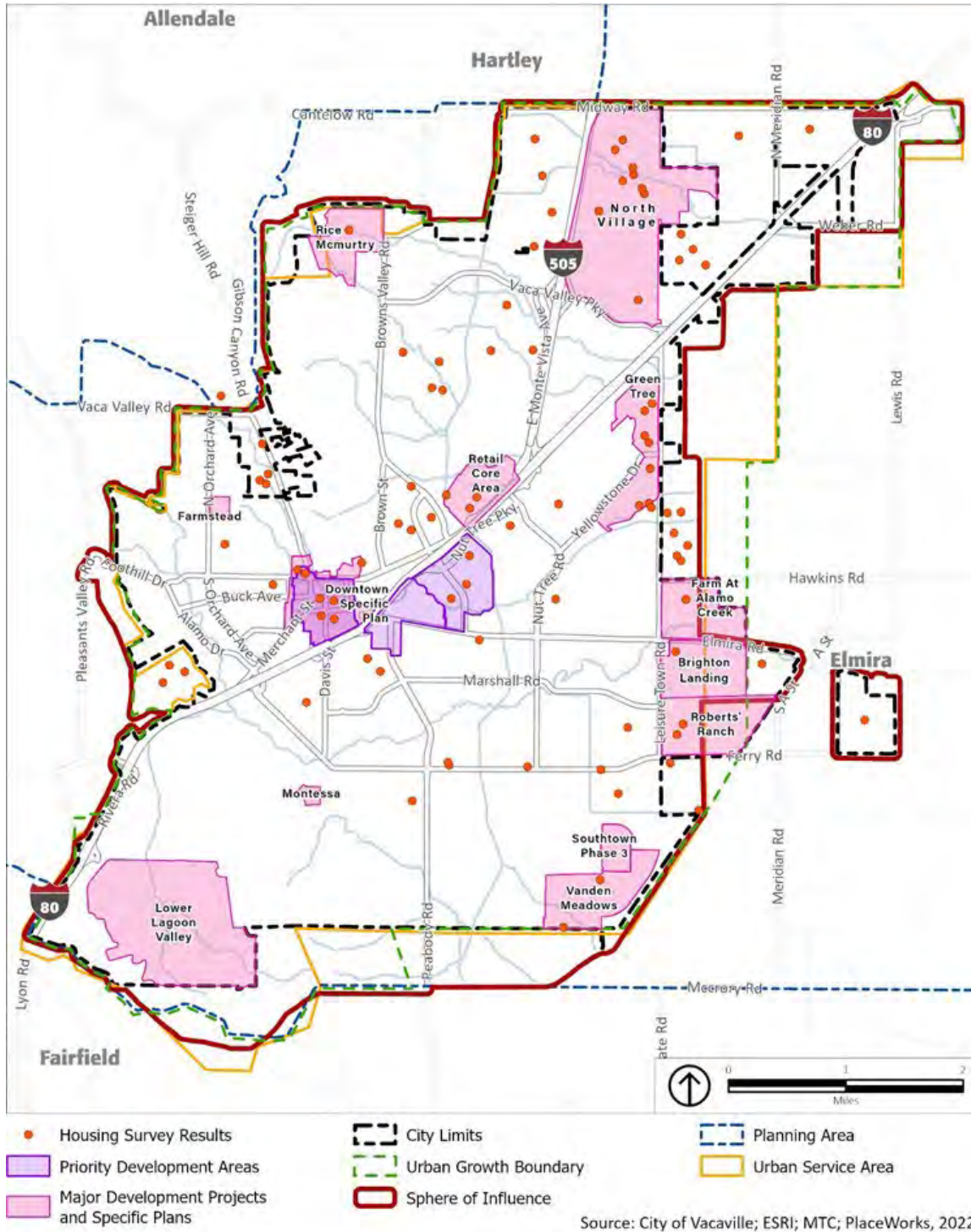
Question 5 prompted participants with, “What type of housing would you like to see built in Vacaville? (Select all that apply.)” Participants could mark multiple answers, resulting in a total of 133 responses. Approximately 48 percent of respondents, as shown in **Figure A1-5**, indicated they would like to see small single-family homes, and 44 percent indicated they would like to see standard single-family homes. In addition, 36 percent of respondents indicated they would like to see mixed-use or supportive housing or transitional housing. Permanent farmworker housing was among the lowest selected at just 10 percent of those surveyed. As depicted in **Figure A1-5**, most types of middle housing were selected at approximately 15 to 20 percent.

*Figure A1-5: What type of housing would you like to see built in Vacaville? (Select all that apply.)*



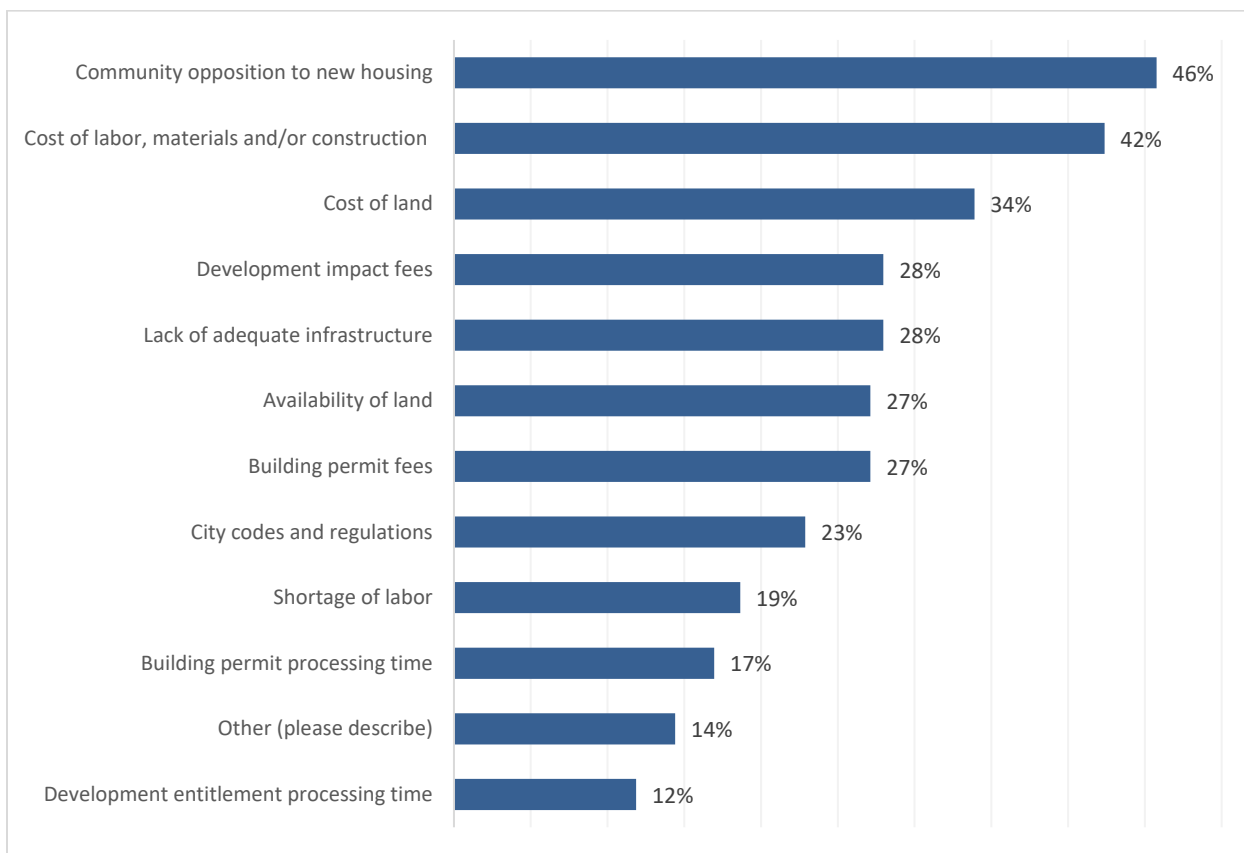
Question 6 asked participants “Where are the best sites or areas for new housing in Vacaville? (Please mark the sites or areas in the maps below.)” A total of 93 sites or areas were selected by respondents. **Figure A1-6** shows a map with the points that were selected. As shown in the map, there were several areas selected all throughout the city, with a large concentration along the northeastern and eastern part of town. Several participants identified potential new housing locations in downtown, along main corridors, including Alamo Drive and Leisure Town Road, near Nut Tree Plaza, and in the Allison Priority Development Area. There were several sites or areas selected in planned or existing subdivision areas, including Vanden Meadows, Brighton Landing, Robert’s Ranch, Rice McMurtry, and North Village.

Figure A1-6: Best Sites or Areas for New Housing



Question 7 asked participants “What do you believe are the biggest issues that hinder construction of new housing in Vacaville? (Check all that apply.)” Participants could again mark multiple answers, resulting in a total of 133 responses. As shown in **Figure A1-7**, 46 percent of those surveyed selected community opposition to new housing as the biggest issue hindering construction of new housing in Vacaville. An additional 42 percent felt the cost of labor, materials, and/or construction also hindered construction of new housing. Only approximately 12 percent felt development entitlement processing time hinders the construction of new housing in Vacaville.

*Figure A1-7: What do you believe are the biggest issues that hinder construction of new housing in Vacaville? (Check all that apply.)*



Question 8 asked participants “Which are the three (3) most important housing objectives for Vacaville, of the options listed below? (Select no more than 3 options.)” Participants selected no more than 3 options, totaling 133 responses. As shown in **Figure A1-8**, the highest selected housing objective, at 45 percent of those surveyed, is supporting the construction of affordable housing. Coming in as second-most preferred, at 40 percent, is providing housing at lower-income levels. The third-most preferred housing objective, at 36 percent, is providing more opportunities for homeownership. Only approximately 3 percent selected minimizing evictions and displacement.

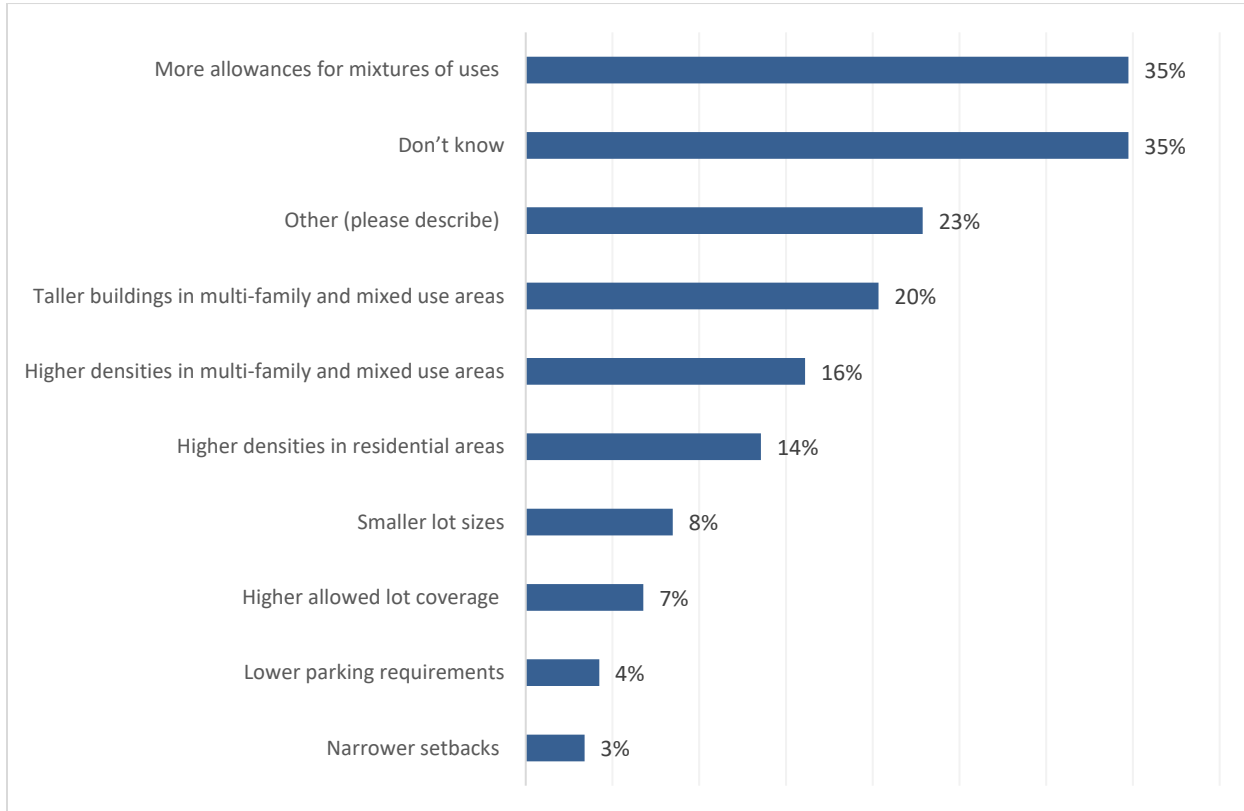


*Figure A1-8: Which are the three (3) most important housing objectives for Vacaville, of the options listed below? (Select no more than 3 options.)*

Answer	Percentage
Supporting the construction of affordable housing	45%
Providing housing at lower income levels	40%
Providing more opportunities for homeownership	36%
Encouraging development of "missing middle" housing types	33%
Encouraging developments with a mix of residential, commercial and other compatible uses	20%
Providing high-end/luxury housing to attract employers to Vacaville	17%
Supporting the construction of senior (age restricted) housing	15%
Encouraging the development of accessory dwelling units (ADUs)	14%
Supporting the construction of permanent supportive housing, transitional housing, and/or emergency shelter projects	14%
Providing additional rental housing	11%
Providing home weatherization, rehabilitation, and energy conservation programs	11%
Enforcing restrictions on short-term rentals (e.g., AirBnB, VRBO)	9%
Other (please describe)	5%
Minimizing evictions and displacement	3%

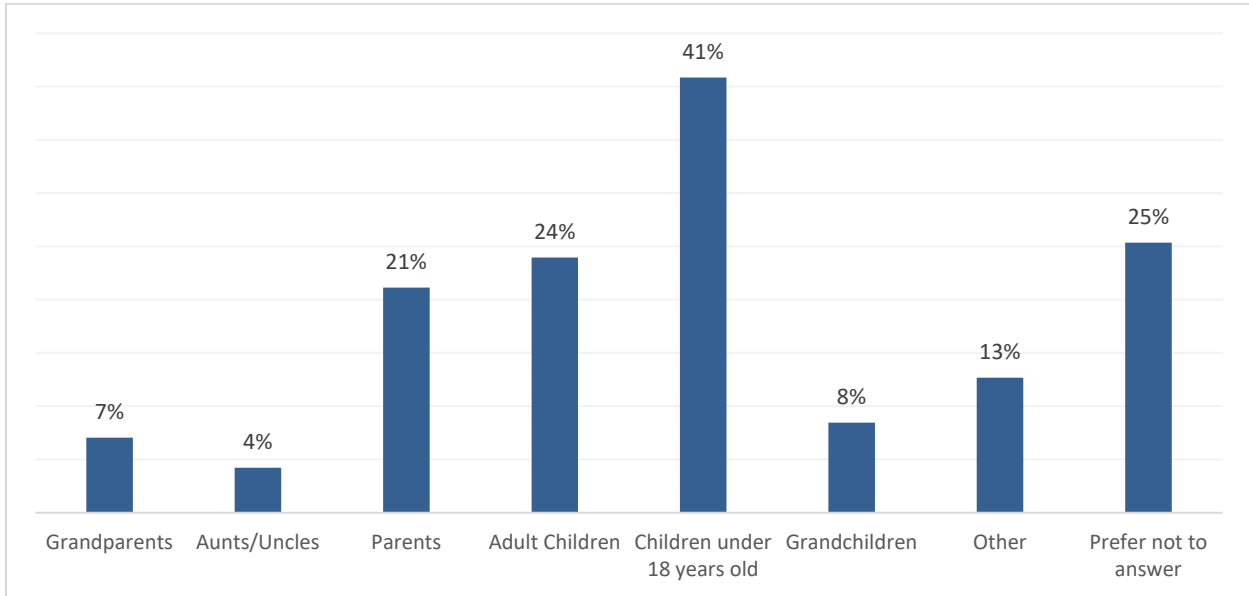
Question 9 in the survey asked participants “Do you think that the City should change its regulations to encourage housing development? If so, which changes should be considered? (Check all that apply.)” The result was a total of 132 responses. As shown in **Figure A1-9**, participants indicated a preference for more allowances for mixtures of uses at 35 percent. However, approximately 35 percent were unsure and selected Don’t know. Only approximately 3 percent selected narrower setbacks.

*Figure A1-9: Do you think that the City should change its regulations to encourage housing development? If so, which changes should be considered? (Check all that apply.)*



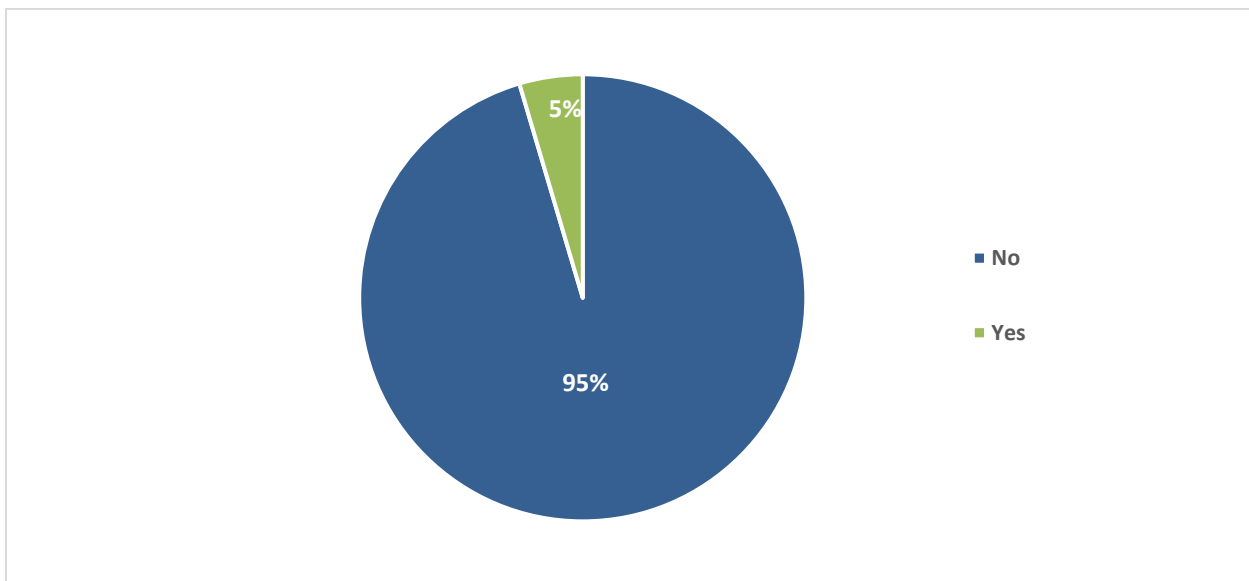
Question 10 asked participants “Do three or more generations of your family live in your household? (i.e., grandparents, parents, and kids.) If so, please check who lives in your household: (Check all that apply).” Of the 133 participants, 71 answered this question and 62 skipped it. As shown in **Figure A1-10**, of the 71 respondents, 41 percent selected children under 18 years old. Another 24 percent selected adult children and 21 percent selected parents. The top-three choices for households with 3 or more generations are children under 18 years old, adult children, and parents. An additional 25 percent preferred not to answer.

*Figure A1-10: Do three or more generations of your family live in your household? (i.e., grandparents, parents, and kids.) If so, please check who lives in your household: (Check all that apply).*



Questions 11 through 13 of the survey asked for households with information affiliated with Travis Air Force Base. Question 11 asked participants “Are you, or is anyone in your household, affiliated with Travis Air Force Base?” Of the 133 participants, 6 answered Yes and 125 No. As shown in **Figure A1-11**, only 5 percent of households were affiliated with Travis Air Force Base.

*Figure A1-11: Are you, or is anyone in your household, affiliated with Travis Air Force Base?*



Question 12 asked respondents, “Do you need off-base housing? If so, what kind of housing are you looking for? Can you find this housing in Vacaville? If not, what can the City do to assist you with your housing needs?” Only one person responded to Question 12, and they said no.

Question 13 asked respondents, “Do you live with roommates who are not family members? If so, how many?” Only one person responded to Question 13, and they said no.

Question 14 asked participants, “What other issues should the Comprehensive Housing Strategy and Housing Element Update address that were not discussed in this survey?” Forty-nine participants responded to this question. Themes from the responses (in order of frequency of occurrence) are listed here.

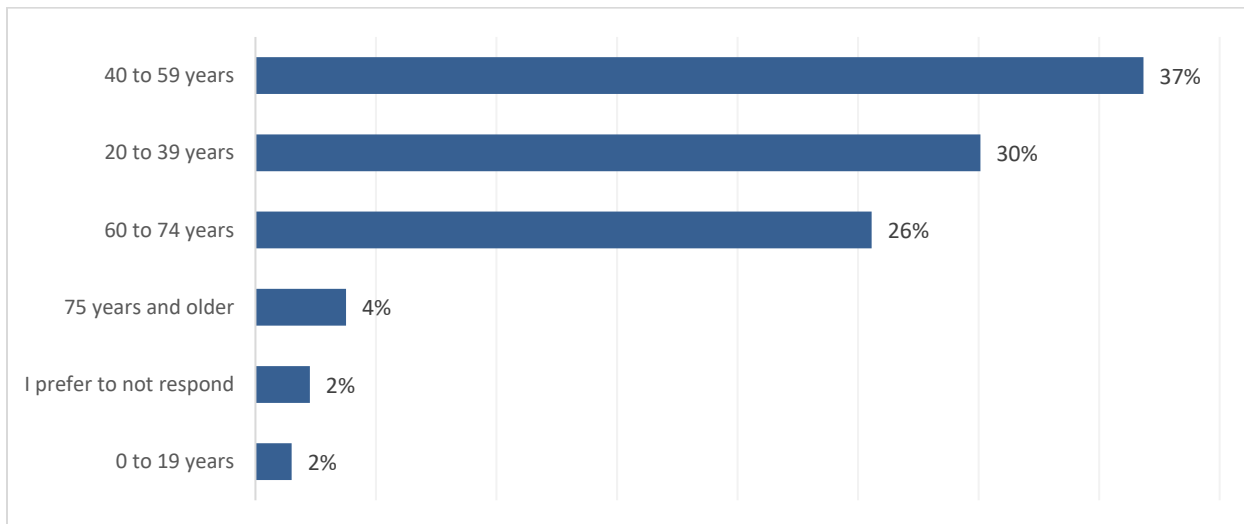
- Construction of more schools.
- Less development.
- A form of rent control as rents are too high.
- Accessible housing development for people with disabilities.
- More housing for the homeless in the form of permanent or winter housing.
- Ensure apartments/housing areas have enough parking spots available.
- Traffic and transportation patterns in the City.
- More money to put into public infrastructure.
- More mixed-use and commercial development with residential growth.
- More parks and green spaces.

These are additional points of interest:

- There is too much stress put on municipal services; make developers purchase new equipment for the City.
- Would like to see the construction of gated communities.
- Cost of living is too high here.
- There should be a moratorium on building because of the water crisis.
- Avoid restrictive homeowner associations and Declaration of Covenants, Conditions, and Restrictions.
- Spread out low-income housing.
- Research Inclusionary Housing Ordinances.
- Community-style housing plans that are walkable to all resources and a variety of homes/apartments that are fully accessible with easy access to countywide transit.

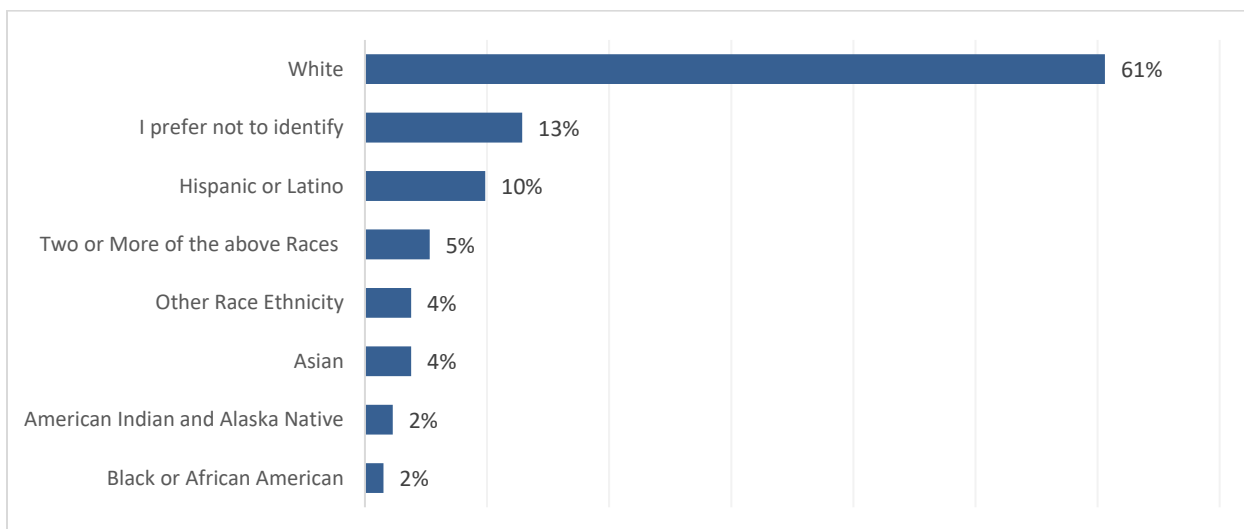
Question 15 asked participants, “How old are you?” A total of 133 responded. As shown in **Figure A1-12**, 37 percent of participants are 40 to 59 years old, with 30 percent being 20 to 39 years old.

*Figure A1-12: How old are you?*



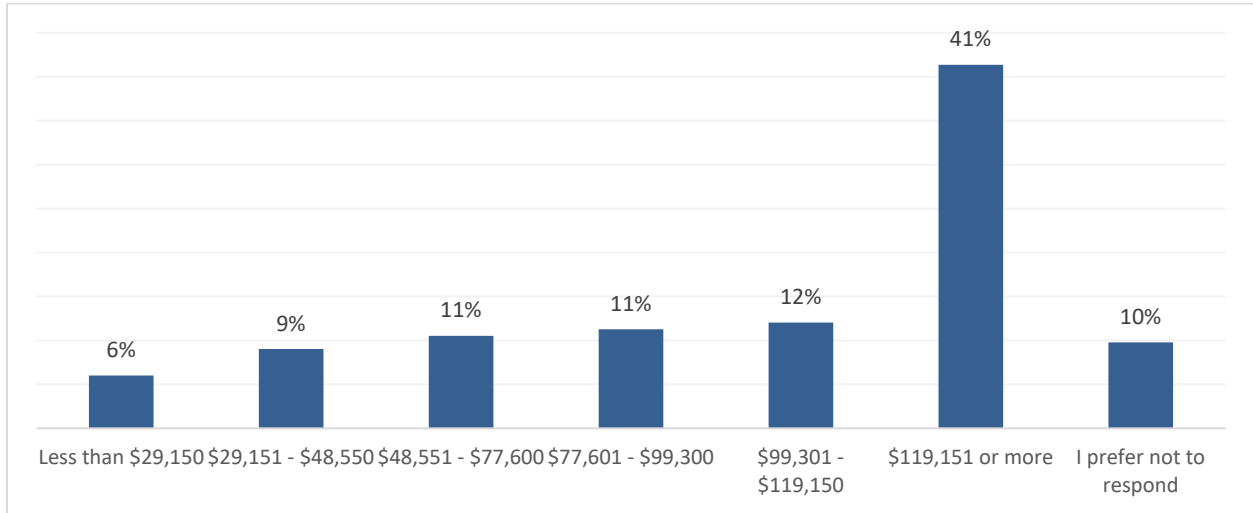
Question 16 asked respondents, “How would you identify your race/ethnicity?” As shown in **Figure A1-13**, 61 percent of the 133 surveyed selected White, while 13 percent preferred not to identify. Only 10 percent of those surveyed selected Hispanic or Latino. Only 5 percent selected two or more of the above races.

*Figure A1-13: How would you identify your race/ethnicity?*



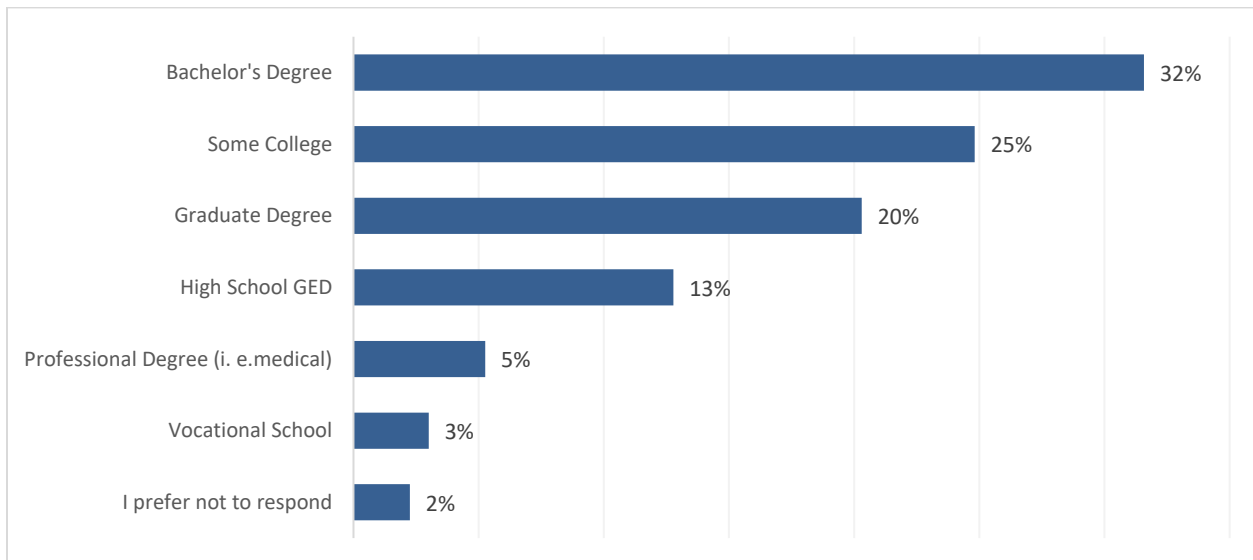
Question 17 asked participants, “What is your household income?” The results of the survey indicate 41 percent selected \$119,151 or more, creating the largest income bracket, as shown in **Figure A1-14**. Approximately 12 percent selected \$99,301-\$119,150, creating the second-largest income bracket. Only 6 percent selected less than \$29,150.

*Figure A1-14: What is your household income?*



Question 18 asked participants, “What is the highest level of education you have completed?” As shown in **Figure A1-15**, the results of the survey indicate 32 percent selected bachelor’s degree and 25 percent indicated some college. Approximately 20 percent selected graduate degree, while only 3 percent selected vocational school.

*Figure A1-15: What is the highest level of education you have completed?*



# **Appendix 5: Vacaville Comprehensive Housing Strategy**

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TO: Honorable Mayor and City Councilmembers  
Attention: Aaron M. Busch, City Manager

FROM: Emily Cantu, Housing and Community Services Director  
(Staff contact: Tamara Colden, Assistant Director, (707) 449-5671)

**SUBJECT: RECEIVE REPORT AND APPROVE THE COMPREHENSIVE HOUSING STRATEGY**

**ACTION FOR CONSIDERATION:**

The City Council is requested to receive a report and approve the Comprehensive Housing Strategy.

**RECOMMENDATION:**

City Council receive the report and approve the Comprehensive Housing Strategy.

**BACKGROUND:**

On February 23, 2021, the City Council adopted the City of Vacaville Strategic Plan for Fiscal Years 2021 – 2026 as well as the prioritization of implementing those strategies. The Council also adopted initiative implementation strategy priorities. Implementation of Goal #3, “Protect Vacaville’s Quality of Life”, Initiative 3A, “Promote Housing for All” includes:

- ✓ Develop a comprehensive Housing Strategy that:
  - Promotes multiple forms of rental and homeownership opportunities,
  - Identifies strategies to remove barriers,
  - Identifies new ways to generate additional affordable housing and preserve existing affordable housing,
  - Identifies strategies to encourage the development community to provide housing for all current and future Vacaville residents.

At the Special Meeting of the City Council held on July 6, 2021, the Council received a “Housing 101 Presentation.” That presentation included information and data to support the need for a comprehensive Housing Strategy to address the following critical elements:

1. The importance of ensuring a wide variety of housing types are available to support a strong economic development strategy,
2. The existing gap in a variety of housing (missing middle and mid-rise),
3. The anticipated increase in the number of housing units that must be planned for to meet the upcoming Regional Housing Needs Allocation for four distinct income earning levels, and
4. Depletion of land and cash remaining from the former Redevelopment Agency that can be leveraged for development of affordable housing as the City Council approved Housing Disposition and Development Strategy is implemented.

On August 10, 2021, the City Council approved a contract with Economic Planning Systems, Inc. (EPS) (in partnership with Placeworks) to prepare the Comprehensive Housing Strategy (Strategy). Since August 2021, EPS worked on the tasks and activities included in the contract scope of work including, but not limited to: reviewing existing and relevant background

materials; working on existing conditions analysis and report; interviewing key city staff; developing outreach and workshop materials; and beginning land use regulatory review. In addition, a website was created, three public outreach workshops were held (November 18, 2021, November 30, 2021, and February 2, 2022), and a survey was made available.

A study session was also held with City Council on January 11, 2022. EPS and Placeworks provided an update on the project, confirmed priorities, and reviewed preliminary concepts on implementation of the strategy.

### **DISCUSSION:**

All comments received by staff; during the workshops; from the surveys; provided by staff to the consultant; and received during the study session were incorporated into the Strategy document and inform its recommendations. The Strategy is now available for City Council conderation (Attachment 1) and was made available to the public on June 1, 2022. This evening, EPS will provide a presentation of the Strategy including:

- The project purpose and study objectives,
- The project schedule and analytical components,
- Key findings including: socioeconomic conditions; residential market; housing gaps and barriers; future residential growth, and
- Three goals and multiple strategic action items the City can choose to implement (See Attachment 2):
  - Near-term strategies and implementation,
  - Medium- to long-term strategies.

### **ENVIRONMENTAL IMPACT:**

This action is exempt from the California Environmental Quality Act (CEQA) because it is not a project which has a potential for resulting in either a direct physical change in the environment or a reasonably foreseeable indirect physical change in the environment, pursuant to California Code of Regulations, Title 14, Section 15378.

### **FISCAL IMPACT:**

Amount Requested: Not applicable

Funding Source: Not applicable

Budget Distribution: Not applicable

### **ALTERNATIVES:**

The City Council could choose to approve some, but not all, of the goals and strategic action items in the Housing Strategy.

The City Council could choose to approve all of the goals and strategic action items in the Housing Strategy.

The City Council could choose not to receive or approve the Housing Strategy. This is not recommended because the Housing Strategy and its implementation will support the City Council Strategic Plan goal to provide a variety housing types for the community.

**STRATEGIC PLAN GOALS/INITIATIVE:**

Goal #3 – Protect Vacaville’s Quality of Life  
Initiative 3A: Promote Housing for All

**ATTACHMENTS:**

Attachment 1: Housing Strategy  
Attachment 2: Housing Strategy Goals and Strategic Action Items



## Final Report

# City of Vacaville Housing Analysis and Strategy

*The Economics of Land Use*



**Prepared for:**  
City of Vacaville

**Prepared by:**  
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May 2022

EPS #212079



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# 1. Introduction and Summary of Findings

The City of Vacaville (City) retained the consulting team comprising Economic & Planning Systems, Inc. (EPS) and PlaceWorks (EPS Team) to prepare a strategy to address current and future housing needs in the City. The EPS Team conducted several technical analyses, including a socioeconomic context assessment and residential market demand study, and engaged the community using a robust public involvement approach, culminating in a series of recommended strategies to meet the community's housing objectives. This housing analysis and strategy (Study) was developed during a similar timeframe as the Housing Element, which is being prepared by PlaceWorks for the General Plan and is meant to be used as a resource that can help inform both the community and the Housing Element.

## Introduction

The City is centrally located in Solano County (County) between the San Francisco Bay Area (Bay Area) and the Sacramento Valley (see **Map 1-1**). A drive southwest to the City and County of San Francisco takes a little more than 1 hour, and a drive northeast to the City of Sacramento takes about 40 minutes.<sup>1</sup> Incorporated in 1892, the historically agriculture-based community is rapidly growing and emerging into a hub for life-science companies. With access to job markets in the Bay Area and the Sacramento Valley and a growing local life-science sector, the City is well-positioned for continued growth. Ensuring that new growth promotes community-oriented neighborhoods and sustainability while protecting the City's numerous open spaces, scenic features, and housing character will be key to preserving the City's small-town identity and ensuring a high quality of life for new and existing residents.

Over the past decade, the City's population has consistently grown and become more racially diverse, securing its place in the County as the third-largest jurisdiction. Mirroring national trends, over the last decade, a large portion of the population surpassed the age of 55. In addition, about one-fifth of the population is in their prime household formation years (ages 20 to 34) the age when many people begin to rent or buy their own homes. The City's median household income is slightly higher than in The County, with a modest amount of growth over the past decade, and there was a decline in the poverty rate.

The City experiences a net outflow of workers, with nearly 80 percent of the City's labor force commuting to jobs outside of the City, with the remainder employed at jobs in the City. Relatedly, almost three-quarters of jobs in the City are employed by non-City residents. The Health Care and Social Assistance and Retail trade industries are the top industries for both resident workers and jobs in the City.

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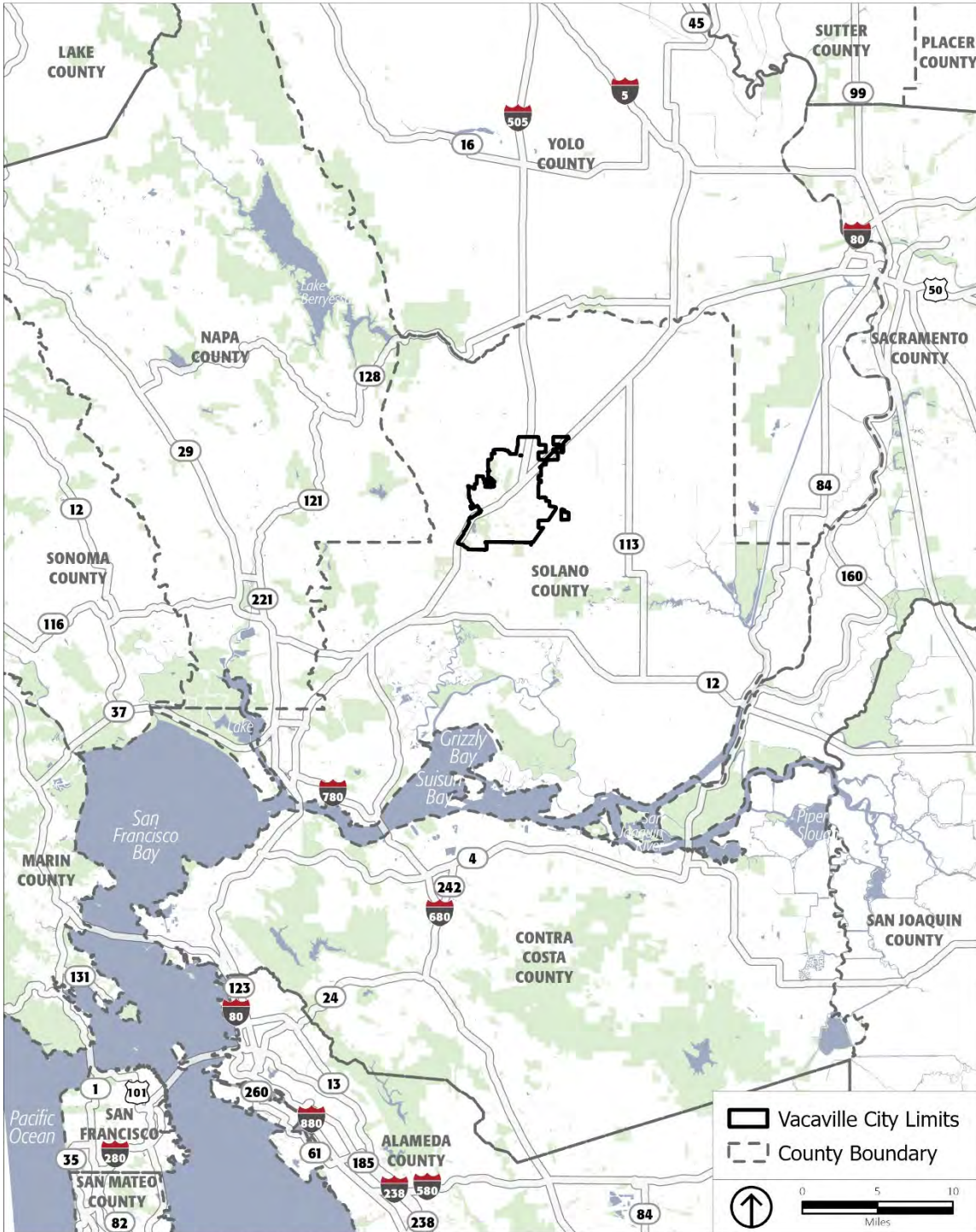
<sup>1</sup> Depending on traffic conditions.

Most City residents are homeowners living in single-family houses, which are the predominant housing type in the City yet supply has not kept up with demand, a trend mirrored in many urbanized areas throughout the state and nation. Although there has been moderate levels of housing production in the City itself, demand for housing in Vacaville increased significantly due to in-migration and housing supply constraints in neighboring jurisdictions in the San Francisco Bay Area and Sacramento regions. The strong demand for new housing and undersupply lead to an increase in the median sale price by more than 70 percent and increases in rents by about 50 percent since 2014, coinciding with an overall decline in vacancy rates.

Although Vacaville has produced more housing compared to other neighboring jurisdictions, the dynamics of the housing market are regional. While Vacaville cannot influence increased housing production in neighboring jurisdictions, the City's emphasis on facilitating increased housing production, in particular the production of a diversity of housing types to serve a range of populations and incomes, can help offset increased demand and price growth in the City and the larger region.

This Housing Needs Assessment and Strategy for the City identifies: existing socioeconomic and housing conditions; issues and gaps in housing supply; assesses the City's current policies; projects future housing needs; and offers recommendations and implementation strategies to ensure that the City can meet its housing needs over the long term. An important process of the Housing Needs Assessment and Strategy was the robust outreach to local developers and the community to identify the housing needs and wants and perceived barriers to producing housing at the levels desired by the City or identified by the community as missing. The outreach process solicited feedback through multiple avenues to reach different segments of the population and to develop a thorough understanding of the housing issues and included 4 virtual outreach events.

Map 1-1. City of Vacaville Regional Context



Source: City of Vacaville, 2022; Esri, 2022.

## Key Findings

The key findings below combine the data interpretation from the technical analyses, a robust review of the City's existing regulatory framework, and input from stakeholders, including residents, developers, City Council and staff, and other key stakeholders.

### Socioeconomic Conditions

- **Vacaville's growing community has become much more racially diverse and wealthier with higher educational attainment.** Over the past decade, the City has experienced a large growth in Latino and Asian populations, with a counterbalance decline in the White population. In addition, educational attainment and incomes are rising in the City. Nearly a quarter of the City's residents now have a minimum attainment of a bachelor's degree, and almost half of the City's households earn more than \$100,000 per year.
- **Similar to national trends, the City's population is aging while continuing to reside in owner-occupied single-family homes.** Both the City and the County experienced growth among older populations. The population 65 years of age and older in the City increased 40 percent in the last decade and occupies almost 30 percent of owner-occupied housing units with the expressed desire to age in place.
- **Rents are rising rapidly, contributing to more than half of renter-occupied households being considered rent-burdened.** Nearly half of the renters in Vacaville are paying more than \$1,500 a month for housing, an increase of 25 percent from 2010. Approximately 52 percent of renter-occupied households pay 30 percent or more of their household income on housing costs, defining them as cost-burdened. About 35 percent of households earning less than \$75,000 per year are considered severely cost-burdened, paying more than 50 percent of their income on housing costs.
- **Despite the significant number of jobs in Vacaville, most City residents commute to jobs outside of the City.** More than three-quarters of Vacaville residents are employed outside of the City, while approximately 72 percent of jobs in the City are retained by people that live outside of the City. The top industries for resident workers and jobs in the City are the same: Health Care and Social Assistance and Retail Trade, indicating a mismatch of potentially paid wages or housing costs.

### Residential Market Findings

- **Similar to trends in the state and nation, housing production in the City has been declining for the past 4 decades, with coinciding declines in available housing.** The limited housing typologies that were constructed over the past decade were single-family detached homes and multifamily buildings of 5 units or more. The limited addition of units to the market, along with population increases, has contributed to an undersupply of housing units reflected by rising housing costs and a continuous decline in residential vacancy rates since 2010, with a low rate of

4.3 percent currently for all unit types.<sup>2</sup> The undersupply of housing most prominently affects underserved populations, including students, teachers, young families, low-income families and individuals, seniors, people with disabilities, and the unhoused population indicating the need for focused strategies to increase a variety of housing types at different levels of affordability.

- **The majority of households reside in owner-occupied single-family units.** Most of the City's housing stock (72 percent) comprises single-family detached units, much higher than California's share of 58 percent. In the City, single-family detached units house 78 percent of owner-occupied households and 42 percent of renter-occupied households. Although the majority of housing units were built before 1990, renters are more likely to occupy the older units, with only 30 percent of renters living in units built after 1990.
- **The lack of new supply has caused housing prices and rents to substantially increase over the past decade and competition to grow in Vacaville and the region beyond.** In Vacaville decline in housing production since 1970 combined with a continuously growing population has exacerbated the need for housing and created an unaffordable market. The median sales price of homes has increased more than 70 percent over the past 8 years, and rents have increased by about 50 percent. The decreasing amount of available housing inventory is reflected by the overall decline in vacancy rates discussed above. In addition, the competition for homes has increased significantly over the past 2 years, with homes averaging fewer than 1 month on the market in 2020 and 2021.

### Housing Gaps and Barriers

- **A major housing gap in the City is affordable and integrated housing types and communities, a trend that is reflected throughout California.**<sup>3</sup> Housing that is affordable to current and future residents is a major concern, not only in the City, but in the State of California (State). One way to help mitigate this problem is to add more housing supply through a variety of unit types to serve students, young families, low-income families, individuals, seniors, empty nesters, farmworkers, the homeless, and people with disabilities:
  - There is a lack of smaller and attached housing types in the City, termed "**Missing Middle**", such as attached townhomes, condominiums, duplexes, fourplexes, and courtyard buildings, which tend to be more affordable by design

---

<sup>2</sup> Per the California Department of Finance (DOF), the overall vacancy rate in Vacaville remained below 5 percent since 1990, until 2010 at the height of the Great Recession when rates surpassed 5 percent, peaking at 7.2 percent.

<sup>3</sup> Please note that Vacaville and Solano County cannot solve the regions housing crisis alone. But increasing housing production will help to slow price growth locally and cannot provide an example for neighboring jurisdictions to increase housing production while maintaining quality-of-life and local character. More subsidized affordable housing is certainly needed, but market-rate housing production and subsidized affordable housing production need not compete for priority – they are both necessary and complementary and serve very important needs.

than a single-family house and can provide both ownership and rental opportunities. The majority of Missing Middle housing types, such as a duplex, fourplex or a courtyard building, tend to have two to eight units in a building or on a lot. Denser Missing Middle housing types, such as a multiplex, typically have up to 12 units per building. Accessory Dwelling Units or Junior Accessory Dwelling Units are not considered a Missing Middle housing type.<sup>4</sup> Conversions of existing housing stock, including historic homes, could serve as a Missing Middle housing type.

- **Mixed use** incorporates two or more compatible uses in the same general area (vertical) or within the same building (horizontal). Typically, mixed use includes residential units combined with a commercial component, which could include retail, restaurants, and neighborhood-serving uses. This type of land use is generally found in downtown or main street-type areas. Mixed use development can help increase the housing supply by providing more units at higher densities, as well as meet City and State goals of reducing vehicle miles driven and greenhouse gas emissions, while increasing walkable access to neighborhood retail outlets, services, and alternative modes of transportation. Mixed use tends to work well in downtown areas where buildings can be taller and denser. This housing type could also work well in new subdivisions since it includes space where nonresidential uses are planned as part of the new neighborhood.
- **Senior housing** is another housing need particularly due to the continued increase of the population aged 55+. A variety of factors need to be addressed in providing housing that is both targeted to and affordable for the senior population, including helping those desiring to age in place, helping those that cannot afford to downsize, who may benefit from intergenerational housing (discussed below), income-producing ADU/JADU, or shared housing programs, and providing access to different levels of care and assistance as needed. Senior housing can be deed-restricted to seniors, and it can meet criteria for affordable housing, but it can also include market rate housing and housing that is oriented toward all ages but still fits the needs of seniors.
- **Transitional and Supportive Housing.** Another area of housing need is housing that includes supportive case management services and life-improving services such as health care and workforce development or transitional housing (temporary housing to bridge the gap from homelessness to permanent housing) and **homeless** shelters or other housing for the homeless.
- **Intergenerational housing/neighborhoods** includes housing that is large and diverse enough to accommodate more than one generation. This may take the form of an ADUs/JADUs (in-law unit, granny flat, etc.) or neighborhoods with a variety of housing types affordable to different income levels can help families

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<sup>4</sup> Opticos Design, 2022. Missing Middle Housing. Available at <https://missingmiddlehousing.com/types> [Accessed May 2022].



provide housing for young adults and aging parents, help downsize, and stay in the same community.

- **Executive Housing** is needed to attract executive workers at both existing and future companies located in the City. Typically, executive housing is characterized by large custom-built homes with at least 4 bedrooms, high-quality finishes and architectural detail, and situated on large lots offering privacy and, often, a premium location and/or view.
- **City and State regulatory requirements can create barriers to the housing development types needed to alleviate housing demand.** The City's existing density regulations in certain zones, such as the medium density and high density residential zones, can be altered to allow higher density development, which could boost housing production. In addition, the development standards for height, lot size, and setback requirements for new residential development could be considered a constraint to housing production. Outdoor recreation space requirements may also be a barrier to housing production. Some developers and community members stated that some existing policy plans that do not foresee residential development should be modified to allow this use. Some developers and community members stated that density and building height maximums are too low, particularly in the downtown and at mixed use nodes. They also stated that some City design requirements, such as required setbacks, site coverage, and open space, are too restrictive, especially for high-density and missing middle housing. All of these regulations could be changed to support the construction of additional housing types.

In addition, performing the initial California Environmental Quality Act analysis to clear a site for development can create a barrier to developer investment because of the risks associated with uncertainty in the environmental review's outcome. The City could consider creating an inventory of available sites and conducting a CEQA review of preliminary designs to pre-clear sites for development of housing that addresses the current housing gaps such as missing middle, mixed use, senior, restricted affordable, etc.

- **The City's development and building fees may be a constraint to housing production.** The City's building and development fees are seen as a barrier, particularly because some development impact fees are charged for all units, regardless of size or affordability. The undifferentiated development building fees were seen as impediments to building missing middle, workforce, and affordable housing.
- **The City's permitting timeframe may present feasibility challenges to certain residential developers.** Some developers and community members stated that permit processing times are too long and costly in producing housing.
- **Insufficient local subsidies and difficulty in identifying and applying for federal and state funding may be a constraint to building affordable housing.** There is a need for local funding sources that could be used to subsidize the cost of constructing affordable units. Developers need assistance navigating the funding opportunities including assistance with the cost of site improvements, which were

noted as a constraint to housing production in some outlying areas. Site improvements are an important component of new development and include water and sewer connections, circulation, and other infrastructure needed to serve the new development

### Future Residential Growth

- **City housing unit supply is projected to grow by about 8 percent by 2031, which is in line with the projected 8 percent population growth projected for the County.** As of 2020, the City contained nearly 35,400 housing units. The City is anticipated to need more than 2,915 residential units by 2031, estimated by taking the average of the projected Regional Housing Needs Allocation for 2031 and the City's historical unit absorption. This level of growth translates into an average annual growth of about 324 units over the next 9 years. For context, the City is estimated to represent 24 percent of the Regional Housing Needs Allocation's total countywide housing unit growth and historically has supplied 43 percent of the total County unit absorption. The County is forecasted to experience an 8 percent growth in population by 2030. If this population growth is commensurate with growth in the City, the projected housing unit growth may be enough to accommodate future growth but not necessarily existing missing demand.
- **If the housing that is under construction and approved in the City's pipeline is built, there will be almost twice as many units to meet the demand for single-family units, but only 75 percent of the demand for multifamily units.** The projected demand is for an additional 2,915 housing units. Applying the current proportions of each housing type in the City (current distribution is 75 percent single-family and 25 percent multifamily units), to the 2,915 projected units reflects the demand to be for 2,180 single-family units and 733 multifamily units. There are about 4,120 single-family units in the City's pipeline that are under construction or approved, which is almost more than double the demand. There are about 600 multifamily units that are under construction or approved, which meets about 75 percent of the future demand. This does account for existing missing demand.

## Proposed Housing Strategy

The proposed housing strategy is summarized below in **Table 1-1**. The housing strategy includes 3 goals and multiple strategic action items the City can implement to help achieve each goal. As a result of the quantitative and qualitative research conducted and input received as part of this Study, the EPS Team has prepared a proposed housing strategy to meet these 3 overarching goals:

- **Goal 1:** Encourage a diversity of housing choices.
- **Goal 2:** Address regulatory and financial barriers to needed housing production.
- **Goal 3:** Create new initiatives and programs to address housing needs.

**Table 1-1. City of Vacaville Housing Strategy**

Goal 1: Encourage a Diversity of Housing Choices		Implementing Entities		Potential Funding Source(s)	Implementation Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 1.1:	Encourage or require new subdivisions to include duplexes/triplexes/fourplexes (missing middle) designed to look cohesive with adjacent single-family homes	Community Development	Developers	Existing City staff time; new General or other City Fund appropriation	X		
▶ Strategy 1.2:	Facilitate the increased construction of Accessory Dwelling Units (ADUs) and Junior ADUs	Community Development; Housing and Community Services	CalHFA	Existing City staff time; new General or other City Fund appropriation	X		
▶ Strategy 1.3:	Provide information to bolster community support related to the range of missing housing types in the City	Housing and Community Services; City Manager; Public Relations	Consulting technical support; Developers	Existing City staff time; new General Fund appropriation	X		
▶ Strategy 1.4:	Provide incentives to support the development of missing housing types in the City including "missing middle," affordable, supportive, transitional, homeless shelters, and executive housing	Community Development; Housing and Community Services; other departments, as appropriate	NA	Existing City staff time; new General or other City Fund appropriation; grant funding			X

Goal 2: Address Regulatory and Financial Barriers to Needed Housing Production		Implementing Entities		Potential Funding Source(s)	Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 2.1:	Encourage infill development by adopting flexible development standards, incentives (including lower or waived fees), and a streamlined development review process	Community Development	NA	Existing City staff time	X		
▶ Strategy 2.2:	Allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in required parking such as transit passes, shared vehicle program, or increased bicycle parking	Community Development	Developers; ABAG	Existing City staff time	X		
▶ Strategy 2.3:	Address barriers associated with development impact fees to support increased housing development, including affordable, infill, and other needed housing types	Public Works; Community Development	NA	Existing City staff time	X		
▶ Strategy 2.4:	Consider increasing minimum and maximum allowable densities and zoning requirements in existing General Plan and Zoning Code policies to increase the City's housing capacity, ensure higher density projects (which can lead to greater affordability), and make projects more economically feasible.	Community Development	NA	Existing City staff time		X	
▶ Strategy 2.5:	Consider working with the ALUC to study whether the permitted uses and boundaries of the Nut Tree Airport compatibility zones can be reevaluated to accommodate additional housing	Community Development	Airport Land Use Commission	Existing City staff time			X

Goal 3: Create New Initiatives and Programs to Address Housing Needs		Implementing Entities		Potential Funding Source(s)	Implementation Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 3.1:	Create a City staff position to serve as a centralized housing service coordinator for the City to help secure State funding and facilitate the equitable allocation of housing needed to meet underserved populations	Housing and Community Services	NA	New General or other City Fund appropriation	X		
▶ Strategy 3.2:	Consider opportunities to streamline the permitting process	Community Development	NA	Existing City Staff time; Senate Bill 2	X		
▶ Strategy 3.3:	Consider completing a City-sponsored and -funded CEQA analysis to clear desired infill sites	Community Development; Housing and Community Services	Development community	Existing City Staff time; Senate Bill 2		X	
▶ Strategy 3.4:	Consider an inclusionary housing ordinance that requires a certain percentage of housing to be included in every project to meet very low, low, and moderate income levels	Community Development; Housing and Community Services	Consulting technical support	Existing City staff time		X	
▶ Strategy 3.5:	Consider creating local housing construction funding sources.	Housing and Community Services	California Department of Housing and Community Development	New General or other City Fund appropriation		X	
▶ Strategy 3.6:	Consider creating supportive housing-related programs for underserved populations.	Housing and Community Services	California Department of Housing and Community Development	New General or other City Fund appropriation		X	

Source: City of Vacaville; Housing Strategy Stakeholders; Housing Strategy Project Team.

[1] For the implementation timeline, Near-Term is approximately 1-2 years; Mid-Term is 2-5 years; and Long-Term is 5+ years.

Successful implementation will require the leadership of the City Council and City staff to continue to prioritize these implementation actions, as well as the financial and partner program resources of the public and private sectors. Successful implementation will also require the City to identify and measure metrics of success for each strategy, dedicate resources to provide ongoing management and calibration to ensure the City is meeting its goals, and work in partnership with public agencies, the development community, the community, and other identified stakeholders. Following approval of the Housing Strategy, the City should begin to implement a series of near-term implementation actions, as described in this report.

The goals, strategies, and implementation actions are discussed in detail in **Chapter 6**.

## Report Organization

This report is presented in the following chapters and technical appendices:

1. **Introduction and Summary of Findings** presents an overview of the report and key findings.
2. **Area Profile** presents an analysis of existing conditions in the City and the County, including population, households, race/ethnicity, educational attainment, income and poverty, employment and jobs, and jobs-housing balance and commuting patterns.
3. **Residential Market Overview** provides a context to current residential market conditions in the nation, the County, and the City.
4. **Initial Housing Gaps and Issues** examines the housing types that are missing from the City, as well as barriers to development of these housing types.
5. **Future Growth and Market Demand** provides an overview of projected growth and the potential resulting demand for additional housing.
6. **Strategies and Recommendations** provides recommended goals and strategic actions to achieve these goals based on the findings from the analyses and outreach.

This report also contains technical appendices, **Appendix A** through **Appendix D**, which provide supporting data regarding socio-economic and housing trends in the area and documentation of the community and stakeholder outreach process and findings.

## 2. Study Area Profile

This chapter examines the trends and existing composition of demographic and socio-economic characteristics of the City and the County. The purpose of this demographic and socioeconomic profile is to develop an understanding of the dynamics and drivers of existing residential development. This chapter comprises the following key analytic elements:

- **Demographic and Socioeconomic Characteristics.** Identifies trends in population and households, age, race and ethnicity, educational attainment, income and poverty, and jobs-housing balance and commuting patterns.
- **Labor Force.** Reflects trends in the labor force and unemployment rates, including industry and employment characteristics and commuting patterns.
- **Employment.** Presents information on the quantity and type of jobs in the Study area.

Supporting data tables underlying the figures presented in this chapter are included in **Appendix A**.

### Demographic Conditions

This section examines key demographic trends in the City and the County over the past decade and provides a snapshot of the current socioeconomic composition of the City and County populations.

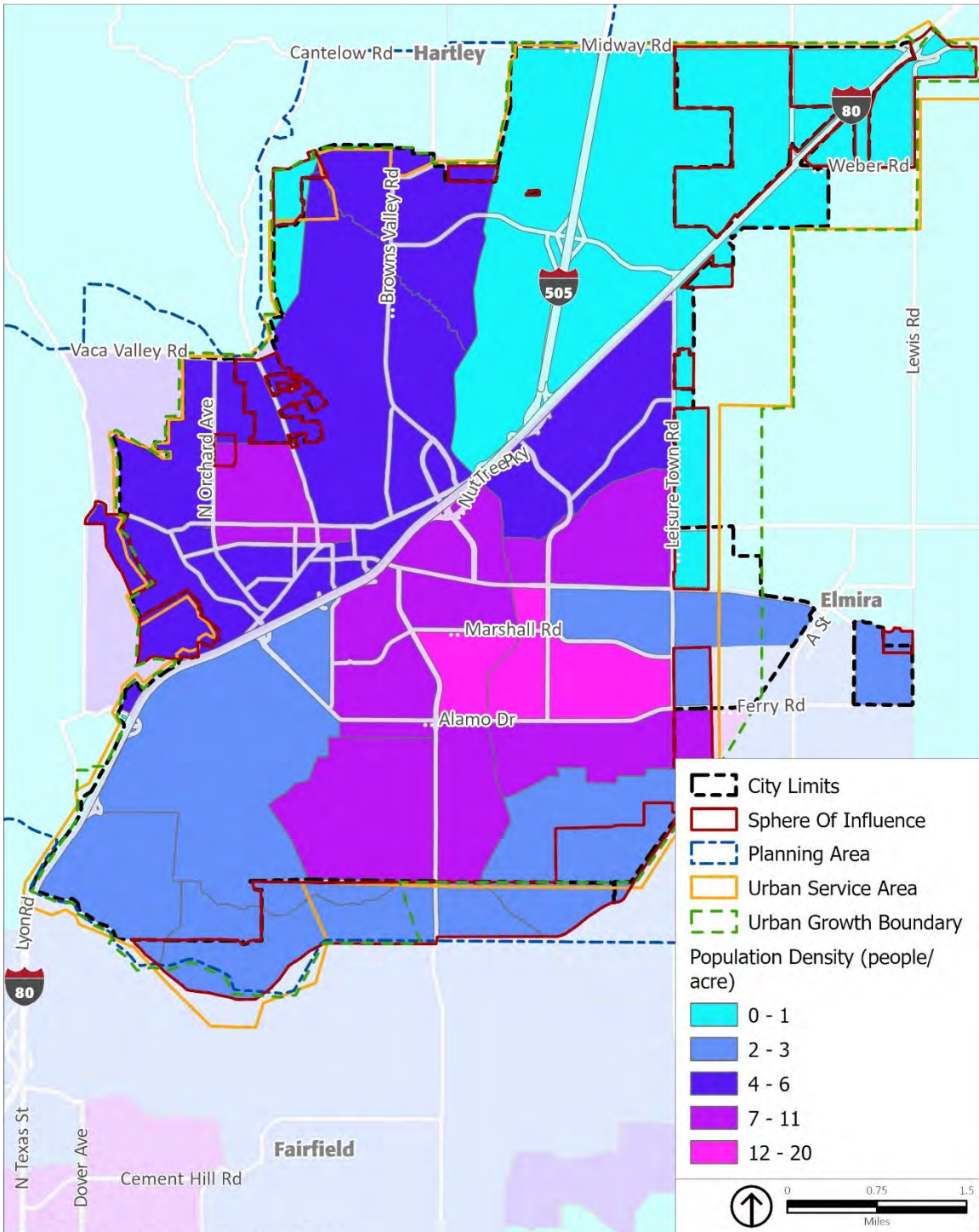
#### Population and Households

The total population of Vacaville as of 2021 was 98,041 people, making it the third-most populous city in the County, behind Vallejo and Fairfield, as seen in **Table A-1** in **Appendix A**. Of this total population, approximately 7,000 people lived in group quarters, which includes people housed in institutional settings, such as correctional facilities, nursing homes, military bases, and university or college student housing. The City has 2 State correctional facilities located within its city limits, California State Prison Solano and California Medical Facility, which constitute a majority of the City's group housing population.<sup>5</sup> The remaining household population in Vacaville, approximately 91,000 people, is spread across 34,518 total households, with an average of 2.68 people per household. See **Map 2-1** and **Map 2-2** for visual representations of the population

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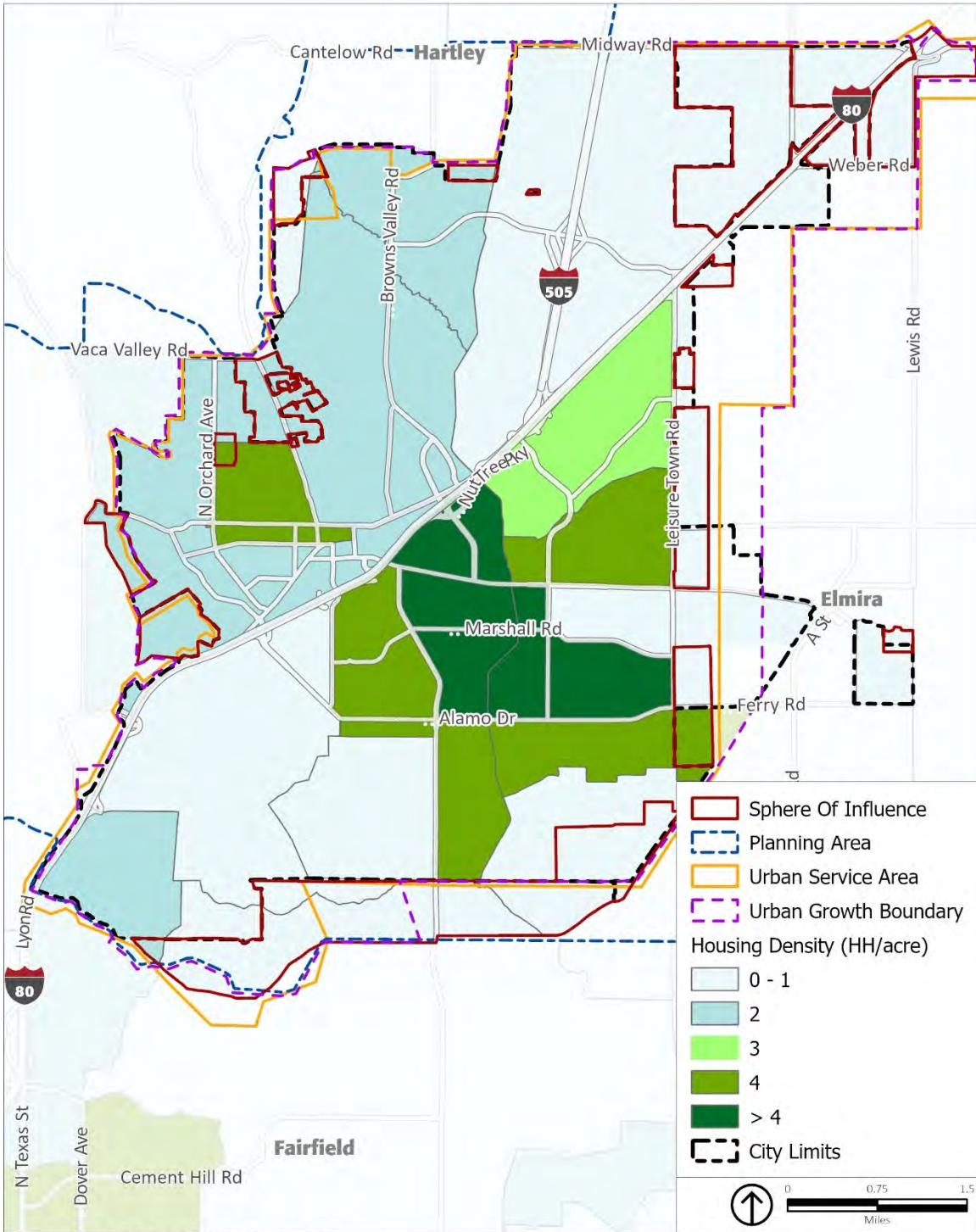
<sup>5</sup> California Department of Corrections and Rehabilitation, 2021. Monthly Report of Population. Available at <https://www.cdcr.ca.gov/research/wp-content/uploads/sites/174/2021/12/Tpop1d2111.pdf> [Accessed December 2021].

**Map 2-1. Population Density: City of Vacaville (2019)**





**Map 2-2. Household Density: City of Vacaville (2019)**



Source: ACS 2019, ESRI, PlaceWorks 2022

and household densities in the City. The largest cluster of population is located south of Interstate 80. Since 2010, the City’s population and the number of households have grown consistently, with the City adding a total of about 5,600 residents and nearly 3,500 households, as shown in **Table 2-1**, **Figure 2-1**, and **Table A-2** in **Appendix A**. The City’s population growth rate of 6.1 percent is identical to the County’s overall population growth rate and comparable to the State’s growth rate of 5.9 percent over this same period. Vacaville’s growth rate over this time is the fourth largest in the County (out of 8 jurisdictions). In comparison, Fairfield, immediately southwest of Vacaville, had nearly double the growth rate of Vacaville (12.0 percent) over this same period. See **Table A-1** in **Appendix A**.

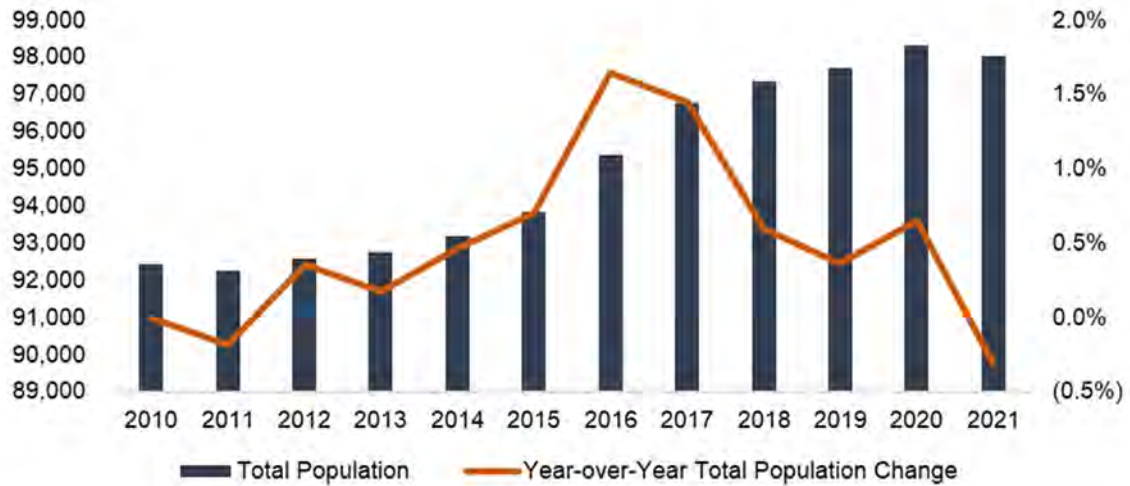
**Table 2-1. Population and Household Trends in Vacaville, Solano County, and California (2010–2021)**

Item	City of Vacaville			Solano County			State of California		
	Population	Households	Persons Per HH [1]	Population	Households	Persons Per HH [1]	Population	Households	Persons Per HH [1]
<b>Year</b>									
2010	92,428	31,089	2.72	413,344	141,758	2.83	37,253,956	12,568,167	2.90
2021	98,041	34,518	2.68	438,527	152,877	2.81	39,466,855	13,339,672	2.91
<b>2010 - 2021 Change</b>	<b>6.1%</b>	<b>11.0%</b>		<b>6.1%</b>	<b>7.8%</b>		<b>5.9%</b>	<b>6.1%</b>	

Source: California Department of Finance Table E-5; EPS.

[1] Includes household population only.

**Figure 2-1. Population Trends: City of Vacaville (2010–2021)**



California Department of Finance Table E-5; EPS.

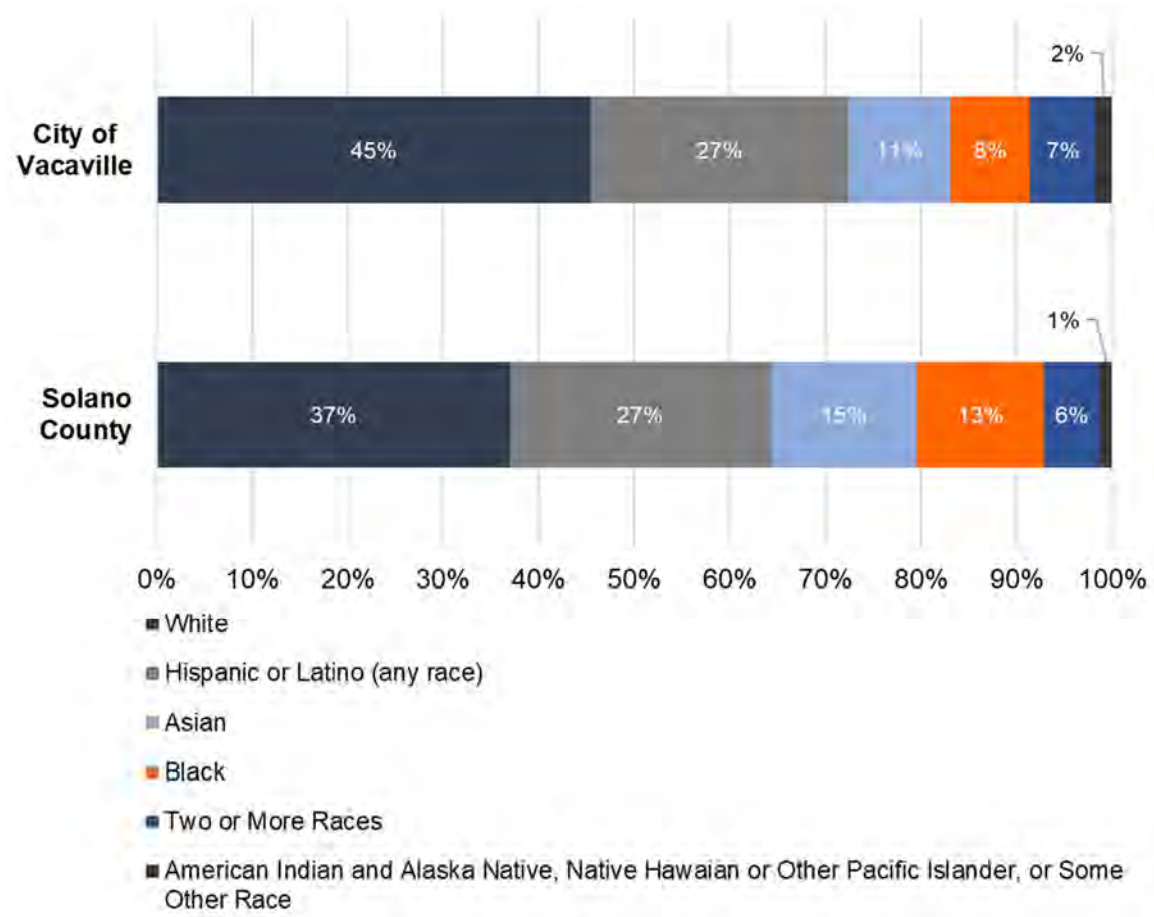
Household growth rates surpassed population growth rates in both the City and the County over the past decade, leading to slight declines in the average household sizes from 2010 to 2020, in contrast to slight increases in the average household size statewide over the same period. Notably, the City's household size has been trending downward and is smaller than both the County and statewide averages. See **Table A-2** in **Appendix A** for more detailed information.

As shown in **Table A-2** in **Appendix A** annual population growth in Vacaville peaked at 1.6 percent in 2016, before stabilizing at an average annual growth of 0.5 percent between 2018 and 2020.

### Race/Ethnicity

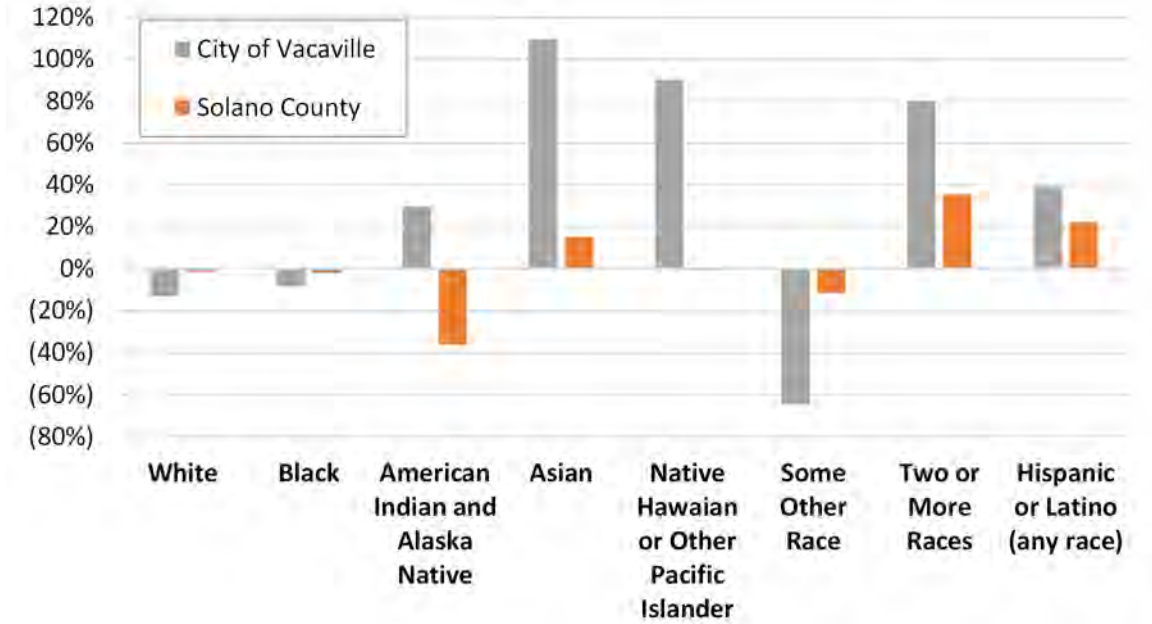
Mirroring trends occurring throughout the Bay Area, the City and the County have become much more racially diverse. From 2010 to 2019, the City's White population declined from 57 percent of the total population to 45 percent, as shown in **Figure 2-2** and **Table A-3** in **Appendix A**. The decline in the City's White population was counterbalanced by growth in the City's Asian population (from 6 percent to 11 percent) and Hispanic population (from 21 percent to 27 percent), as seen in **Figure 2-3**. Similar changes occurred from 2010 to 2019 in the County, although the relative decline in White population share was not as significant as in the City.

**Figure 2-2. Race and Ethnicity Composition: City of Vacaville and Solano County (2019)**



Source: American Community Survey Table B03002; EPS.

**Figure 2-3. Percentage Change of Race and Ethnicity Composition:  
 City of Vacaville and Solano County (2010–2019)**

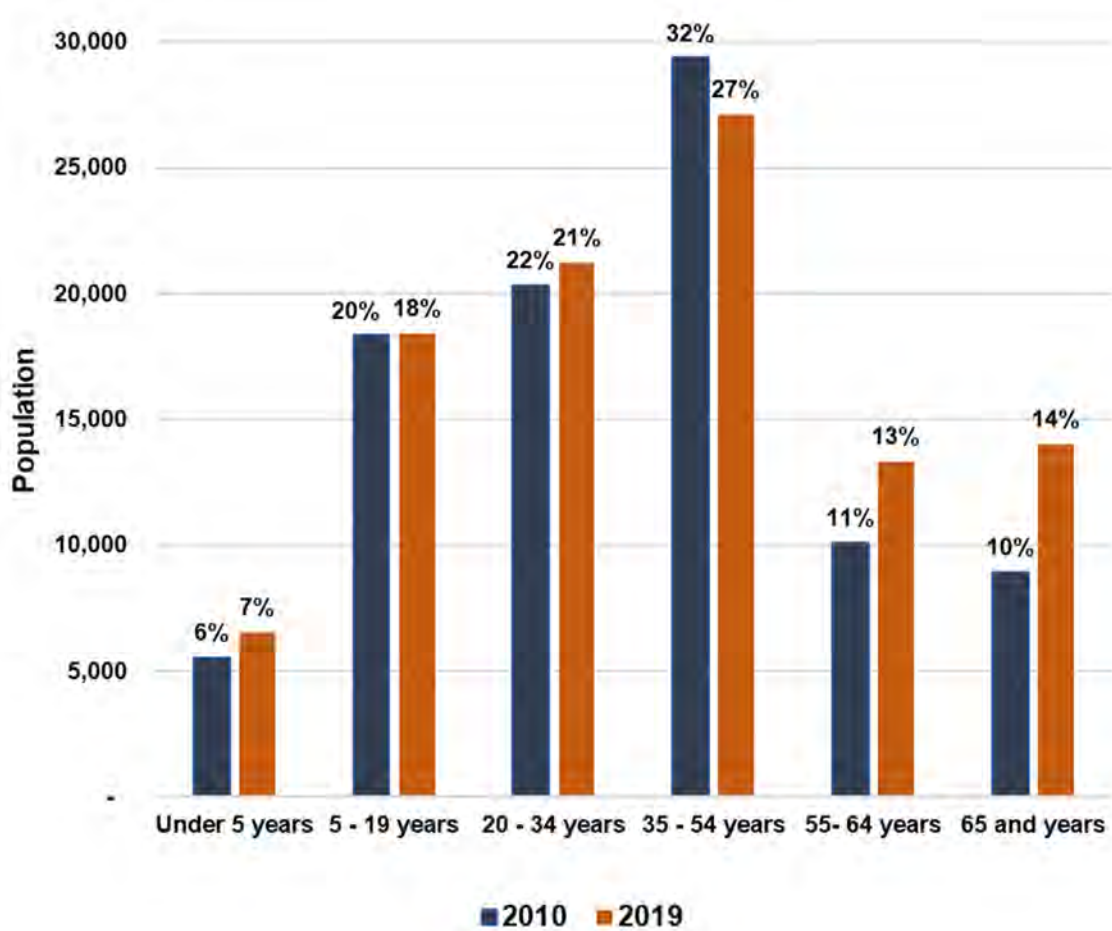


Source: American Community Survey 1-Year Estimates Table B03002; EPS.

## Age

A large proportion of the City's population surpassed the age of 55 between 2010 and 2019, as shown in **Figure 2-4** and **Table A-4** in **Appendix A**. The median age in the City increased over this period from 36.4 years to 37.6 years and the share of the population aged 55 years or older increased by 44 percent. The aging population trend is occurring throughout the County, as well, where the median age increased from 36.6 years to 38.5 years between 2010 and 2019. These regional trends mirror national trends, with the national median age increasing from 36.9 years to 38.1 years over this same time frame. Despite the large proportion of residents over the age of 55 in Vacaville, approximately one-fifth (21 percent) of the City's residents are in the prime household formation years of 20 to 34, the age when many people begin to rent or buy their own home.

**Figure 2-4. Age Distribution: City of Vacaville (2010 and 2019)**

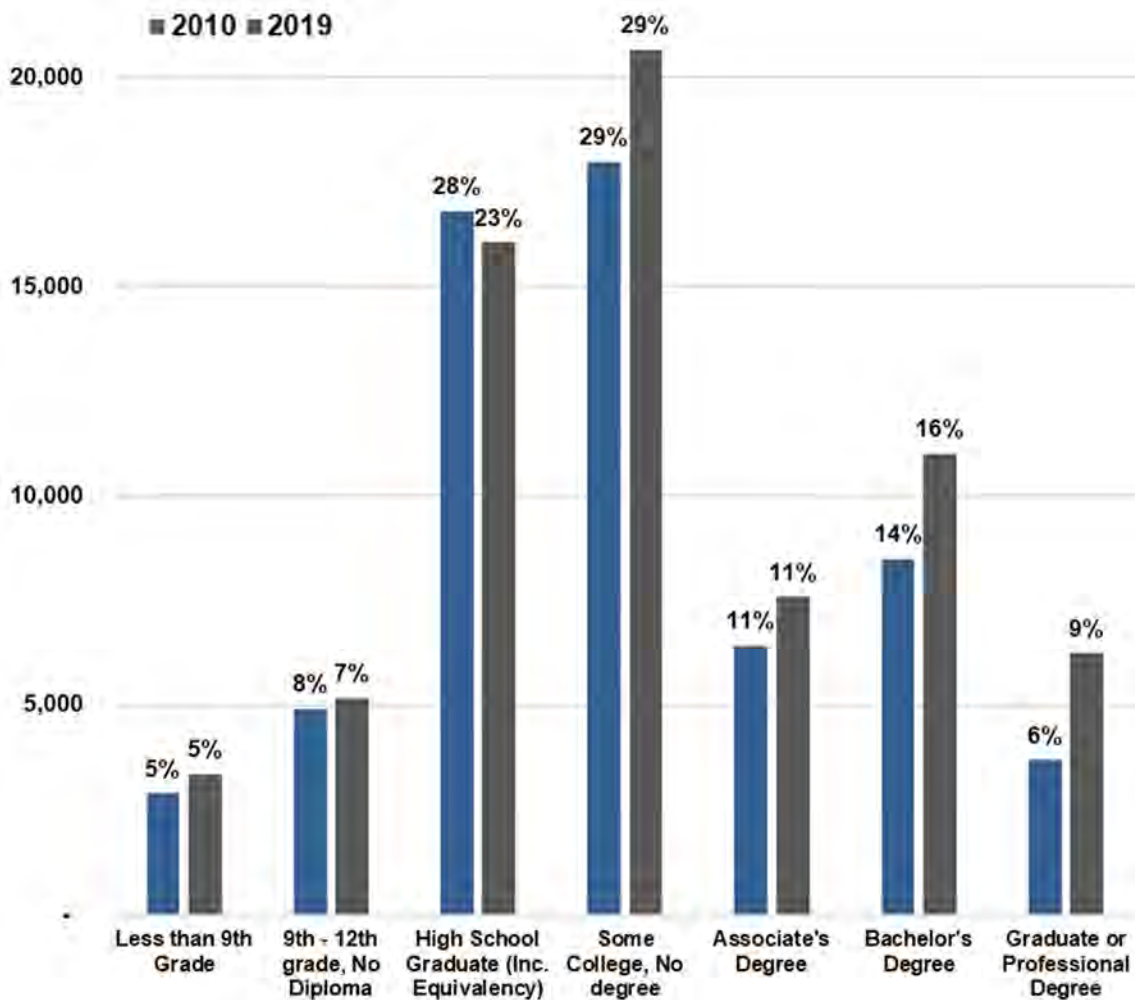


Source: American Community Survey Table DP05; EPS.

### Educational Attainment

Between 2010 and 2019, City residents achieved higher levels of education, as shown in **Figure 2-5** and **Appendix A Table A-5**. A greater proportion of residents possess secondary and post-graduate education degrees, consistent with countywide and statewide trends. The absolute number of residents with a bachelor’s degree increased from approximately 12,000 to slightly more than 17,000 in this time, an increase of 42 percent. Correspondingly, the share of residents without any college experience decreased from 40 percent to 35 percent. These data suggest the socio-economic composition of the City is changing. The higher rates of educational attainment in the City will translate into greater prosperity, as higher educational attainment is strongly correlated with greater labor force participation and larger job earnings.

**Figure 2-5. Educational Attainment: City of Vacaville (2010 and 2019)**

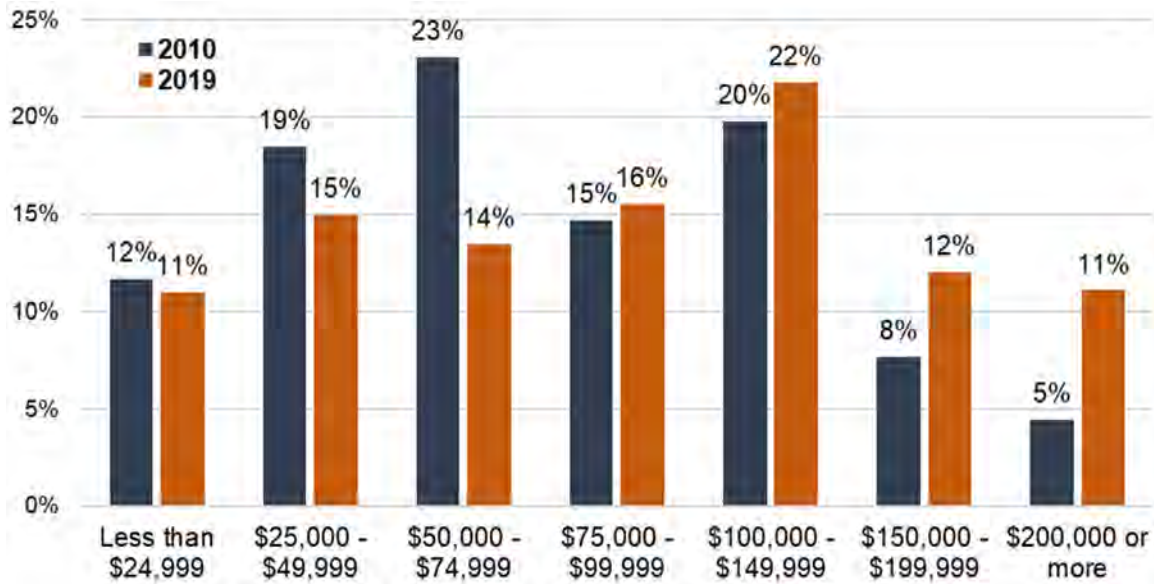


Source: American Community Survey Table S1501; EPS.

### Median Household Income<sup>6</sup>

The median household income in the City increased by a modest 4 percent between 2010 and 2019, rising from \$87,600 to \$91,300 (in 2019 dollars). Although the County's median household income in 2019 was slightly lower than the City's at \$86,700, the rate of growth was triple the City's, with an increase of 12 percent over the same period. Notably, the share of City households with incomes of \$150,000 or greater grew significantly, from 13 percent in 2010 to 23 percent in 2019. Over the same period, the share of households in the County with incomes greater than \$150,000 grew from 10 percent to 21 percent. These are indications of an increase in the wealth in the City, with the County slowly catching up. See **Figure 2-6** and **Appendix A Table A-6**. The growth in the proportion of upper income households was accompanied by a decrease in the share of lower income households, with the largest decrease represented by the share of households earning between \$50,000 and \$74,999 (from 23 percent to 14 percent).

**Figure 2-6. Income Distribution: City of Vacaville (2010 and 2019)**



Source: American Community Survey Table S1001.

<sup>6</sup> Income figures in this section and **Figure 2-6** are not adjusted for inflation.



## Poverty Rate

The poverty rate in the City and the County declined between 2012 and 2019. Both jurisdictions saw the largest relative decrease in poverty of children under 18 years old, with Vacaville’s rate in this group declining from 13 percent to 9 percent between 2012 and 2019. Poverty rates among the elderly are generally lower because this group receives Social Security benefits, while most families with children in poverty rely on earnings from employment to avoid poverty.<sup>7 8</sup> The large reduction in youth poverty between 2012 and 2019 is comparable to trends throughout the Bay Area, where poverty associated with job losses from the Great Recession peaked in 2012 and began declining as employment expanded during the economic recovery.<sup>9</sup> See **Table 2-2**.

**Table 2-2. Poverty Rates: City of Vacaville and Solano County**

Item	City of Vacaville		Solano County	
	2012 Total	2019 Total	2012 Total	2019 Total
<b>Population</b>				
Under 18 years	13%	9%	17%	13%
18 to 64 years	7%	7%	11%	9%
65 years and over	6%	7%	8%	7%
<b>Overall Poverty Rate</b>	<b>9%</b>	<b>7%</b>	<b>12%</b>	<b>10%</b>

Source: American Community Survey 5-year Estimates Table S1701; EPS.

<sup>7</sup> Silicon Valley Institute for Regional Studies. 2015. Poverty in the San Francisco Bay Area. <https://jointventure.org/images/stories/pdf/poverty-brief-2015-03.pdf>. [Accessed November 2021].

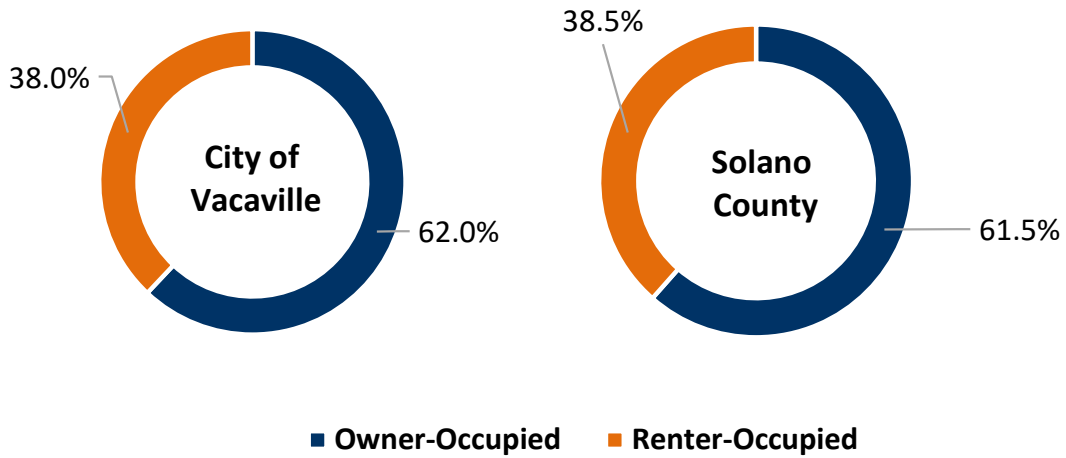
<sup>8</sup> The US Census Bureau’s definition of poverty is based on a comparison of total family income to a national poverty threshold, which varies by family size. It does not account for regional differences in cost of living nor differences in family composition, such as the presence of non-working-age adults or young children.

<sup>9</sup> Ibid.

### Housing Tenure and Living Arrangements

Most households in the City are homeowners. Approximately 62 percent of households in the City own their homes, while the remaining 38 percent rent, as shown in **Figure 2-7** and **Appendix A Table A-7**. The proportion of housing tenure has remained relatively consistent since 2010, with the percentage of renters increasing slightly from 36 percent to the current figure of 38 percent.

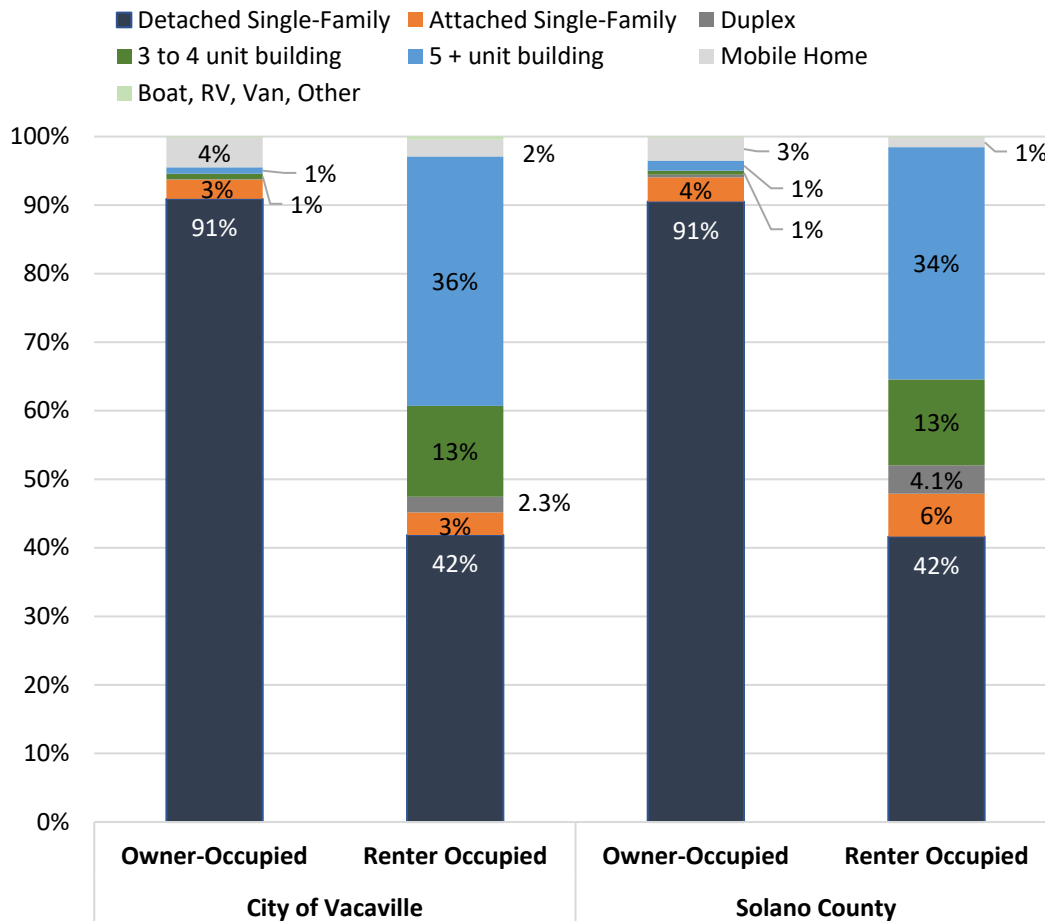
**Figure 2-7. Housing Tenure: City of Vacaville and Solano County (2019)**



Source: American Community Survey Table 25032; EPS.

As shown in **Figure 2-8**, single-family attached units are predominantly owner-occupied (78 percent). However, because single-family units comprise the largest portion of the City’s overall housing stock, nearly 42 percent of renter households in Vacaville live in detached single-family houses. Renters occupy more than 90 percent of multifamily units, as shown in **Appendix A Table A-8**.

**Figure 2-8. Tenure by Units in Structure: City of Vacaville and Solano County (2019)**



Source: American Community Survey Table 25032; EPS.

When examining tenure by household size, it is noteworthy that single-person households comprise 27 percent of all renter-occupied households, but only 19 percent of owner-occupied households, as shown in **Appendix A Table A-9**. Renters comprise 46 percent of all single-person households in Vacaville. It is also noteworthy that small 1- and 2-person households have represented more than half of the City's households for at least the last decade.

The tenure of single-family households changes significantly with the age of the householder. Younger single-person households are much more likely to rent, based on a variety of reasons—i.e., younger people have not worked as long and thus have had less time to accrue savings necessary to purchase a house, and younger people are more mobile and thus prefer the flexibility of renting.<sup>10</sup> Older single-person householders are more likely to own than rent. Many older single-person households are composed of owners that purchased their houses when their households included children or spouses and remained in these houses after significant life events such as divorce, the death of a spouse, or children moving out.<sup>11</sup> Refer to **Appendix A Table A-10** for more details.

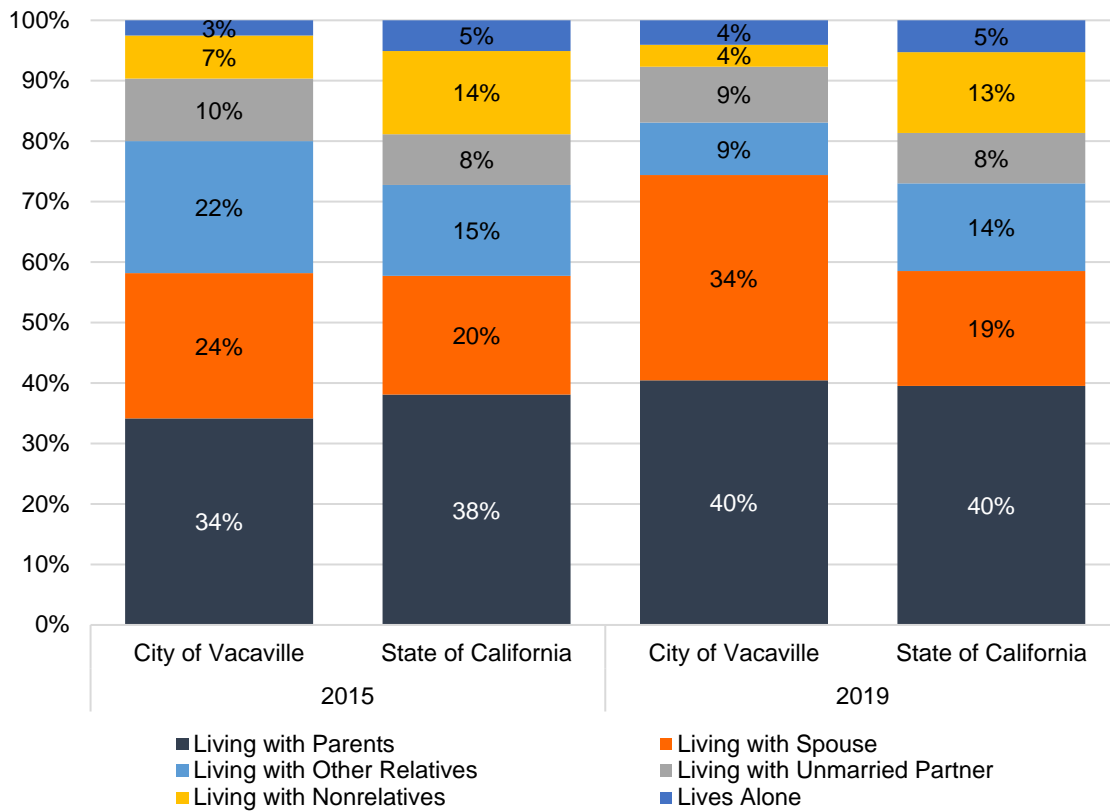
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<sup>10</sup> Masnick, George. 2015. The Rise of the Single-Person Household. Housing Perspectives: Research, Trends, and Perspective from the Harvard Joint Center for Housing Studies. [Accessed November 2021].

<sup>11</sup> Ibid.

Among adult residents of the City, the most common living arrangement is to live with a spouse or unmarried partner, with more than 60 percent of Vacaville’s residents choosing this living arrangement, as shown in **Appendix A Table A-11**. Among 18- to 34-year-olds, however, the most common living arrangement is to live with parents, as seen in **Figure 2-9**. The percentage of 18- to 34-year-olds living with their parents in Vacaville increased from 34 percent in 2015 to 40 percent in 2019, while only increasing 2 percentage points in California overall.

**Figure 2-9. Living Arrangements of 18-34 Year-Olds: City of Vacaville and California (2015 & 2019)**



Source: American Community Survey 1-Year Estimates Table B09021

## Housing Cost Burden

Housing cost burden is the proportion of housing costs relative to income. The principal component of housing costs is either rent or the price of purchasing a home, both of which have increased significantly in Vacaville over the past decade, as discussed in **Chapter 3** of this report. High housing cost burdens signify that residents are spending a large proportion of their income on housing, restricting the amount of money they can spend on other essentials, such as food, medical care, and transportation, and increasing the risk of eviction or foreclosure.<sup>12</sup> A common rule of thumb is that households should pay no more than 30 percent of their incomes for housing. In the City, approximately 52 percent of renters and 44 percent of owners pay more than 30 percent of their income for housing costs.<sup>13</sup> In the County overall, 51 percent of renters and 51 percent of owners pay more than 30 percent of their income for housing costs. See **Appendix A Table A-12**, **Table A-13**, and **Table A-14** for further detail.

### *Renter Cost Burden*

The U.S. Department of Housing and Urban Development considers households who spend more than 30 percent of their income on rent to be “rent burdened” and considers households who spend more than 50 percent of their income on rent to be “severely rent burdened”.<sup>14</sup>

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<sup>12</sup> Shamsuddin, Shomon & Campbell, Colin. 2021. Housing Cost Burden, Material Hardship, and Well-Being. Housing Policy Debate. <https://nlihc.org/sites/default/files/Housing-Cost-Burden-Material-Hardship-and-Well-Being.pdf> [Accessed November 2021].

<sup>13</sup> The Census questionnaire for renter housing costs includes rent and monthly utilities (electricity, gas, water, and sewer). For owners, housing costs include mortgage payments, utilities, property taxes, insurance, and condominium/homeowners association/mobile home fees. Maintenance and home improvement costs are not included in owners’ costs. This report uses the Census definitions of monthly housing costs.

<sup>14</sup> Larrimore, Jeff & Schuetz, Jenny. 2017. Assessing the Severity of Rent Burden on Low-Income Families. FEDS Notes. <https://www.federalreserve.gov/econres/notes/feds-notes/assessing-the-severity-of-rent-burden-on-low-income-families-20171222.htm>. [Accessed October 2021].

The proportion of households that are rent burdened and the severity of the rent burden generally decreases with rising incomes, as seen in **Figure 2-10**. Although a larger proportion of households in the \$20,000 to \$49,000 income bracket are rent burdened compared to households with incomes of less than \$20,000, the proportion of severely rent-burdened households is much larger in the lower income bracket. Almost 69 percent of households earning less than \$20,000 per year are severely rent burdened, versus 40 percent in the \$20,000 to \$49,999 income bracket. See **Appendix A Table A-13**.

**Figure 2-10. Rent Burden by Income: City of Vacaville (2019)**

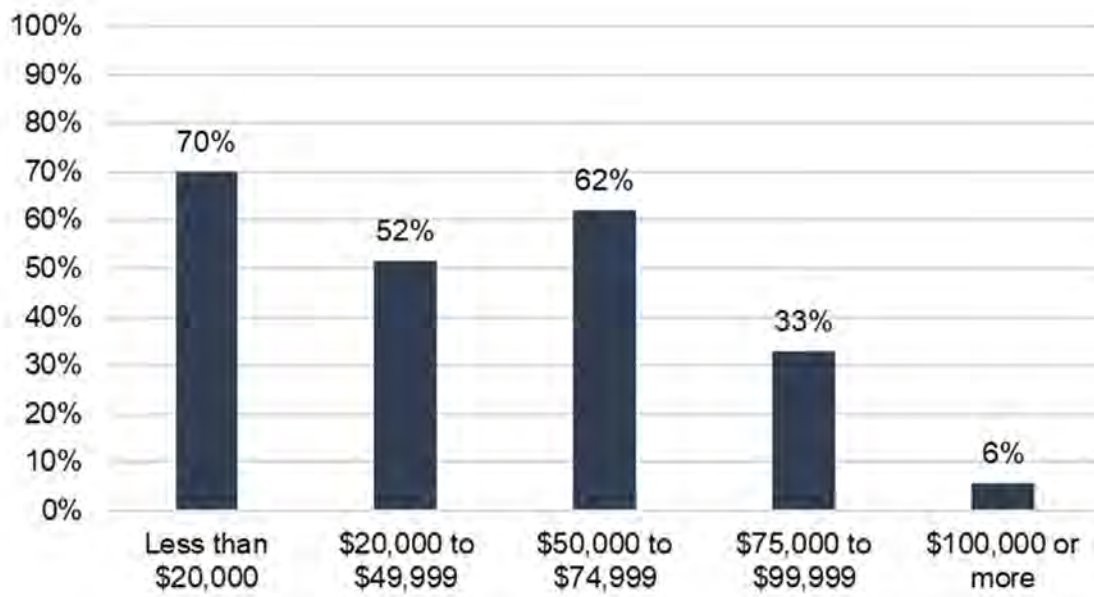


Source: American Community Survey Table 25074; EPS.

### Owner Cost Burden

Among owner-occupied units, the distribution of housing cost burden by income follows a similar trend as the renter-occupied households, with rates of cost burdened households generally declining with rising income, as shown in **Figure 2-11**. However, rates of cost burdened households are significantly higher among owner-occupied units in the \$50,000 to \$74,999 income bracket compared to the lower \$20,000 to \$49,999 income bracket. One potential explanation regarding this discrepancy could be the mortgage status of owner-occupied homes. For owner-occupied households, mortgage payments are the largest component of housing costs, and households without a mortgage payment (owned outright) are likely to have much lower housing costs than those households with a mortgage, regardless of income. As shown in **Appendix A Table A-14**, households with incomes below \$75,000 are much less likely to have a mortgage than households with incomes above this level.

**Figure 2-11. Homeowner Cost Burden by Income: City of Vacaville (2019)**



Source: American Community Survey Table 2506; EPS.



## Labor Force

### Labor Force (Employed Residents) by Industry

Residents of the City held 44,453 jobs in 2019, as shown in **Table 2-3**, adding more than 7,500 employed residents to the population, an increase of 20.5 percent from 2010. Industries with notable shares of total resident employment in 2019 include these:

- Health Care and Social Assistance (16.6 percent).
- Retail Trade (10.3 percent).
- Accommodation and Food Service (9.0 percent).
- Educational Services (9.0 percent).
- Public Administration (8.4 percent).
- Construction (8.2 percent).<sup>15</sup>

Of these industries, significant changes between 2010 and 2019 occurred in the Health Care and Social Assistance industry, Construction, and Public Administration, as shown in the figure to the right.

### Employed Residents by Occupation

Approximately one-third (33 percent) of Vacaville's labor force are employed in either Office and Administrative Support, Sales, or Management occupations as of 2019, as shown in **Table 2-4**.<sup>16</sup> Between 2010 and 2019, the Healthcare Support and Transportation and Material Moving occupations grew significantly, adding approximately 800 jobs and 1,200 jobs, respectively. During this period, there were notable losses in the Office and Administrative Support occupations, which lost around 900 employed residents, approximately 15 percent of its 2010 total.

#### CITY OF VACAVILLE EMPLOYED RESIDENTS BY INDUSTRY

##### Top Industries (2019)

Health Care and Social Assistance  
Retail Trade  
Educational Services  
Accommodation and Food Services

##### Top Industry Gains (2010-2019)

Health Care and Social Assistance (+2,632)  
Construction (+1,497)  
Accommodation and Food Services (+977)

##### Top Occupation Declines (2010-2019)

Public Administration (-585)  
Other Services (-170)

<sup>15</sup> See **Appendix A Table A-15** for a detailed description of these industries.

<sup>16</sup> **Table 2-4** is based on data from the Census Bureau's Longitudinal Employee-Household Dynamics program, which combines survey data from the Census with State-level unemployment insurance data and the Bureau of Labor Statistics Quarterly Census of Employees and Wages survey, while **Table 2-5** is solely based on the American Community Survey's survey data. These different data sources account for the variance in total employment between the two tables.

**Table 2-3. Labor Force by Industry: City of Vacaville (2010 and 2019)**

Item	2010		2019		2010 - 2019	
	Total	%	Total	%	Total Growth	% Growth
<b>Industry [1]</b>						
Agriculture, Forestry, Fishing and Hunting	481	1.3%	588	1.3%	107	22.2%
Mining, Quarrying, and Oil and Gas Extraction	53	0.1%	63	0.1%	10	18.9%
Utilities	312	0.8%	368	0.8%	56	17.9%
Construction	2,156	5.8%	3,653	8.2%	1,497	69.4%
Manufacturing	2,877	7.8%	3,102	7.0%	225	7.8%
Wholesale Trade	1,328	3.6%	1,337	3.0%	9	0.7%
Retail Trade	4,359	11.8%	4,559	10.3%	200	4.6%
Transportation and Warehousing	1,284	3.5%	1,713	3.9%	429	33.4%
Information	714	1.9%	727	1.6%	13	1.8%
Finance and Insurance	1,147	3.1%	1,395	3.1%	248	21.6%
Real Estate and Rental and Leasing	519	1.4%	616	1.4%	97	18.7%
Professional, Scientific, and Technical Services	1,725	4.7%	2,144	4.8%	419	24.3%
Management of Companies and Enterprises	508	1.4%	540	1.2%	32	6.3%
Administration & Support, Waste Management and Remediation	1,690	4.6%	2,370	5.3%	680	40.2%
Educational Services	3,602	9.8%	4,012	9.0%	410	11.4%
Health Care and Social Assistance	4,742	12.9%	7,374	16.6%	2,632	55.5%
Arts, Entertainment, and Recreation	529	1.4%	804	1.8%	275	52.0%
Accommodation and Food Services	3,042	8.2%	4,019	9.0%	977	32.1%
Other Services (excluding Public Administration)	1,483	4.0%	1,313	3.0%	(170)	(11.5%)
Public Administration	4,341	11.8%	3,756	8.4%	(585)	(13.5%)
<b>Total Labor Force</b>	<b>36,892</b>	<b>100.0%</b>	<b>44,453</b>	<b>100.0%</b>	<b>7,561</b>	<b>20.5%</b>

Source: United States Census Bureau OnTheMap; EPS.

[1] Employment totals based on residents of the City of Vacaville.

**Table 2-4. Labor Force by Occupation: City of Vacaville (2010 and 2019)**

Item	2010		2019		Change (2010 - 2019)	
	Total	Share	Total	Share	Total	Percent
<b>Occupation</b>						
Management Occupations	3,574	8.9%	3,990	9.2%	416	11.6%
Business and Financial Operations Occupations	1,763	4.4%	1,877	4.3%	114	6.5%
Computer and Mathematical Occupations	652	1.6%	867	2.0%	215	33.0%
Architecture and Engineering Occupations	562	1.4%	475	1.1%	(87)	(15.5%)
Life, Physical, and Social Science Occupations	300	0.7%	478	1.1%	178	59.3%
Community and Social Service Occupations	930	2.3%	821	1.9%	(109)	(11.7%)
Legal Occupations	217	0.5%	323	0.7%	106	48.8%
Educational Instruction, and Library Occupations	2,129	5.3%	2,100	4.8%	(29)	(1.4%)
Arts, Design, Entertainment, Sports, and Media Occupations	539	1.3%	794	1.8%	255	47.3%
Health Diagnosing & Treating Pract. and Other Tech. Occ.	1,357	3.4%	1,681	3.9%	324	23.9%
Health Technologists and Technicians	849	2.1%	1,150	2.6%	301	35.5%
Healthcare Support Occupations	943	2.4%	1,732	4.0%	789	83.7%
Firefighting, Prevention, & Other Protective Svc Workers Incl. Spvsrs	658	1.6%	581	1.3%	(77)	(11.7%)
Law Enforcement Workers Including Supervisors	1,332	3.3%	1,189	2.7%	(143)	(10.7%)
Food Preparation and Serving Related Occupations	2,334	5.8%	2,405	5.5%	71	3.0%
Building and Grounds Cleaning and Maintenance Occupations	1,169	2.9%	1,394	3.2%	225	19.2%
Personal Care and Service Occupations	1,581	3.9%	1,426	3.3%	(155)	(9.8%)
Sales and Related Occupations	4,350	10.9%	4,340	10.0%	(10)	(0.2%)
Office and Administrative Support Occupations	6,054	15.1%	5,155	11.8%	(899)	(14.8%)
Farming, Fishing, and Forestry Occupations	158	0.4%	80	0.2%	(78)	(49.4%)
Construction and Extraction Occupations	2,471	6.2%	3,294	7.6%	823	33.3%
Installation, Maintenance, and Repair Occupations	2,010	5.0%	1,857	4.3%	(153)	(7.6%)
Production Occupations	2,063	5.1%	2,279	5.2%	216	10.5%
Transportation and Material Moving Occupations	2,094	5.2%	3,270	7.5%	1,176	56.2%
<b>Total Labor Force</b>	<b>40,089</b>		<b>43,558</b>		<b>3,469</b>	<b>8.7%</b>

Source: American Community Survey 5-Year Estimates Table S2401; EPS.

## Employment

### Jobs by Industry

There are more than 34,800 jobs in the City, and the largest industry is in the Health Care and Social Assistance industry, as shown in **Table 2-5**, consistent with the County and the State. As of 2019, this industry contained nearly a quarter (24 percent) of the 34,802 jobs located in the City. Other significant industries in Vacaville include these:

- Retail Trade (16 percent).
- Accommodation and Food Services (10 percent).
- Public Administration (9 percent).

Between 2010 and 2019, most sectors with significant employment in Vacaville roughly maintained their relative share of employment. The exceptions were Construction, which added 1,590 jobs in this period; Health Care and Social Assistance, which more than doubled its workforce, adding 4,214 jobs; and Public

Administration, which lost 1,135 jobs. See **Map 2-3** for a visual representation of employment density in the City. The employment is clustered near Interstate 80, creating ease for workers commuting into the City (see commute patterns discussion below).



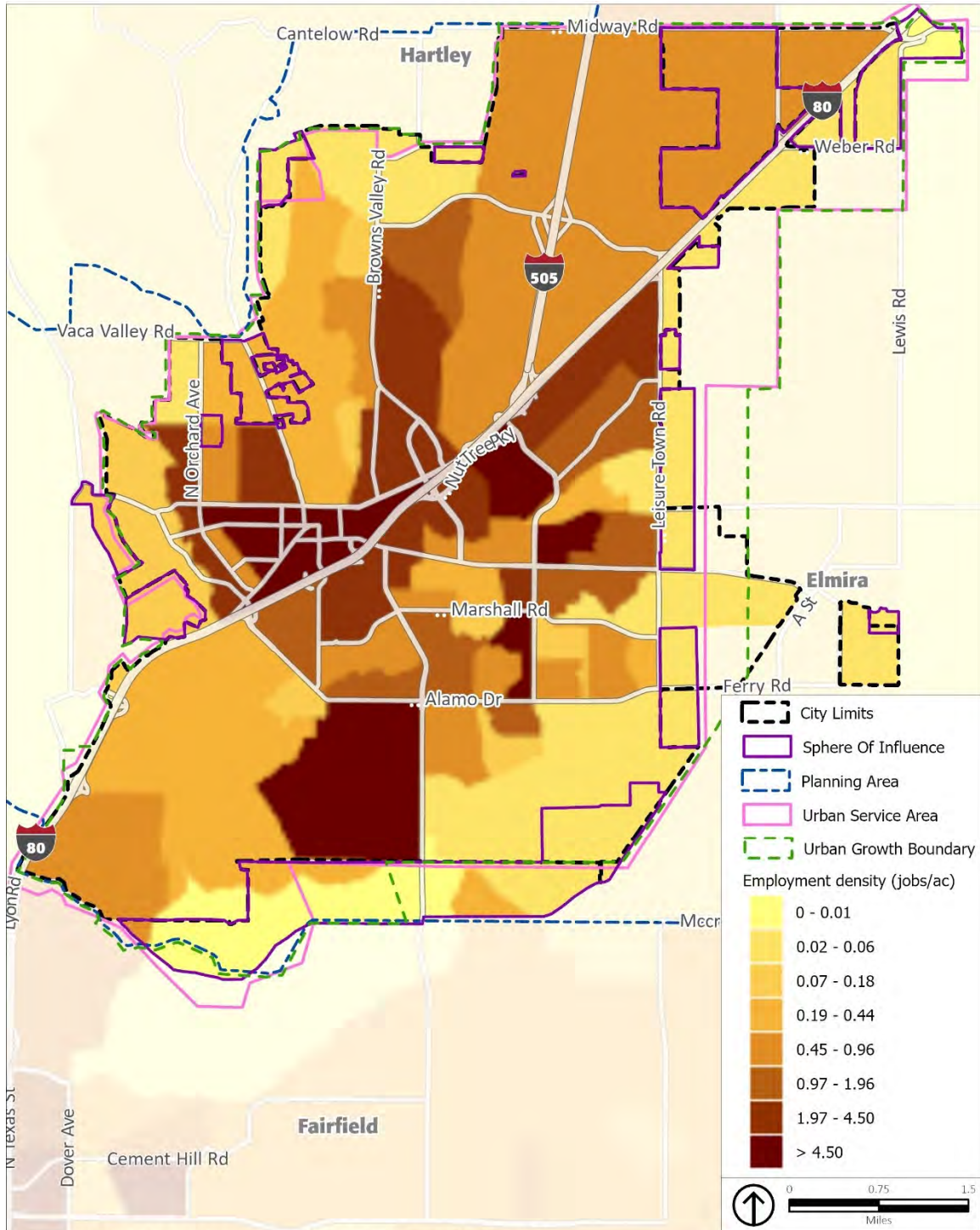
**Table 2-5. Employment (Jobs) by Industry: City of Vacaville  
 (2010 and 2019)**

Item	2010		2019		2010 - 2019	
	Total	%	Total	%	Total Growth	% Growth
<b>Industry [1]</b>						
Agriculture, Forestry, Fishing and Hunting	9	0.0%	45	0.1%	36	400.0%
Mining, Quarrying, and Oil and Gas Extraction	1	0.0%	2	0.0%	1	100.0%
Utilities	226	0.8%	139	0.4%	(87)	(38.5%)
Construction	1,106	4.0%	2,696	7.7%	1,590	143.8%
Manufacturing	2,461	9.0%	2,234	6.4%	(227)	(9.2%)
Wholesale Trade	700	2.5%	474	1.4%	(226)	(32.3%)
Retail Trade	4,983	18.1%	5,609	16.1%	626	12.6%
Transportation and Warehousing	618	2.2%	696	2.0%	78	12.6%
Information	360	1.3%	306	0.9%	(54)	(15.0%)
Finance and Insurance	487	1.8%	992	2.9%	505	103.7%
Real Estate and Rental and Leasing	379	1.4%	357	1.0%	(22)	(5.8%)
Professional, Scientific, and Technical Services	673	2.4%	857	2.5%	184	27.3%
Management of Companies and Enterprises	309	1.1%	44	0.1%	(265)	(85.8%)
Administration & Support, Waste Management and Remediation	634	2.3%	1,023	2.9%	389	61.4%
Educational Services	2,168	7.9%	2,588	7.4%	420	19.4%
Health Care and Social Assistance	4,084	14.9%	8,298	23.8%	4,214	103.2%
Arts, Entertainment, and Recreation	250	0.9%	646	1.9%	396	158.4%
Accommodation and Food Services	2,644	9.6%	3,631	10.4%	987	37.3%
Other Services (excluding Public Administration)	1,066	3.9%	981	2.8%	(85)	(8.0%)
Public Administration	4,319	15.7%	3,184	9.1%	(1,135)	(26.3%)
<b>Total Jobs</b>	<b>27,477</b>	<b>100.0%</b>	<b>34,802</b>	<b>100.0%</b>	<b>7,325</b>	<b>26.7%</b>

Source: United States Census Bureau OnTheMap; EPS.

[1] Employment totals based on workers employed in the City of Vacaville.

**Map 2-3. Employment Density: City of Vacaville**



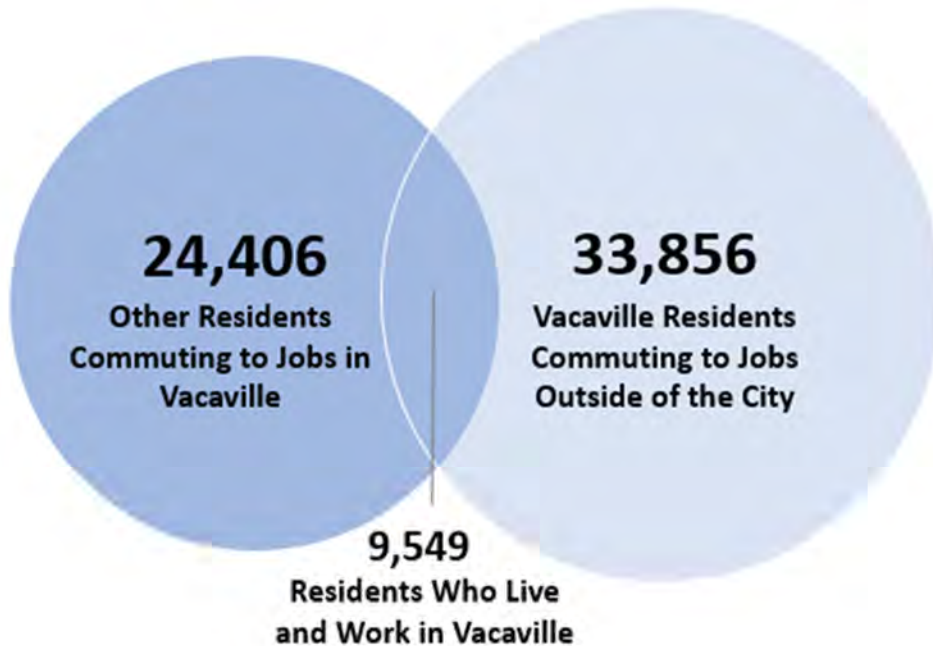
Source: EPA Smart Location Database 2013, ESRI, PlaceWorks 2022

### Jobs-Housing Balance and Commute Patterns

The City's jobs-to-housing ratio increased from 0.83 to 0.94 between 2010 and 2020 (see **Appendix A Table A-16**). A significant portion of this increase is likely based on continuing economic recovery following the recession, which ended in 2009. The City's General Plan Land Use Element designates the goal of a jobs-to-resident-employees ratio of 1:1, with a current ratio of 0.78.<sup>17</sup> The City's lower-than-targeted jobs-to-resident-employees ratio suggests that many of its residents commute out of the City for work, which is confirmed by commute data.

As shown in **Figure 2-12** and **Appendix A Table A-17**, the vast majority of Vacaville residents (78 percent) commuted to jobs located outside the City, to the Cities of Fairfield, Sacramento, San Francisco, Vallejo, and other Bay Area jurisdictions. Of Vacaville's 34,802 jobs, most (72 percent) are held by residents who live outside of the City, commuting in from Fairfield, Sacramento, Suisun, Dixon, Vallejo, Woodland, Davis, and Elk Grove.

**Figure 2-12. Inflow/Outflow Patterns: City of Vacaville (2019)**



Source: U.S. Census OnTheMap 2010, 2019; EPS.

<sup>17</sup> Policy LU-P4.1 of the City's General Plan Land Use Element states, "Strive to maintain a reasonable balance between potential job generation and the local job market with a goal of one job for each employed resident."

The County is the most common area of residence for external commuters, with nearly 30 percent of external employees that work in Vacaville living elsewhere in the County (see **Appendix A Table A-18**).<sup>18</sup> Nearly 11 percent of external workers commute from Sacramento County, a share that has remained fairly consistent since 2010. While commuters from Contra Costa County (5 percent) and San Joaquin County (3 percent) represent more modest shares of external commuters, the number of commuters from both of these counties increased by more than 60 percent between 2010 and 2019. The relative shares of commuters grouped by distance traveled to work remained relatively consistent between 2010 and 2019 (see **Appendix A Table A-19**).

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<sup>18</sup> **Table A-18** shows that approximately 50 percent of those employed in Vacaville live in Solano County. Removing the 22 percent of workers who both live and work in Vacaville (**Table A-17**) from this figure shows that approximately 28 percent of those who work in Vacaville live outside of Vacaville but still within Solano County.

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## 3. Residential Market Overview

### State and National Residential Market Context

For decades, California has faced a housing crisis related to its significant unhoused population and rising housing costs. For those living in poverty, high rental rates have translated into large proportions of their income allocated to housing costs, leaving little remaining for basic living expenses, let alone bolstering savings accounts to build wealth.<sup>19</sup> Rising home sales prices have translated into larger down payment requirements, leading to homeownership challenges for households with median and higher incomes.<sup>20</sup> These challenges point to a root problem of limited housing supply. Indeed, several recent reports have estimated an undersupply of housing in the State that ranges from about 3 million to 4 million units. This undersupply represents the amount of housing that was needed over the last several decades to maintain housing costs in alignment with the rest of the country.<sup>21 22</sup>

Large-scale demographic trends are exacerbating this undersupply of housing. The Millennial generation, which comprises at least 72 million people nationwide, is entering their prime home-buying years. Between 2019 and 2029, approximately 46 million Millennials will turn 34, the median home-buying age in 2019. This represents the largest ever national cohort of Americans at prime home-buying age, ensuring a strong source of demand for housing over the next several years.<sup>23</sup>

At the beginning of 2020, the COVID-19 Pandemic caused abrupt and severe economic impacts, including mass unemployment and major disruptions to retail and office markets, with many state and local governments instilling stay-at-home orders, and

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<sup>19</sup> Kimberlin, Sara and Esi Hutchful, 2019. New Census Figures Show More Than 1 in 6 Californians Struggle to Afford Basic Necessities. *California Budget and Policy Center*. [online] Available at [https://calbudgetcenter.org/resources/number-of-californians-living-in-poverty-has-been-declining-but-more-than-1-in-6-residents-still-struggle-to-afford-basic-necessities/#:~:text=Approximately%207.1%20million%20Californians%20lived,Supplemental%20Poverty%20Measure%20\(SPM\)](https://calbudgetcenter.org/resources/number-of-californians-living-in-poverty-has-been-declining-but-more-than-1-in-6-residents-still-struggle-to-afford-basic-necessities/#:~:text=Approximately%207.1%20million%20Californians%20lived,Supplemental%20Poverty%20Measure%20(SPM)) [Accessed January 2021].

<sup>20</sup> Levin, Matt, 2021. Commentary: Five things I've learned covering California's housing crisis that you should know. *Cal Matters*. [online] Available at <https://calmatters.org/housing/2021/01/california-housing-crisis-lessons/> [Accessed January 2021].

<sup>21</sup> Taylor, Mac, 2015. California's High Housing Costs: Causes and Consequences. *Legislative Analyst Office*. [online] Available at <https://lao.ca.gov/reports/2015/finance/housing-costs/housing-costs.pdf> [Accessed January 2021].

<sup>22</sup> Dillon, Liam, 2018. California lawmakers killed one of the biggest housing bills in the country. *Los Angeles Times*. [online] Available at <https://www.latimes.com/politics/la-pol-ca-big-housing-bill-dies-20180417-story.html> [Accessed January 2021].

<sup>23</sup> Zillow Research. May 2021. History Not Repeating: Why Today's Housing Market Won't Turn into 2008's. [online] Available at <https://www.zillow.com/research/sustainable-housing-demand-2021-not-2008-29424/> [Accessed January 2021].

companies allowing nonessential employees to work remotely. The national and California housing markets declined briefly but recovered and remained strong throughout 2020 and into 2021, driven by historically low mortgage interest rates, the aforementioned low housing inventory, and increased residential turnover related to changing consumer preferences following the work-from-home directives. By reducing the cost of borrowing money for a mortgage, low interest rates encourage more households to look into purchasing a home, as well as encourage home buyers to borrow larger amounts. Both of these actions increase competition for homes, driving up sale prices. This increased demand for housing is compounded by a low housing supply, which sees more buyers competing for relatively fewer homes.

As businesses make plans to reopen physical office spaces, many employers and employees are opting for a more permanent establishment of the increased flexibility of remote working, reducing the need for office and professional workers to be located near the main headquarters office of an employer.<sup>24</sup> As such, many technical and professional workers are relocating from more expensive urban and coastal cities to more affordable communities. Nationally, more than 2 million renters who could not afford to buy homes near their jobs in major metropolitan areas were able to search for housing in more outlying, affordable areas, as many jobs allow workers to be primarily remote.<sup>25</sup> The switch to remote work, in addition to the shuttering of many urban amenities during the Pandemic, such as restaurants, theaters, and museums, led many households in expensive urban areas to search for housing in the more affordable suburbs of these same regions.

At the same time, the Pandemic has deepened socioeconomic inequalities across the nation. While many people have retained their jobs, increased savings, prioritized debt repayment because of economic uncertainties, and invested in a surging stock market, millions of Americans remain unemployed and face permanent job losses and housing and food insecurity.<sup>26</sup> These trends may prompt many lower income households to leave their current place of residence in search of areas with a lower cost of living or different employment opportunities. The Pandemic has certainly elevated the need for the creation of new affordable housing opportunities, as well as assistance programs and policies, in a State already grappling with an affordable housing crisis.

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<sup>24</sup> McKinsey Global Institute. February 2021. The Future of Work after COVID-19. [online] Available at <https://www.mckinsey.com/featured-insights/future-of-work/the-future-of-work-after-covid-19> [Accessed July 2021].

<sup>25</sup> Dowell, Earlene K.P. October 2021. Remote Working, Commuting Time, Life Events All Affect Home Buyers' Decisions. U.S. Census Bureau. [online] Available at <https://www.census.gov/library/stories/2021/10/zillow-and-census-bureau-data-show-pandemics-impact-on-housing-market.html> [Accessed January 2022].

<sup>26</sup> Eisen, Ben. Covid-19 Upended Americans' Finances, Just Not in the Ways We Expected. *The Wall Street Journal*. [online] Available at <https://www.wsj.com/articles/covid-upended-americans-finances-just-not-in-the-ways-we-expected-11609081200?mod=e2fb> [Accessed January 2021].

## Vacaville Residential Market Trends

Over the past decade, buoyed by the success of the technology, advanced manufacturing, life sciences, and tourism industries, home prices throughout the region have increased significantly, and the Bay Area is now the most expensive metropolitan area for housing in the nation.<sup>27 28</sup> In the Bay Area, the County has the most affordable home market, as shown in **Table 3-1**.<sup>29</sup> However, over the past decade, as more and more households are priced out of the most expensive parts of the Bay Area, many have sought housing in more traditionally affordable markets, such as the County.<sup>30</sup>

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<sup>27</sup> Bay Area Council Economic Institute. 2020. Tracking Impacts of the COVID-19 Recession on the Bay Area Economy. [online] Available at <http://www.bayareaeconomy.org/files/pdf/BayAreaEconomicProfile2020.pdf> [Accessed January 2022].

<sup>28</sup> SPUR. 2021. What It Will Really Take to Create an Affordable Bay Area. [online] Available at <https://www.spur.org/publications/spur-report/2021-04-19/what-it-will-really-take-create-affordable-bay-area> [Accessed January 2021].

<sup>29</sup> Defined as the 9-county San Francisco Bay Area, which includes San Francisco, San Mateo, Santa Clara, Sonoma, Alameda, Contra Costa, Marin, Napa, and Solano Counties.

<sup>30</sup> Please note that Vacaville and Solano County cannot solve the regions housing crisis alone. But increasing housing production will help to slow price growth locally and cannot provide an example for neighboring jurisdictions to increase housing production while maintaining quality-of-life and local character. More subsidized affordable housing is certainly needed, but market-rate housing production and subsidized affordable housing production need not compete for priority – they are both necessary and complementary and serve very important needs.

**Table 3-1. Home Values by County in the San Francisco Bay Area Region (2021)**

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<b>Rank</b>	<b>County</b>	<b>Zillow Home Value Index [1]</b>
1	San Mateo County	\$1,583,656
2	San Francisco County	\$1,502,230
3	Santa Clara County	\$1,467,021
4	Marin County	\$1,441,720
5	Alameda County	\$1,121,267
6	Contra Costa County	\$906,202
7	Napa County	\$844,955
8	Sonoma County	\$755,493
9	<b>Solano County</b>	<b>\$557,324</b>

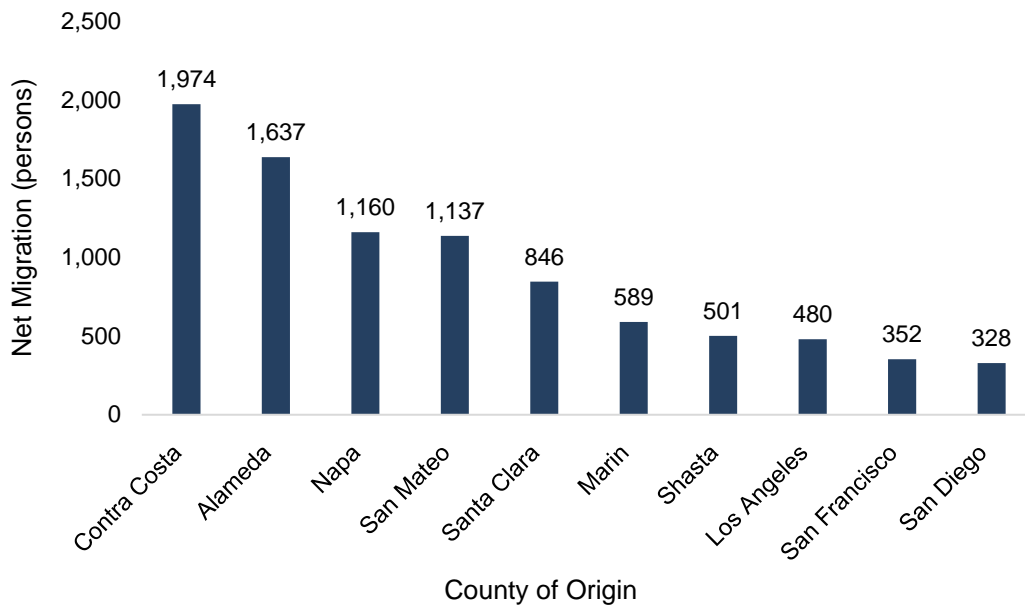
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Source: Zillow; EPS.

[1] As of July 2021. The Zillow Home Value Index represents the typical value of a home or condominium, defined as the home with a value between the 33rd to 67th percentile.

As seen in **Figure 3-1**, the top 6 counties of origin for new residents in the County are other Bay Area counties with higher housing prices. This migration and demand for more attainably priced housing have increased competition for housing in the County, including Vacaville. Although post-Pandemic migration data are not yet available from the Census Bureau, the nationwide move to more affordable suburbs of expensive metropolitan areas likely intensified this trend, contributing to increased demand for housing in the County and Vacaville.

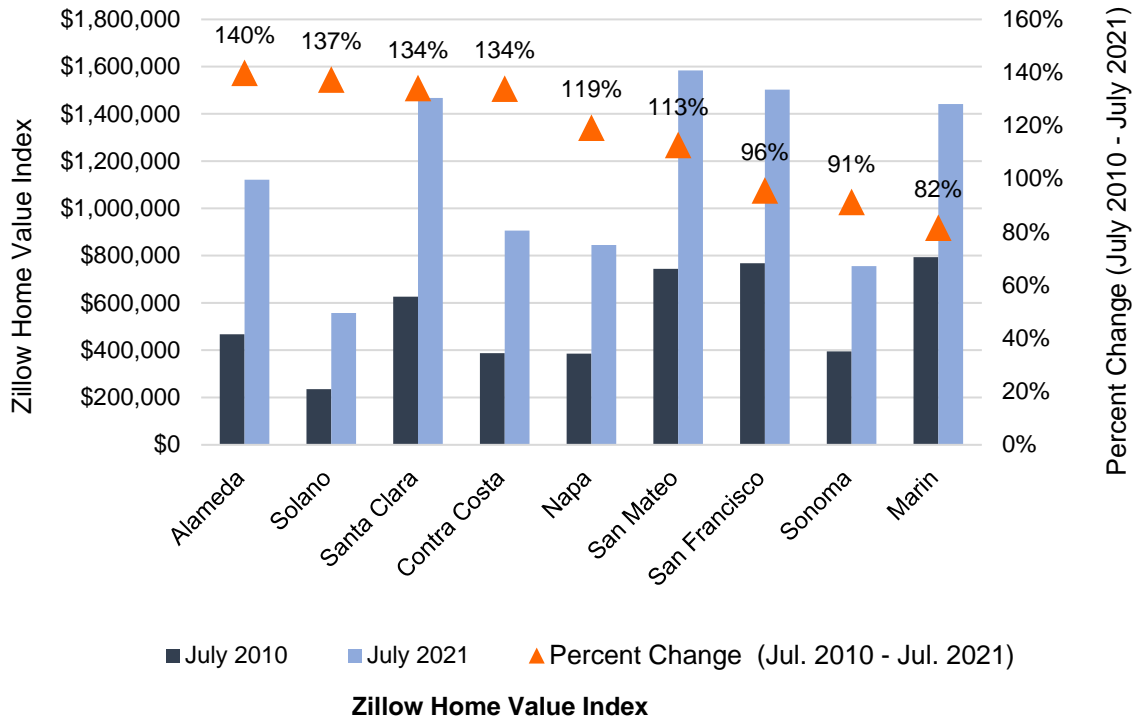
**Figure 3-1. Top Origins of Domestic Migration to Solano County (2019)**



Source: U.S. Census Bureau County-to-County Migration Flows from 2015-2019 American Community Survey Data; EPS.

Although the County remains the most affordable county for home buyers in the Bay Area, prices are increasing more rapidly here than almost anywhere else in the region. As seen in **Figure 3-2**, only Alameda County experienced faster home price growth over the past 11 years.

**Figure 3-2. Home Value Changes by County in the San Francisco Bay Area Region (2010–2021)**

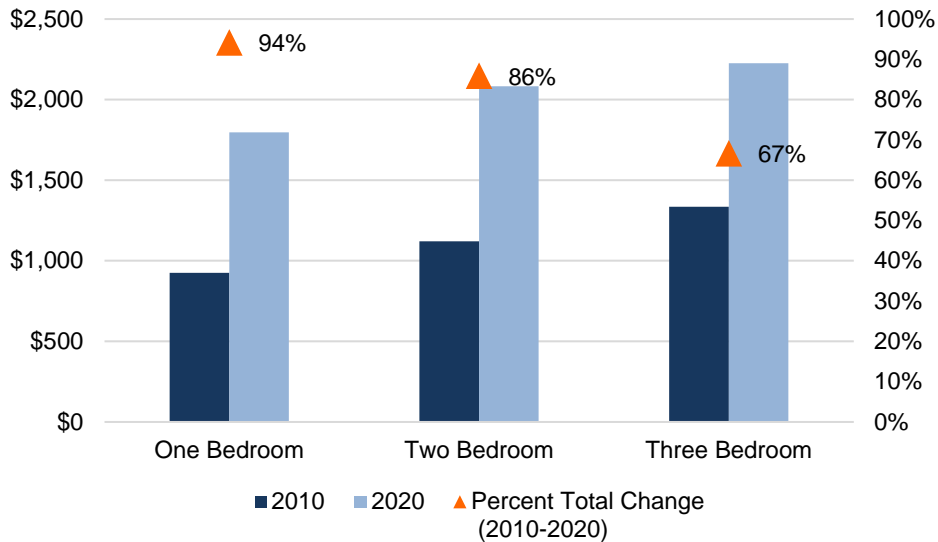


Source: Zillow; EPS.

The City experienced a nearly 23 percent increase in average median home prices from 2019 to 2021 (as of August) and a continuing decline in overall residential vacancy.

Available data on rentals reflect strong demand for rental housing in Vacaville as well. Although post-Pandemic data on rental prices in Vacaville do not yet exist, City-administered surveys from the past decade show that the median rent for 1-bedroom apartments in the City nearly doubled between 2010 and 2020, as shown in **Figure 3-3**.

**Figure 3-3. Median Rent By Unit Size: City of Vacaville (2010 and 2020)**



Source: City of Vacaville Market Rate Apartment Vacancy and Rent Survey (2020); EPS.

In addition to drawing in residents seeking more affordable housing relative to the rest of the Bay Area, Vacaville’s continuing economic development also attracts a significant amount of workers in pharmaceutical manufacturing, retail, and construction industries, as described in **Chapter 2**.

As previously discussed, the Pandemic created significant economic disruption. In general, knowledge sectors such as biotechnology suffered relatively little disruption. As a whole, the retail sector declined, but the local impact varies greatly by geography. In major metropolitan centers with retail largely catered to incoming office employees, the disruption to retail was much greater than in suburban areas dominated by housing. In some locales, the work-from-home orders may have increased the strength of the local retail sector, as workers who had previously commuted were spending more time and money closer to home. Comprehensive data on post-Pandemic retail performance in Vacaville is not available, and it is uncertain whether a decline in retail, precipitating a decline in retail wages and thus housing demand, has occurred.

## Residential Market Conditions

The following section examines the characteristics and trends of residential uses in the City to establish the context for evaluating future residential development needs.

### Existing Housing Inventory/Housing Units

The City's current housing supply comprises almost 35,400 units, representing about 20 percent of all housing units in the County. Between 2010 and 2020, the City added a total of 2,575 units, or approximately 250 units per year, on average, representing an 8 percent increase in housing supply (see **Appendix B Table B-1**). Among other jurisdictions in the County, only Fairfield and Rio Vista had greater housing unit growth rates, and Vacaville's housing unit growth accounted for nearly a third of the total growth in the County (see **Appendix B Table B-2**). In Vacaville, the growth in housing stock came almost exclusively in 2 types: single-family detached and buildings with 5 or more units. Recent development projects in Vacaville have added more than 400 multifamily housing units in the Allison Priority Development Area around the Vacaville Transportation Center at Travis Way and Allison Drive.<sup>31</sup>

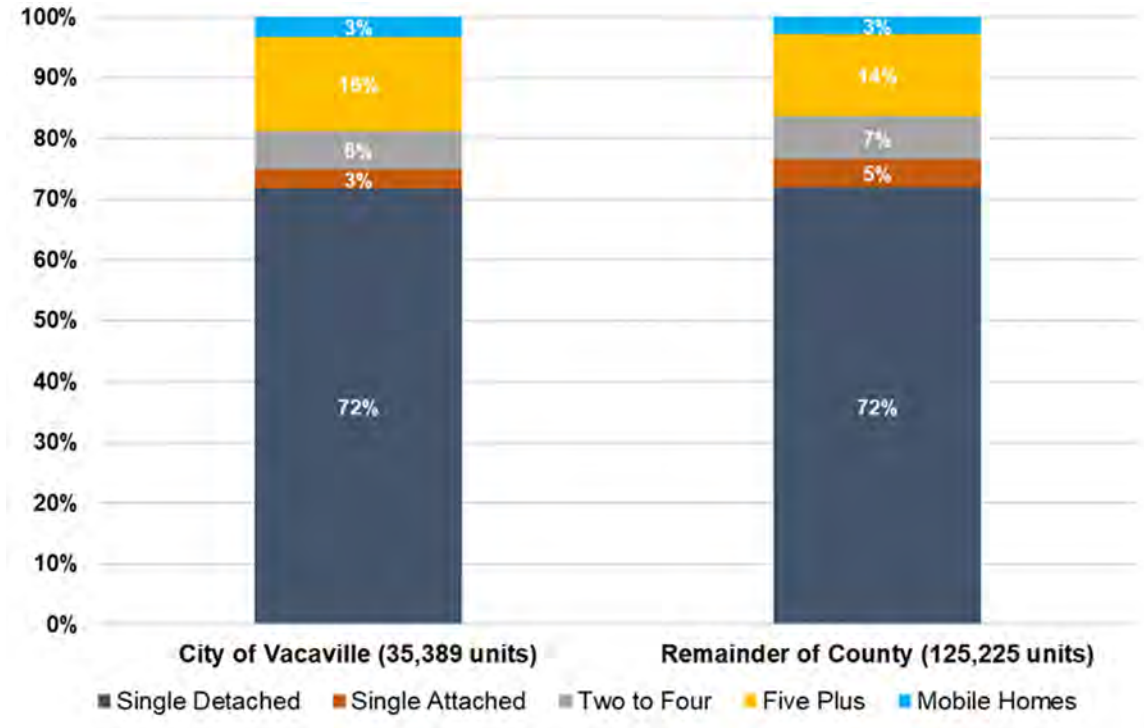
The vast majority (about 72 percent) of housing units in Vacaville are single-family detached units, as seen in **Figure 3-4**, with the average size of new single-family homes being approximately 2,300 square feet. The proportion of housing units in Vacaville that are single-family detached units is consistent with the proportion countywide but is much higher than the State, where 58 percent of all housing units are single-family detached units. A significant and growing proportion of units in the City are in multifamily buildings with 5 or more units, as shown in **Appendix B Table B-3**. Less common housing types include attached single-family units and small, 2- to 4-unit, multifamily buildings, which when combined make up less than 10 percent of the City's housing stock.

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<sup>31</sup> City of Vacaville Community Development Department.



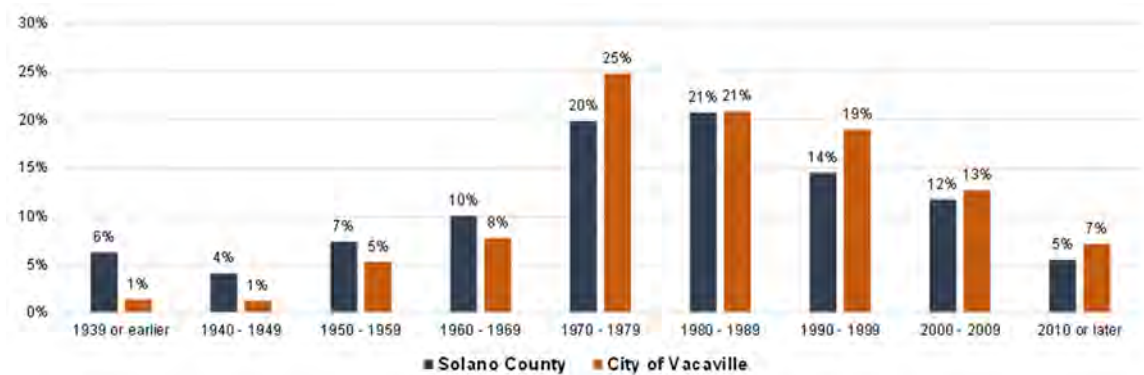
**Figure 3-4. Housing Units by Number of Units in Structure: City of Vacaville and Remainder of Solano County (2020)**



Source: California Department of Finance Table E-5; EPS.

A quarter of Vacaville’s housing was built between 1970 and 1979, and another 40 percent was built between 1980 and 1999, as shown in **Figure 3-5**. Overall housing production has declined every decade since 1970.

**Figure 3-5. Housing Units Years Constructed: City of Vacaville and Solano County (2019)**



Source: American Community Survey Table DP04; EPS.

There are distinct differences in the type of housing that is occupied by renters versus owner-occupied housing. As seen in **Appendix B Table B-4**, renters are much more likely to live in older housing units. While approximately 37 percent of owner-occupied housing units were constructed after 1990, just 30 percent of renter households live in housing constructed after this year. In addition, owner-occupied houses are much larger than renter-occupied houses. Nearly 90 percent of owner-occupied housing units have 3 or more bedrooms, compared to just 41 percent of renter-occupied housing units (see **Appendix B Table B-5**).

### Vacancy Rates

Residential vacancy rates in both the City and the County have declined significantly since 2010, as shown in **Table 3-2**. Vacaville's vacancy rate has consistently been lower than the County's vacancy rate, suggesting a higher demand for housing relative to supply in the City. The City's current overall vacancy rate of 4.2 percent is slightly below the 5.0 percent threshold that many housing experts believe to be an ideal vacancy rate.<sup>32</sup> Higher vacancy rates provide prospective buyers and renters with more options when searching for homes, helping to stabilize prices. Below this 5.0 percent rate, those looking for housing have fewer options, allowing landlords or sellers to charge higher prices. Research has consistently found that a vacancy rate below this 5.0 percent threshold leads to increasing rents and sales prices.

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<sup>32</sup> Phillips, Shane. 2020. Does the Los Angeles Region Have Too Many Vacant Homes? UCLA Lewis Center for Regional Policy Studies Working Paper Series. <https://escholarship.org/uc/item/87r4543q> [Accessed October 2021].

**Table 3-2. Overall Vacancy Rate:  
City of Vacaville and Solano County (2010-2021)**

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<b>Item</b>	<b>Total Vacancy Rate</b>	
	City of Vacaville	Solano County
<b>Year</b>		
2010	5.2%	7.2%
2011	5.2%	7.0%
2012	5.1%	6.8%
2013	4.8%	6.4%
2014	4.7%	6.3%
2015	4.7%	6.2%
2016	4.6%	5.9%
2017	4.5%	5.8%
2018	4.4%	5.4%
2019	4.3%	5.3%
2020	4.2%	5.3%
2021	4.2%	5.3%

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Source: California Department of Finance; EPS.

Within the rental market, which represents approximately 38 percent of Vacaville's housing units, or about 12,400 housing units, vacancy rates in Vacaville are even lower.<sup>33</sup> Based on a City-administered survey of for-rent apartment units, the overall vacancy rate in the City has only exceeded 3 percent once in the last decade, in 2010, as shown in **Table 3-3**. The most recent year for which data are available, 2021, showed that Vacaville's overall for-rent apartment vacancy rate was just 1.9 percent. For households with special needs, such as low-income and senior households, finding an available apartment is especially difficult. Since 2016, the vacancy rates for senior-only and income-restricted apartments have never risen above 0.7 percent. As shown in **Appendix B Table B-6**, the City's rental apartment survey typically returns responses from approximately 5,500 units. However, data from the Census show that, of the approximately 12,400 rental units, nearly 6,000 are in non-apartment buildings, such as single-family homes, duplexes, or mobile homes.<sup>34</sup> Detailed vacancy rates for these types of rental units are not available, although they comprise a significant portion of the City's rental supply.

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<sup>33</sup> See **Appendix A Table A-7**.

<sup>34</sup> See **Appendix A Table A-8**.

**Table 3-3. Rental Apartment Vacancy Rates: City of Vacaville (2010–2021)**

Item	Vacancy Rates by Apartment Type			Overall Vacancy Rate
	Market-Rate	Below Market-Rate [1]	Senior-Only [1]	
<b>Year [2]</b>				
2010	3.5%	-	1.2%	3.3%
2011	1.7%	-	0.9%	1.6%
2012	-	-	-	-
2013	-	-	-	-
2014	2.3%	-	0.0%	2.1%
2015	1.2%	0.8%	0.0%	1.0%
2016	1.4%	1.7%	0.0%	1.3%
2017	1.7%	0.7%	0.2%	1.4%
2018	2.9%	0.5%	0.2%	2.2%
2019	2.7%	0.6%	0.4%	2.2%
2020	2.2%	0.4%	0.0%	1.7%
2021	1.9%	0.4%	0.9%	1.8%

Source: City of Vacaville Market Rate Apartment Vacancy and Rent Survey (2021), EPS.

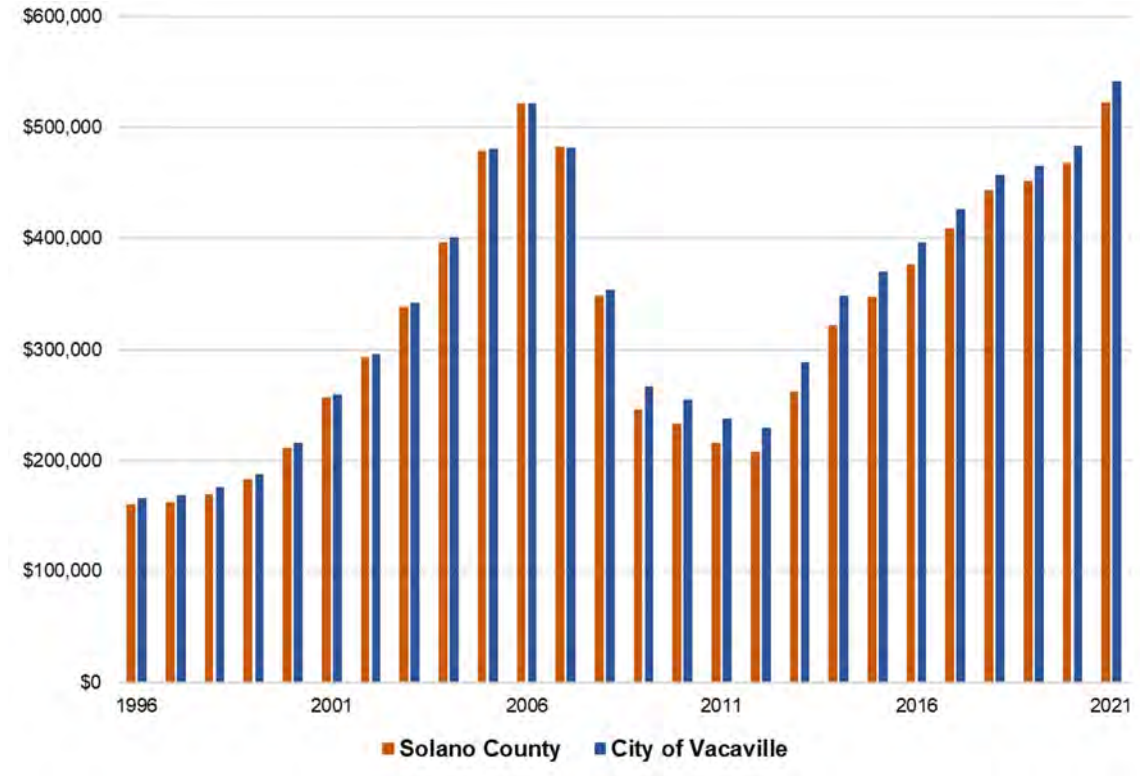
[1] Survey does not include 359 age-restricted below market-rate apartment units.

[2] No data was collected by the City for any apartment type in 2012-2013, and below market-rate units were not surveyed between 2010 and 2014.

### Home Value and Sales Price

The Zillow Home Value Index (ZHVI) provides the value for a “typical” home in Vacaville and the County between 1996 and 2021 (see **Figure 3-6**). Home values in both jurisdictions rose rapidly starting in 2000, reaching a peak in 2006, before falling steeply as a result of the recession, and reaching a low point in 2012. Home values in the City did not decline as steeply as in the County during this period and are still valued higher than in the County today. In addition, 2021 is the first year that home values in Vacaville and the County have equaled or exceeded the inflation-adjusted pre-recession peak of 2006.

**Figure 3-6. Zillow Single-Family Home Index: City of Vacaville and Solano County (1996–2021)**



Source: Source: American Community Survey Table B25056; EPS.

Home sales activity in the City reflects Zillow's report of home value trends. The median sales price increased from \$335,400 in 2014 to \$562,900 in 2021 (through August 2021), an increase of 68 percent. This is not simply reflective of differences in home size or quality, as shown by the median price per square foot, which has increased 66 percent over the same time frame. As shown in **Table 3-4**, the market has tightened significantly in the last 2 years, with the average inventory dropping from 202 available units to 135 available units and a decline in the average number of days on the market from 35 days to 26 days, since 2019. As a result of the tightening market, Vacaville has had on average only 1.1 months of supply in 2021, down from 1.9 months in 2019.<sup>35</sup>

**Table 3-4. Residential For-Sale Market: City of Vacaville (2014–2021)**

Item	Homes Sold	% Change from Previous Year	Average of the Monthly Median Sale Price	% Change from Previous Year	Median Price per Square Foot	Inventory	Days on Market	Months of Supply
<b>Year</b>								
2014	1,211	-	\$335,348	-	\$199	183	20	1.8
2015	1,461	20.6%	\$359,542	7.2%	\$213	256	33	2.2
2016	1,514	3.6%	\$398,000	10.7%	\$226	221	36	1.8
2017	1,447	(4.4%)	\$413,625	3.9%	\$243	192	34	1.6
2018	1,295	(10.5%)	\$446,313	7.9%	\$263	203	29	2.0
2019	1,363	5.3%	\$458,500	2.7%	\$269	203	35	1.9
2020	1,504	10.3%	\$494,917	7.9%	\$285	150	24	1.3
2021	1,591	5.8%	\$570,458	15.3%	\$332	149	28	1.1
<b>Average/Total Change [1]</b>	<b>1,423</b>	<b>-</b>	<b>\$235,110</b>	<b>70.1%</b>	<b>\$134</b>	<b>194</b>	<b>30</b>	<b>1.7</b>

Source: RedFin; EPS.

[1] In this row, averages are in bold italics, and total change is in bold font.

<sup>35</sup> Months of supply measures how many months it would take the current inventory of homes to sell, given the current pace of home sales. According to Redfin, 4 to 5 months of supply is average, with lower numbers indicating a surplus of buyers relative to sellers.

## Residential Rental Rates

Consistent and reliable data on rental prices for all housing types are limited. Unlike home sales prices, leases are not public record, and no central repository exists to collect and verify rental rates by jurisdiction. However, available data from the American Community Survey demonstrate that rents have risen significantly since 2010. As shown in **Appendix B Table B-7**, the proportion of renters paying \$2,000 per month or more quadrupled between 2010 and 2019. In 2010, nearly 60 percent of all renters paid less than \$1,249 per month, whereas, in 2019, only 35 percent of renters paid that amount.

Data from CoStar confirm this trend, as shown in **Appendix B Table B-8**.<sup>36</sup> Data from CoStar for 2021 reflect that the average asking rent increased by more than 50 percent since 2010, with average annual growth rates of approximately 4.2 percent per year. As of 2020, the latest full year for which data are available, the average asking rent in Vacaville was \$1,820 per month.

In addition to survey data from CoStar and the American Community Survey, the City also conducted a survey of for-rent apartment buildings from 2010 to 2020. As shown previously in **Figure 3-3**, the City's survey finds rent increases even more dramatic than those reported by CoStar. Between 2010 and 2020, the City's survey found that median market-rate rent for a 1-bedroom apartment nearly doubled, and all types of apartments saw rent increases above the 50 percent reported by CoStar.

## Housing Costs and Income in Vacaville

The income needed to afford the typical home in Vacaville, which costs \$570,500, is approximately \$154,000 per year.<sup>37</sup> This household income figure is more than 150 percent of the 2021 estimated median household income in the City, which is approximately \$99,700 per year, meaning that fewer than half of the City's households could afford the typical house in Vacaville.<sup>38</sup> However, the average rental unit in Vacaville is more attainable for the typical Vacaville household. The current average asking rent of around \$1,820 would require an annual income of \$72,840, which would allow the renter to pay exactly one-third of their income in rent. The income needed for an average rental unit in Vacaville is approximately 72 percent of the City's median income.

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<sup>36</sup> CoStar is a third-party source for real estate information and analytics. The CoStar data reflect multifamily rentals and do not include information on single-family attached or detached units.

<sup>37</sup> Housing Payment Assumptions: 5 percent down payment; 30-year fixed mortgage at 4.0 percent; property tax and insurance at 1.25 percent; private mortgage insurance (PMI) at 1.5 percent; and maximum 30 percent of income spent on principal, interest, taxes, and insurance.

<sup>38</sup> The 2021 median household income is estimated based on Vacaville's 2019 median household income of \$91,302, per the 2019 American Community Survey Data, projected to 2021. The 2021 projection is based on the increase between the California Department of Housing and Community Development's (HCD) area median income for the County for 2019 (escalated to 2021 dollars using mid-year 2019 to mid-year 2021 CPI) and 2021 of 9.2 percent.



## 4. Housing Gaps and Barriers

The following section examines gaps and issues in the City's housing market as identified through research of third-party resources, a thorough review of the City's land use regulations, and discussions with project stakeholders including residents, property owners, development communities, the City Community Development Department (CDD) and Economic Development Department, and City councilmembers. The outcome of this research will be used to help establish residential housing needs and solutions to impediments to meeting current and projected future housing needs.

### Identified Housing Gaps

#### Affordable Housing

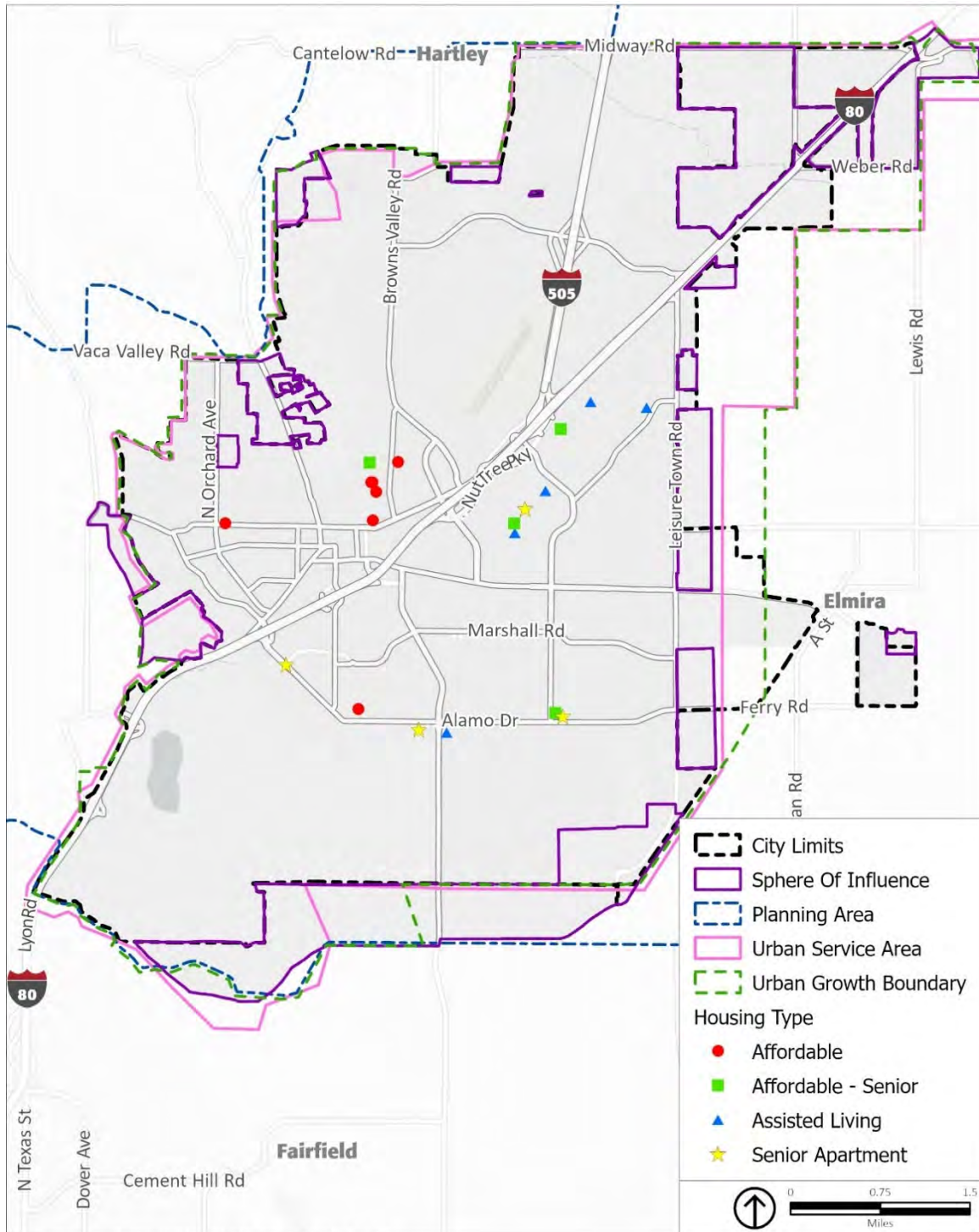
An ongoing issue in the State and the City is the lack of affordable housing, as discussed in **Chapter 3**. Providing affordable housing, whether subsidized by the government or affordable by design (e.g., housing that is affordable based on physical design, tenancy, or financing elements, as discussed later in the "missing middle" section of this chapter), is a necessity now with more than half of renters and a quarter of homeowners defined as housing cost-burdened (refer to **Chapter 2** for more detail).<sup>39</sup> In addition, the City should consider the needs of other populations, including homeless or near homeless and persons with disabilities, by increasing access to permanent supportive, transitional, rapid re-housing, Safe Haven, and emergency shelters.<sup>40</sup> Stakeholders expressed the need for housing that is affordable for myriad underserved populations, including students, teachers, young families, low-income families, individuals, seniors, and people with disabilities. Concern was expressed from both members of the community and the City Council that existing affordable housing is clustered geographically in the City as shown in **Map 4-1** and that future affordable projects should be more equitably dispersed.

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<sup>39</sup> The US Department of Housing and Urban Development defines a household spending more than 30 percent of their income on housing as "cost burdened."

<sup>40</sup> HCD defines permanent supportive housing as "housing with no limit on length of stay, that is occupied by the target population, and that is linked to onsite or offsite service that assists 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," transitional housing as, "buildings configured as rental housing developments, but operated under program requirements that require the termination of assistance and recirculating of the assisted unit to another eligible program recipient at a predetermined future point in time that shall be no less than six months from the beginning of the assistance Rapid re-housing," Safe Haven as, "a form of supportive housing that serves hard-to-reach homeless persons with severe mental illness who come primarily from the streets and have been unable or unwilling to participate in housing or supportive services," and emergency shelters as, "housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person."

**Map 4-1. Existing Affordable, Senior, and Assisted Living Housing Locations: City of Vacaville (September 2021)**



Source: City of Vacaville, ESRI, PlaceWorks 2022

A prominent topic related to affordable housing in California is allowing the construction of Accessory Dwelling Units or Junior Accessory Dwelling Units (ADUs/JADUs) for properties zoned for single-family units.<sup>41</sup> Representatives from CDD indicated the City currently contains a nominal number of ADUs, adding that the development of ADUs is driven by market forces typically built by single-family homeowners, not the development community, and that residents may not be aware of this option. The City has an opportunity to educate the community on this housing type and how to navigate the development process.

The other housing types discussed below were seen as gaps in the City and can help provide affordability in the City by increasing the supply and providing a diversity of types.

### Missing Middle Housing

The topic of missing middle housing has become prominent in recent discussions regarding California's housing crisis. Missing middle housing is a term used to describe, "a range of house-scale buildings with multiple units—compatible in scale and form with detached single-family homes—located in a walkable neighborhood."<sup>42</sup> Missing middle housing types include duplexes, fourplexes, cottage courts, and courtyard buildings, which help provide diverse housing options for the community (see **Figure 4-1** for examples).

Missing middle can also be used to describe housing that is affordable by design. Affordable by design residential units can include the following:

- **Physical design of units.** Units that have a smaller square footage or lot size, or attached units such as condominiums, townhomes, and apartments.
- **Tenancy.** Housing setups such as cohousing or single room occupancy (SROs) where common areas are typically shared.
- **Financing elements.** This includes alternative financing structures housing cooperatives where each tenant owns a share of the housing, but not their unit outright and rent-to-own units, where tenants typically pay rent for a certain amount of time with the option to purchase the home before the lease expires, in some cases part of the rent is applied toward the purchase price.

Stakeholders stated that the City's housing inventory lacks the missing middle housing types, a statement corroborated with the composition of existing housing types in the City (see **Table B-1** in **Appendix B**), which shows that single attached units and buildings with 2 to 4 units represent less than 10 percent of the City's housing supply.

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<sup>41</sup> As of 2021, the State passed SB9, a law allowing the development of up to 4 dwelling units on most parcels currently zoned for single units.

<sup>42</sup> Parolek, D. 2010. What is Missing Middle Housing? Obtained from <https://missingmiddlehousing.com/> [January 2022].

**Figure 4-1. Examples of Missing Middle Housing Types**



Source: [missingmiddlehousing.com](http://missingmiddlehousing.com).

As discussed in **Chapter 2**, the City's housing supply is primarily composed of single-family detached housing (about 72 percent). Similar to statewide trends, though the City lacks missing middle housing types, more of all types of housing, even single-family detached units, was expressed by all stakeholder groups.

### **Mixed Use**

Mixed use development blends two or more compatible land use types and can encompass a mix of uses both vertically (i.e., in the same building) or horizontally (i.e., on the same parcel or in the same district). Residential, retail, office, and sometimes light industrial, cultural, and public uses are constructed together to create built environments where residents can live, work, and play. This type of land use is generally found in downtown or main street-type areas. Mixed use development can help increase the housing supply by providing more units at higher densities, as well as meet City and State goals of reducing vehicle miles driven and greenhouse gas emissions, while increasing walkable access to neighborhood retail outlets, services, and alternative modes of transportation.

A mixed-use trade area is a housing gap identified by the community and development stakeholders, expressing that for the mixed use to work, it needs to locate in clustered nodes with higher density buildings. Some developers expressed that consumers do not find attached housing appealing unless it is adjacent to amenities in denser urban areas.

Allowing mixed land uses provides an opportunity for the City to respond to demand for walkable, vibrant communities with transit linkages, proximity to jobs, retail, and entertainment, and access to nearby public services and spaces.

## Senior Housing

As discussed in **Chapter 2**, the City's population is aging consistent with broader State and national trends. Detailed population studies show that the aging trend is occurring in suburban jurisdictions throughout the nation, driven by the large cohort of the "Baby Boomer" generation, who were born between 1946 and 1964 and are between 57 and 75 years old.<sup>43</sup> A nationwide survey found that 75 percent of people aged 50 and older want to age in place, remaining in their current homes and communities, a trend that is likely to increase in Vacaville.<sup>44</sup> Many different factors come into play regarding implementing different types of housing for the aging population, for example, assisted living facilities with access to different levels of care and assistance are needed, and affordability, such as a "house rich" single person living in a large house because of life cycles that cannot afford to downsize and remain in the same neighborhood because of current housing costs, which may benefit from intergenerational housing, income-producing ADU/JADU, or shared housing programs. See **Map 4-1** for existing senior and assisted living housing locations.

## Transitional and Supportive Housing

Within the online survey, 36 percent of respondents identified supportive housing or transitional housing as a housing gap. California Health and Safety Code Section 50675.2 defines transitional housing as rental housing for stays of at least six months but where the units are recirculated to another program recipient after a set period. It may be designated for a homeless individual or family transitioning to permanent housing. This housing can take many structural forms, such as group housing and multi-family units and may include supportive services to allow individuals to gain necessary life skills in support of independent living.

Supportive housing is permanent rental housing linked to a range of support services designed to enable residents to maintain stable housing and lead fuller lives. Typically, supportive housing is targeted to a certain population, as defined in Health and Safety Code Section 53260—i.e., low-income persons with mental disabilities, AIDS, substance abuse or chronic health conditions, or persons whose disabilities originated before the age of 18. The types of support services that can be provided include medical and mental health care, vocational and employment services, substance abuse treatment, child care, and independent living skills training. Supportive housing could include furnished single-

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<sup>43</sup> Bergal, Jenni. 2016. Can Car-Centric Suburbs Adjust to Aging Baby Boomers? Stateline. <https://www.pewtrusts.org/en/research-and-analysis/blogs/stateline/2016/06/20/can-car-centric-suburbs-adjust-to-aging-baby-boomers> [Accessed October 2021].

<sup>44</sup> Harrell, Rodney; Lynott, Jana; Guzman, Shanon; and Lampkin, Cheryl. 2014. What Is Livable? Community Preferences of Older Adults. [https://www.aarp.org/content/dam/aarp/research/public\\_policy\\_institute/liv\\_com/2014/what-is-livable-report-AARP-ppi-liv-com.pdf](https://www.aarp.org/content/dam/aarp/research/public_policy_institute/liv_com/2014/what-is-livable-report-AARP-ppi-liv-com.pdf) [Accessed October 2021].

room occupancy apartments; a multifamily development where tenants with disabilities live alongside other families with low incomes; a small, more service-intensive building; or scattered-site apartments.

## Executive Housing

A housing gap identified by the City Economic Development Department is a lack of executive-style housing needed to attract executive workers at both existing and future companies located in the City. Typically, executive housing is characterized by large custom-built homes with at least 4 bedrooms, high-quality finishes and architectural detail, and situated on large lots offering privacy and, often, a premium location and/or view.

To that end, the City has identified several project areas that could accommodate approximately 230 custom home lots on an estimated 370 acres. These project areas include:

- **Spring Lane Phase 2** comprises about 50 gross acres of land with 10 net developable acres for an estimated 15-25 lots.
- **McMurtry Creek Estates** includes 19 half-acre custom lots.
- **Browns Valley Area** has the potential for 130-155 custom home lots.
- **Vine Trees Estates, Vine Meadows, and 102 Vine Street** can provide 20 half-acre lots.
- **Gibson Canyon Road Area** has the potential for about 15 lots.

## Barriers to Development

Various internal and external barriers can impede the development of different housing types. The internal and external barriers discussed below were elicited through the community and developer outreach events, recent news articles, as well as a thorough examination of the City's regulation policies.

Internal barriers included land use regulations limiting development and financial feasibility related to providing requisite infrastructure. Additional internal barriers can include City politics. For instance, community members expressed their feeling that the City does not want to develop missing middle typologies or high density, but rather that single-family detached typology is preferred.

Another key concern in California, including areas in the City, is the location of new housing developments to protect and prevent damage from wildfires. For example, a member of the City Council expressed unease about the 59 single-family-unit Montessa housing project, which was approved in August 2016 and later modified in October 2017,

because it is located in an area that has historically burned or almost burned every year.<sup>46</sup>

One noted external barrier affecting the City includes developers having trouble finding adequate funding to leverage their residential projects. Many of the nuances of these barriers are discussed in more detail below.

## **Local Land Use Requirements**

### ***General Plan***

The City's 2035 General Plan, adopted on August 11, 2015, contains 11 land use designations that support residential development. The land use designations range from very low-density, which generally includes single-family homes on large lots, to high-density, which typically includes multifamily or mixed use development.

To encourage housing production, several participants in the developers meeting expressed support for increased densities that exceed densities currently permitted in the General Plan. Increasing densities in more urbanized residential areas of Vacaville may help facilitate housing development. The density permitted in the City's General Plan for each land use designation is listed below. The California Department of Housing and Community Development (HCD) recently identified the default density for development suitable for lower income households in Vacaville to be a minimum of 30 units per acre. Therefore, the City's Housing Element will likely need to include a Housing Program to increase the minimum density to 30 units per acre for Residential High Density.

As mentioned above, the City's Housing Element will need to include a program to increase the minimum density in the Residential High Density to 30 units per acre. In addition to this increase, the City should consider increasing the densities permitted in the Residential Medium, Residential Medium High, and Mixed Use land use designations. HCD's default density could also affect the Manufactured Home Park land use designation and existing manufactured housing parks.

### **Urban Reserve**

The City's 2035 General Plan includes an Urban Reserve designation that is applied to relatively large, contiguous, and undeveloped geographic areas where comprehensive planning must occur before urbanization. The purpose of assigning the Urban Reserve designation, rather than specific land use designations, is to demonstrate that the City eventually expects urban development in these areas, while also allowing flexibility in planning for these uses in the future. This designation applies to the East of Leisure Town Road Growth Area and a small area within the Northeast Growth Area, as shown in the City's General Plan Land Use Map. These lands are not currently within the City limits.

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<sup>46</sup> Hiland, Susan, 2021. Vaca council gives go ahead to Montessa housing project. Daily Republic. <https://www.dailyrepublic.com/all-dr-news/solano-news/vacaville/vaca-council-gives-go-ahead-to-montessa-housing-project/> [Accessed September 2021].

**Table 4-1. Land Use Densities**

Land Use Designation	Currently Permitted Density
<b>Hillside Agriculture</b>	up to 0.05 residential units per acre
<b>Rural Residential</b>	0.1 to 0.4 residential units per acre
<b>Residential Estate</b>	0.5 to 3.0 units per acre
<b>Residential Low Density</b>	3.1 to 5.0 units per acre
<b>Residential Low Medium Density</b>	5.1 to 8.0 units per acre
<b>Residential Medium Density</b>	8.1 to 14.0 units per acre
<b>Residential Medium High Density</b>	14.1 to 20.0 units per acre
<b>Residential High Density</b>	20.1 to 24.0 units per acre [1]
<b>Residential Golf Course</b>	1.0 to 2.0 units per acre
<b>Manufactured Home Park</b>	6.0 to 10.0 mobile home units per acre
<b>Mixed Use</b>	10.0 to 40.0 units per acre and a maximum floor area ratio of 1.0

[1] The City’s Housing Element will need to include a program to increase the minimum density in Residential High Density to 30 units per acre to meet the California Department of Housing and Community Development’s default affordable density for the city.

Since the Urban Reserve areas are mainly undeveloped, these areas provide an opportunity for neighborhood-level master planning. The project team recommends planning for the development of these areas with a mix of housing types that range from single-family dwellings to missing middle housing types, including fourplexes, multiplexes, and mixed use. During the workshops, community members expressed a desire for intergenerational neighborhoods that provide varying housing types at different income levels and also include neighborhood-serving uses; Urban Reserve areas could be appropriate for such intergenerational developments. It will also be important to consider open space and recreational opportunities in these areas as their planning progress.

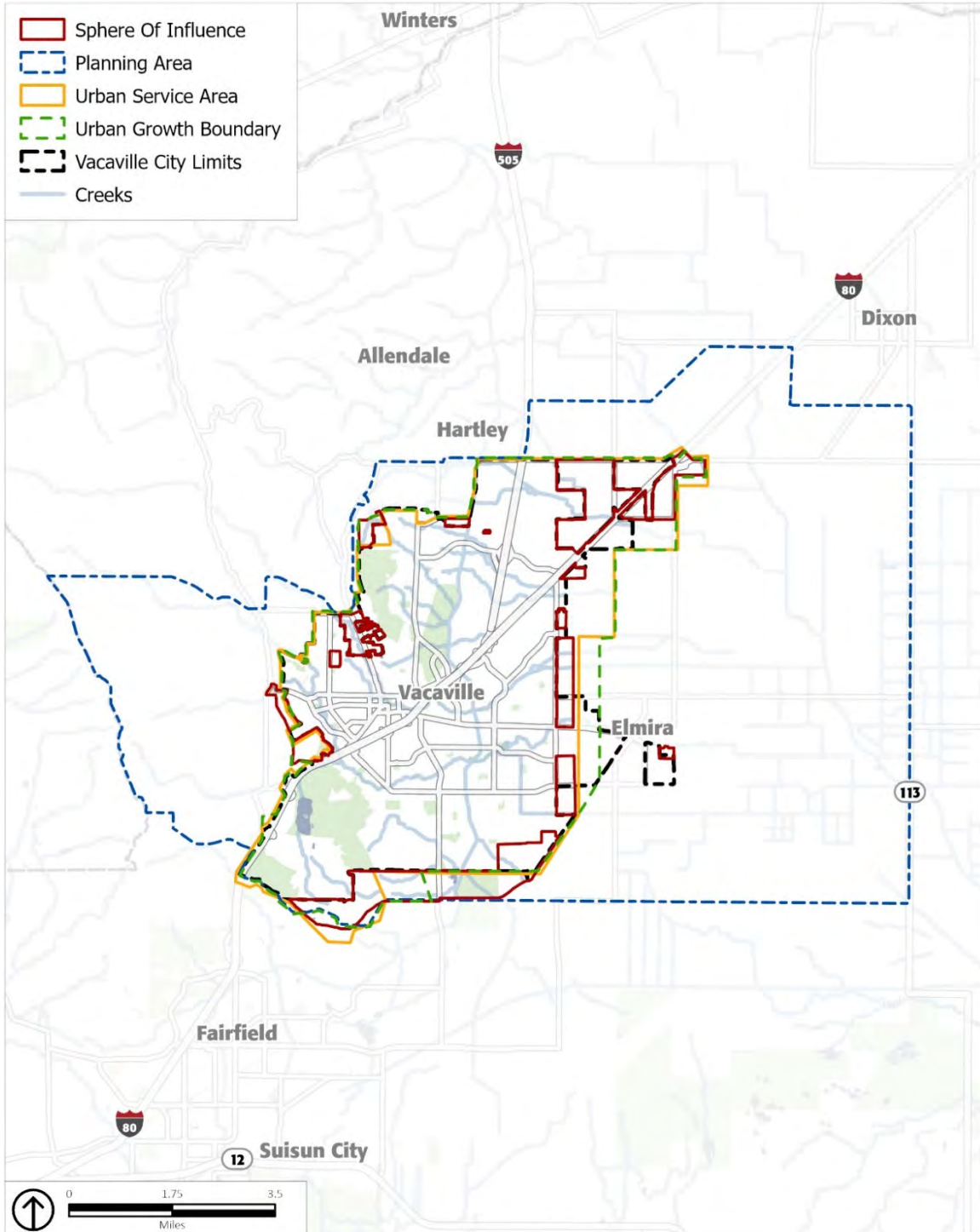
General Plan Boundaries

There are several boundaries indicated in the General Plan that identify existing limitations and future growth and development opportunities. While these boundaries limit the amount of land available for housing production (e.g., Urban Grown Boundary), they are implemented to control outward expansion of development, encourage increased densities in the City’s urbanized area, and protect agricultural lands or open space around



the perimeter of the City. These boundaries are described further below and shown on **Map 4-2**.

**Map 4-2. General Plan Boundaries**



Source: City of Vacaville, PlaceWorks, November 2021.

To spur residential development within the established boundaries, the City could increase densities to encourage housing production in the urban area of the City, adopt flexible standards or incentives that promote infill development (i.e., reduced parking requirements, lower development fees, or streamlined permitting), and consider coordination with the County to change the boundaries in a way that would increase the amount of land available for housing production.

However, the EPS Team does not feel that there is a strong need to expand development areas beyond those currently shown in the General Plan, because adequate housing capacity can be created by increasing densities and taking other steps outlined in this report:

- **City Limits.** The Vacaville city limits encompass territory that the City serves and regulates. The use of land within the city limits is controlled by the City through its General Plan, Zoning Code, land subdivision process, and other related regulations. Within the city limits, the City can choose to rezone land that would allow residential development.
- **Sphere of Influence.** The Sphere of Influence identifies land beyond the city limits that has the potential for annexation in the future, and for which urban services could be provided. Under State law, the Sphere of Influence is established by the County Local Agency Formation Commission with input from the City.
- **Urban Service Area.** Vacaville's Urban Service Area defines areas where the City and Solano Irrigation District (SID) have committed to providing public services that would accommodate and support new development. This boundary guides where new housing development could occur on the edges of the City. Both the City and SID have committed to not support urban development outside of the boundary, which is considered to be SID's agricultural service area.
- **Urban Growth Boundary.** The Urban Growth Boundary (UGB) establishes the area that is suitable for urban development for a 20-year period that will expire on March 1, 2028. Beyond this boundary, only agriculture or open space uses are typically permitted. The UGB was adopted by the City Council as a result of a voter signature process. During the developers meeting, one developer recommended expanding the UGB to the east because there is potential for housing development in this area. The location of the UGB and the City's UGB policies can only be amended by the voters of Vacaville or by the City Council subject to specific findings.
- **Planning Area.** The Planning Area is the area beyond the other boundaries that may have an impact on the future of the City, as identified by the City. This boundary does not give the City any regulatory power, but it signals to the County and other nearby local and regional authorities that Vacaville recognizes that development within this area may have an impact on the City. State law refers to the Planning Area as "any land outside [the City] boundaries which in the [City's] judgment bears relation to its planning."

### General Plan Policies

The City's current General Plan includes policies and actions that are based on a 2035 horizon year. The Land Use Element of the General Plan has policies that encourage the development of a variety of housing types. Some policies limit development in certain areas of the city, such as Policy LU-P17.1, which limits residential development within the East of Leisure Town Road growth area to 2,175 dwelling units, and Policy LU-P3.1, which requires an environmental review when approved development within the city reaches 7,340 residential units. The General Plan, and the General Plan Environmental Impact Report, acknowledge that the City has more land located within its Sphere of Influence than needed to accommodate the development growth rates through 2035. When the General Plan is updated again, the policies that limit the number of residential units will be reanalyzed.

There is one policy in the Land Use Element of the General Plan the project team believes could be changed and reevaluated, either immediately or during the next General Plan Update, to help increase housing production in Vacaville. General Plan Policy LU-P11.4 encourages a minimum separation of 200 feet between residential areas and business parks, industrial parks, and technology parks. The City could consider revising Policy LU-P11.4 to lower the buffer requirement between residential and industrial uses from 200 feet to 50 feet. The Zoning Code could then be amended to include provisions that require an industrial buffer yard between residential and industrial uses. Typical minimum widths of industrial buffer yards are 25 feet within a 50-foot minimum setback area.

### ***Specific Plans***

Vacaville's specific plans regulate development in certain areas of the City. There are five specific plans, all of which allow residential development at varying densities. The City is also processing an application for a new specific plan, called the Green Tree Specific Plan, which encompasses an area in the Green Tree Park Policy Plan and would allow residential uses.

As part of the five existing specific plans in Vacaville, the City has adopted the Downtown Specific Plan (DTSP), which focuses on encouraging the development of smaller, high-quality residential projects that can serve as catalysts for furthering economic development Downtown. The DTSP includes development incentives for higher density housing and mixed use development. These incentives include reduced setback and parking requirements, increased permitted densities, and building heights. Qualifying projects consistent with required findings in the DTSP are exempt from the California Environmental Quality Act (CEQA), not subject to public hearings, and are ministerially approved. More information on the incentives and approval process of qualifying projects can be found in Chapters 9.4 and 9.6 of the Downtown Specific Plan.<sup>47</sup>

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<sup>47</sup> City of Vacaville. 2022. Downtown Specific Plan, City of Vacaville. <https://www.ci.vacaville.ca.us/home/showpublisheddocument/19459/637877026433689652> [Accessed May 2022].

**Zoning Code**

The City regulates the type, location, density, and scale of residential development primarily through the Zoning Code.<sup>48</sup> The City’s zoning regulations are designed to protect and promote the health, safety, and general welfare of residents, as well as implement the policies of the City’s General Plan. The City recently updated its Zoning Code to create a more user-friendly and flexible land use code that is easier to read.<sup>49</sup> The analysis below reflects the requirements of the newly adopted Zoning Code.

Zoning Districts and Density

The City has 15 zoning districts (outside of the Downtown Specific Plan Area) that permit or conditionally allow residential development at varying density levels, and each zoning district has development standards designed to preserve the character and integrity of existing neighborhoods (see **Table 4-2**). As mentioned above, the City’s Housing Element will need to include a program to increase the minimum density in the Residential High Density zone to 30 units per acre. In addition to this increase, the City should consider zoning additional lands for higher density residential development and increasing the densities permitted in the Residential Medium, Residential Medium High, and Mixed Use zoning designation. HCD’s default density could also affect the Manufactured Home Park land use designation and existing manufactured housing parks.

**Table 4-2. Residential Zoning Districts**

Zoning Code	Allowed Uses
<b>Agriculture (AG)</b>	Allows single family dwellings and accessory uses to a principle agricultural use on a minimum 20-acre site.
<b>Agriculture Hillside (AH)</b>	Allows one dwelling unit per 20 acres and other accessory uses associated with agriculture.
<b>Rural Residential (RR)</b>	Allows single family homes between 0.1 and 0.4 dwelling units per acre.
<b>Residential Estate (RE)</b>	Allows low density residential development between 0.5 and 3.0 dwelling units per acre.
<b>Residential Low Density (RL)</b>	Allows low density residential development between 3.1 to 5.0 dwelling units per acre

<sup>48</sup> City of Vacaville Land Use and Development Code, June 2021. Available at <https://www.codepublishing.com/CA/Vacaville/#1/Vacaville14/Vacaville14.html> [Accessed December 2021].

<sup>49</sup> City of Vacaville Land Use and Development Code, February 2022. Available at [https://static1.squarespace.com/static/5d0bcaa7577e540001303958/t/620be8736d79e67eed4168ba/1644947589147/Vacaville\\_Feb+2022\\_Final+LUDC.pdf](https://static1.squarespace.com/static/5d0bcaa7577e540001303958/t/620be8736d79e67eed4168ba/1644947589147/Vacaville_Feb+2022_Final+LUDC.pdf) [Accessed March 2022].

<b>Residential Low Medium Density (RLM)</b>	Allows a variety of housing types at densities in the range of 5.1 to 8.0 dwelling units per acre.
<b>Residential Medium Density (RM)</b>	Allows a variety of housing types at densities between 8.1 to 14.0 dwelling units per acre, including duplexes, townhouses, apartments, detached single-unit residential development on small lots.
<b>Residential Medium High Density (RMH)</b>	Allows a variety of housing types at densities in the range of 14.1 to 20.0 dwelling units per acre, including attached and detached single family dwellings, townhomes, condominiums, multi-unit developments, and apartments.
<b>Residential High Density (RH)</b>	Allows a variety of high density residential development, including townhouses, condominiums, and apartments, and other compatible uses. The permitted density is 20.1 to 24.0 dwelling units per acre. [1]
<b>Residential Manufactured Home Park (MHP)</b>	Allows manufactured housing at 6 to 10.0 units per acre.
<b>Mixed Use District (MX)</b>	Allows mixed use centers containing a mix of compatible residential and nonresidential uses in a vertical or horizontal mixed use development configuration. The minimum density is 10 units per acre and maximum is 40 units per acre.
<b>Neighborhood Commercial (CN)</b>	Allows neighborhood centers that provide goods and services to meet the day-to-day needs of residents and visitors. Attached single family and multifamily units are conditionally permitted in this zone. Minimum density is 8.1 units per acre. There is no maximum density identified for this zone.
<b>General Commercial (CG)</b>	Allows a full range of commercial and supportive uses to meet local and regional demand. Attached single family and multifamily units are conditionally permitted in this zone. Minimum density is 8.1 units per acre. There is no maximum density identified for this zone.

<p><b>Office Commercial (CO)</b></p>	<p>Allows commercial office centers, a mix of supportive retail and service commercial uses, and other compatible uses. Attached single family and multifamily units are conditionally permitted in this zone. Minimum density is 8.1 units per acre. There is no maximum density identified for this zone.</p>
<p><b>Business Park (BP)</b></p>	<p>Allows large-scale, campus-like office and technology development that includes office, research and development, manufacturing, and other large-scale professional uses, along with supportive services and residential uses. Multifamily units are conditionally permitted in this zone.</p>

Source: City of Vacaville Land Use and Development Code, February 2022.

[1] The City's Housing Element will include a program to increase the minimum density in the Residential High Density zone to 30 units per acre to meet the California Department of Housing and Community Development default density for the city.

Within the Downtown Specific Plan area, six zoning districts permit housing development with varying densities from low to high intensity housing development dependent on the zone (see **Table 4-3**). The DTSP includes incentives that allow increased permitted densities if the project meets required findings. Therefore, the project team does not believe any changes are needed to the zoning districts in the Downtown area.

**Table 4-3. Downtown Specific Plan Zoning Districts**

Downtown Specific Plan	Allowed Uses
<p><b>Downtown Neighborhood Low (DNL)</b></p>	<p>Allows a variety of housing types between 3.0 and 8.0 dwelling units per acre depending on the location of the development. Housing development are allowed up to 5.0 dwelling units per acre along Buck Avenue and a maximum of 8.0 dwelling units per acre for all other locations.</p>
<p><b>Downtown Neighborhood Medium (DNM)</b></p>	<p>Allows medium to high density residential development between 8.1 and 20.0 dwelling units per acre.</p>
<p><b>Downtown Neighborhood High (DNH)</b></p>	<p>Allows high density attached housing between 18.0 and 40.0 dwelling units per acre.</p>

<b>Downtown Mixed Use (DMU)</b>	Allows a mix of high-density housing with active retail, dining, entertainment, cultural, and similar nonresidential uses on a single project site with a Floor Area Ratio between 0.5 and 4.0.
<b>Downtown Core (DC)</b>	Allows a mix of high-density housing and ground-floor retail, entertainment, cultural, civic, recreation, and uses that complement Downtown's core unique character. Allows residential development between a 0.5 and 4.0 Floor Area Ratio.
<b>Downtown General Commercial (DGC)</b>	Allows a full range of retail, service, entertainment, office, lodging, and related uses to meet local and regional demand. Allows high-density housing between 18.0 and 40.0 dwelling units per acre and mixed use development with a Floor Area Ratio between 0.25 and 4.0.
<b>Downtown Public Facilities (DPF)</b>	Does not allow residential development.
<b>Downtown (Parks and Recreation)</b>	Does not allow residential development.
<b>Downtown Open Space (DOS)</b>	Does not allow residential development.

Source: City of Vacaville Downtown Specific Plan, February 2022.

#### Residential Development Standards

The Zoning Code sets development standards that guide development for each zoning district. These standards include requirements that limit building height, location, lot size, lot dimensions, and building size. **Table 4-4** summarizes the most pertinent residential standards for single-family homes and multifamily housing, while **Table 4-5** summarizes the most pertinent standards for mixed use projects.

As shown in **Table 4-4**, the single-family standards are designed to allow development of single-family homes on a variety of lot sizes. The minimum lot size for single-family homes ranges from 3,600 square feet in the Residential Low Medium density zone to 10 acres in the Residential Rural zone. The maximum height limit ranges from 30 feet to 45 feet in height, and setbacks, site coverage, minimum lot size, and lot dimensions also vary by zone. Increasing height maximums in more urbanized residential zones of

Vacaville, such as the Residential Low Medium density Residential Medium, Residential Medium High, Residential High, and Mixed Use zoning designation, may help facilitate housing development.

**Table 4-4. Residential Zoning Districts Development Standards**

	Land Use Category & Zone District							
	Residential Rural	Residential Estates	Residential Low	Residential Low Medium	Residential Medium	Residential Medium High	Residential High	Manufactured Housing Park
Minimum Density (units per acre)	0.1	0.5	3.1	5.1	8.1	14.1	20.1	6.0
Maximum Density (units per acre)	0.4	3.0	5.0	8.0	14.0	20.0	24.0	10.0
Minimum Lot Area	2.5 – 10 acres	1 acres – 10,000 sf	10,000 – 5,000 sf	3,600 sf	40,000 sf	40,000 sf	40,000 sf	10 acres
Maximum Building Height (feet)	35	35	35	40	45	45	45	30
Minimum Front Setback (feet)								
Building	50	25	15	15	15	15	15	20
Attached Garage, Front	50	25	20	20	18	18	18	20
Minimum Interior Side (feet)								
Interior	30	10	5/10	5	4	4	7.5	20
Minimum Rear Setback (feet)								
Building	40	20	20	15	15	20	20	20
Garage, Alley	40	5	5	5	5	5	5	5
Lot Coverage								
Maximum Lot Coverage	5-10 %, depending on zone	20-45 %, depending on zone	n/a	n/a	n/a	n/a	n/a	n/a

Source: City of Vacaville Land Use and Development Code, February 2022.

[1] (sf) stands for square feet.

[2] See Table 14.09.060.A, Development Regulations—Residential Zoning Districts in the Land Use and Development Code for a complete list of development standards and related footnotes.



**Table 4-5. Mixed Use Development Standards**

Development Standard	Mixed Use Zoning District
Maximum Nonresidential FloorArea Ratio (FAR)	1.0
Minimum NonresidentialGround Floor Area (% of total ground floor area on site)	25
Minimum Residential Density (dwelling units per acre)	10
Maximum Density (units per acre)	40
Maximum Height (feet)	40, up to 70 with Conditional Use Permit approval
Front Minimum Setback	20

Source: City of Vacaville Land Use and Development Code, November 2021.

Notes: See T 14.09.070A, Development Regulations – Commercial And Mixed Use Zoning Districts in the Land Use and Development Code for a complete list of development standards and related notes.

**Table 4-5** shows requirements that apply to mixed use developments. As shown in both tables, the multifamily standards are designed to be less restrictive when compared to the single-family development standards to allow for development of smaller, denser units. The maximum height limit in most multifamily zones is 45 feet; however, the Mixed Use zoning district allows a building up to 70 feet tall with the approval of a Conditional Use Permit. Lot coverage does not apply to multifamily zones, although there is a maximum floor area ratio requirement of 1.0 in the Mixed Use zoning district.

Out of all the multifamily zoning districts, the Mixed Use zone allows the most flexibility, but the density allowance of only 40 dwelling units per acre impedes the potential development of smaller, more urban units appropriate in the downtown and at mixed use nodes. Allowing higher maximum densities in the multifamily zones may spur housing development by allowing developers the opportunity to build a greater number of smaller units that could provide housing for populations in need. The height, lot size, and setback limits found in the other multifamily zones may also constrain housing production; however, the City allows variation in development standards through approval of a Planned Development application if certain findings can be met.

The DTSP also includes development standards and guidelines for new private development downtown. The DTSP also includes development incentives for higher density housing and mixed use development. These incentives include reduced setback and parking requirements, increased permitted densities, and building heights. More information on the incentives and approval process of qualifying projects can be found in Chapters 9.4 and 9.6 of the Downtown Specific Plan.

Residential Design Guidelines

The City adopted objective design guidelines for residential development in January 2019. The design guidelines were most recently updated as part of the Zoning Code update, which was adopted by the City Council on February 22, 2022. The guidelines establish architectural criteria for new residential development, set minimum outdoor recreation space requirements, encourage infill development by allowing flexibility in development standards, and set other standards for new housing developments. The DTSP also includes design regulations and guidelines for private development aimed at enhancing the downtown area.

During the developers meeting, a comment arose about the City’s outdoor recreation space requirements being a barrier to housing production. Per the City’s objective guidelines, permanently maintained useable outdoor recreation space is required as follows:

Housing Type	Private Rec Area	Common Rec Area
One or two units per building (i.e., single-family subdivisions)	200 sq. ft. per dwelling	200 sq. ft. per dwelling
Three or more units (i.e., multi-family apartments)	100 sq. ft. /du (ground floor)  50 sq. ft./du (upper floors)	100 sq. ft. per dwelling

In response to the issue raised during the developers meeting, the City could consider lessening the requirements established in the guidelines and only requiring common outdoor space for multifamily and mixed use developments. However, reducing these requirements could reduce the quality-of-life experience for those units without balconies or private patios. Besides the open space criteria, the EPS Team did not find other constraints to developing housing in the objective design guidelines.

Off-Street Parking Standards

Regulation of off-street parking standards is determined by the City’s Zoning Code and the Downtown Specific Plan, both of which consider the number of bedrooms in a unit. Fewer parking spaces are required for housing projects in the Downtown Specific Plan area than in other parts of the city. **Table 4-6** shows the parking requirements outside of the City’s Downtown area, and **Table 4-7** shows parking requirements within the Downtown area.

**Table 4-6. Required Parking Spaces (outside of Downtown)**

No. of Bedrooms per Dwelling Unit	No. of Parking Spaces Required
Studio Unit	1
1 bedroom	1
2 or more bedrooms	2
Guest Parking	1 guest space per every 3 dwellings

Source: City of Vacaville Land Use and Development Code, February 2022.

**Table 4-7. Required Parking Spaces (in the Downtown)**

No. of Bedrooms per Dwelling Unit	No. of Parking Spaces Required
Studio Unit or 1 bedroom unit	1
2 or more bedrooms	1.25
Guest Parking	Multi-family projects with 10 or more units must provide 1 guest parking space per every 10 units.

Source: City of Vacaville Downtown Specific Plan, December 2021

The Zoning Code allows a developer the opportunity to reduce the number of required parking spaces by up to 10 percent if any portion of the new development is located within 1,000 feet of a transit stop with regularly scheduled service (every 30 minutes) during the weekday hours of 7:00 a.m. to 9:00 a.m. and 5:00 p.m. to 7:00 p.m. The Zoning Code also allows uses that have a designated passenger loading area the ability to reduce the parking requirement by 5 parking spaces for every passenger loading area, up to 10 parking spaces. Motorcycle parking can also substitute for up to 5 percent of the required parking spaces.

During the developers meeting, several developers identified parking requirements as a barrier to housing production; however, not all agreed the City’s parking standards are an impediment. If a new housing development needs reduced parking to develop, the City could consider allowing developers to provide creative solutions to parking reductions with supplemental transit passes, increased bicycle parking, or a shared vehicles program.

As noted above, fewer parking spaces are already required for housing projects in the Downtown Specific Plan area than in other parts of the city. This may set a precedent for other parts of the city, and also means that changes to parking requirements are likely not needed Downtown.

### Accessory or Junior Accessory Dwelling Units

The City's Zoning Code allows ADUs/JADUs in all residential or mixed use zoning districts. It also establishes ADU/JADU development standards, including yard, setback, height, site coverage, and size requirements. Although the development standards established in the Zoning Code comply with State law, the City can choose to adjust these requirements to help facilitate the construction of ADUs/JADUs.

The City could consider offering design templates to save developers or property owners money otherwise spent creating designs from scratch. Vacaville could also examine options like the California Housing Finance Agency (CalHFA) ADU grant financing program, the City of Clovis' Cottage Home Program, or the Napa/Sonoma's ADU Center to create a City program to encourage ADU's/JADU's construction. The City may also consider a program that provides funding toward ADU/JADU construction such as State HOME funds. In addition, homeowners may not be aware of the development potential on their property. Marketing ADU/JADU development opportunities to residents may increase their awareness of the property's potential.

Also, developers may not see a market for adding these types of units to new subdivisions; however, more information on their marketability may change developers' perspectives. For example, the extensive Tracy Hills project in the City of Tracy includes many neighborhoods that contain ADUs. It might be worthwhile to make Vacaville's developers aware of this project and others similar to it.

### ***Airport Land Use Zones***

The County Airport Land Use Plan and the Comprehensive Airport Land Use Plan for Travis Air Force Base are the Airport Land Use Commission (ALUC)'s official land use policy in the airport influence areas for all airports in the County. These plans include descriptions of the referral area boundaries, noise compatibility standards, safety compatibility standards, airspace protection standards, and other land use policies. ALUC decisions and recommendations on General Plans, zoning, and other local projects in the airport influence areas are based on these adopted plans.

The Nut Tree Airport is located northeast of the City's downtown and is guided by the County Airport Land Use Plan (1988). The plan establishes 6 compatibility zones around the airport that guide the acceptable and normally not acceptable uses based on the proximity of the zone to the airport and the takeoff/landing flight path of the aircraft. The zones were set to ensure the development of compatible land uses near the airport. Residential uses are prohibited in zones A, B, and C because these areas are at high and moderate risk of overflight activity and noise. The City could consider working with ALUC to study whether the boundaries can be revised or if the residential uses permitted in each zone can be restudied.

Travis Air Force Base, located outside the city limits, is guided by the Comprehensive Airport Land Use Plan for Travis Air Force Base (2002). The plan establishes 7 zones. The majority of Vacaville is located in zone D, which does not place any restrictions on the

types of land uses allowed, except for land uses that could cause a hazard to flights. The remaining area of the City is located in zone E, which only requires airspace for review for buildings that are taller than 200 feet.

### ***Planned Growth Ordinance***

The City adopted a planned growth ordinance in 1991 to ensure that new residential development has adequate infrastructure and public services to serve the new housing units and future residents. This ordinance caps the number of residential units that can be approved in the City. The planned growth ordinance limits the number of housing units that may be built in the City, which could be a barrier to housing production. In October 2019, California adopted Senate Bill 330, which directs cities to not implement zoning or land use regulations that cap the number of housing units that can be approved annually until 2025. On March 10, 2020, the City Council adopted a resolution that suspends the implementation of the planned growth ordinance until December 31, 2024. To help facilitate housing production, the City could consider extending the suspension or possibly repealing the ordinance because the General Plan and Municipal Code set policies and standards to ensure development is adequately serviced by public utilities and infrastructure.

### ***California Environmental Quality Act***

The California Environmental Quality Act (CEQA) requires environmental analysis of new development, unless the project is ministerial or categorically exempt, to identify and mitigate significant environmental impacts. Depending on the size and anticipated impacts of the project, the CEQA process can become expensive, further increasing development costs. Developers may be unaware of the full cost the CEQA process will incur based on unexpected environmental impacts. Performing the initial CEQA analysis to clear a site for development may be a barrier to developer investment because of the risks associated with uncertainty in the environmental review's outcome. The City could consider initiating a CEQA analysis of targeted housing sites by creating an inventory of available sites and conducting a CEQA review of preliminary designs to pre-clear sites for the development of housing that addresses the current housing gaps such as missing middle, mixed use, senior, restricted affordable, etc. It is important to note that the DTSP allows CEQA streamlining for qualifying projects in the downtown area that meet required findings. Through a new CEQA analysis, the City could expand the CEQA streamlining opportunity for identified housing sites throughout Vacaville.

### ***Development Fees***

Land costs, construction costs, development fees, and market financing contribute to the cost of housing development and can potentially hinder the production of new housing. Although many constraints are driven by market conditions, jurisdictions have some leverage in instituting policies and programs to address such constraints. Some development fees imposed on housing projects in Vacaville are based on the number of bedrooms or total square footage, while others, such as water, drainage, fire, general facilities, police, park and recreation, and traffic impact fees, are charged at a flat rate per unit. The development fees that vary by the number of bedrooms or total square

footage include the building, plumbing, electrical, mechanical, and plan check fees. The City could consider adjusting flat rate fees to be variable, based on unit size and type, and could develop a lower fee structure overall for affordable or infill projects to encourage affordable and infill housing projects. This strategy may incentivize construction of affordable or workforce housing projects because of the nature of their development.

### ***Site Improvements***

During the developers meeting, the cost of site improvements was noted as a constraint to housing production in some outlying areas. Site improvements are an important component of new development and include water and sewer connections, circulation, and other infrastructure needed to serve the new development. In the case of a subdivision, such costs may also include major improvements, such as building roads and installing sewer, water, and other utilities. As with land costs, several variables affect site improvement costs, including site topography and proximity to established roads, sewers, and water lines.

The City requires the construction of on-site and off-site public improvements as conditions of approval for residential projects, as needed. Requiring developers to construct site improvements or pay fees toward the provision of infrastructure, public facilities, and services increases the cost of building new housing. While these costs may impact housing affordability, these requirements are an important aspect of maintaining the quality of life desired by City residents and are consistent with the goals and policies of the General Plan.

For example, the City has identified several sites as potential locations for the development of executive style housing, however, the primary impediments relate to the extension of required City water and roadway infrastructure in areas of the City where executive-style housing is likely to be constructed (i.e., the northwestern portion of the City where topography allows for large lots, privacy, and views).

The EPS Team does not recommend changes to site improvement requirements.

### ***Funding***

As mentioned during the developers meeting, developers in the City do not have ongoing local funding sources, such as a local housing trust fund or predevelopment loan and grant program, to help support housing production. This is particularly challenging for affordable housing developers because additional funding is usually necessary to help subsidize the cost of constructing affordable units.

To supplement funding that would support housing creation, the City could consider an inclusionary zoning ordinance and/or in-lieu fee. An inclusionary zoning ordinance either requires or encourages housing developers to include a predetermined percentage of low and/or moderate income housing in new residential developments.

The City could allow an in-lieu fee to be paid as an alternative to building the housing units on site. The City could also apply for Permanent Local Housing Assistance (PLHA) funds and other State funding sources such as State Cap-and-Trade-Funded Affordable Housing, Sustainable Communities Program funds, transit-oriented development funds, or could issue an affordable housing ordinance to support housing construction.

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## 5. Projected Residential Growth

### Growth Projections

This Study estimates housing demand based on projected housing unit growth in the City, taking into consideration population projections, as well as economic development factors. This chapter provides background information on historic and existing (as of 2020) growth. At this time, City-sanctioned population projections for the City are not available; therefore, projected growth in the City is based on historical absorption trends and growth projections established for the City’s Regional Housing Needs Allocation (RHNA), which were used to derive a projected level of demand in the City for affordable and market-rate units.

The State Department of Finance publishes population projections through 2060 at the county level. These projections show growth rates in the County increasing from about 6 percent in the decade ending in 2020 to 8 percent in the current decade ending in 2030, with a steadily declining growth rate starting in 2040. The County is forecasted to add almost 100,600 residents from 2020 to 2060, an increase of 23 percent, with an average annual growth rate of 0.5 percent. This overall growth rate is more than double the State’s projected growth rate of 11 percent over the same time frame.

**Table 5-1. Population Projections (2020–2060)**

Item	City of Vacaville		Solano County			State of California		
	Population [1]	% Growth from Previous Decade	Population [1]	% Growth from Previous Decade	Average Annual Growth (Previous Decade)	Population [1]	% Growth from Previous Decade	Average Annual Growth (Previous Decade)
<b>Year [2]</b>								
2010	92,428	-	413,344	-	-	37,366,938	-	-
2020	98,339	6.4%	439,211	6.3%	0.6%	39,782,419	6.3%	0.6%
2030	-	-	474,331	8.0%	0.8%	41,860,549	5.2%	0.5%
2040	-	-	504,901	6.4%	0.6%	43,353,414	3.6%	0.4%
2050	-	-	525,505	4.1%	0.4%	44,049,015	1.6%	0.2%
2060	-	-	539,781	2.7%	0.3%	44,228,057	0.4%	0.0%
<b>2020 - 2060 Change</b>	-	-	<b>100,570</b>	<b>22.9%</b>	<b>0.5%</b>	<b>4,445,638</b>	<b>11.2%</b>	<b>0.3%</b>

Source: California Department of Finance Table E-5; California Department of Finance Table P-3; EPS.

[1] Includes household population and group quarters population.

[2] Population projections for 2030-2060 are from California Department of Finance Table P-3 and are available only at the county and state level.

## Estimated Future Housing Demand in the City

To estimate the future demand for housing in the City over the next decade (2022-2031), a combination of sources were examined, including the City's RHNA for 2023–2031 and historical residential absorption in the City between 2010 and 2020, based on data from the Department of Housing and Urban Development.

Total housing demand by income category was derived by averaging the annual production necessary to achieve the RHNA goal (**Appendix C Table C-1**) and the average annual absorption over the past decade (**Appendix B Table B-7**) shown in **Appendix C Table C-2**. This Study estimates projected housing demand of approximately 324 units per year between 2022 and 2031, or a total of 2,915 housing units in the City, as shown in **Table 5-2**.

The RHNA income category percentages were applied to the total of 2,915 housing units to derive an estimated amount of demand for affordable and market-rate housing. The RHNA income categories are based on the area median income (AMI) for the County and are set by HCD.<sup>52</sup> See **Appendix C Table C-3** for a detailed table of household income categories by household size in the County. Approximately **42 percent** of future housing units are needed for households considered to fall in the **Very Low- and Low-Income** category and the remaining **58 percent** of units are needed for the **Moderate- and Above Moderate-Income households**.

### THE REGIONAL HOUSING NEEDS ALLOCATION PROCESS

The RHNA process begins with HCD, which determines the total housing need by income level for each metropolitan region, based on population projections, as well as adjustments, to ensure that enough housing is constructed in each region to have a healthy housing vacancy rate, alleviate overcrowded households, replace demolished housing units, and reduce housing cost burdens. Typically, each region—the City of Vacaville is part of the Association of Bay Area Governments, the regional government for the 9-county San Francisco Bay Area—then distributes this regional allocation to each local government in the region. Local governments also have the opportunity to form subregions, which receive the allocations from the regional government and then distribute the allocations amongst their local government members. For this 2023-2031 cycle, all local jurisdictions in Solano County formed the Solano County Subregion, which will allocate the subregion's existing and projected housing needs amongst its members, including the City of Vacaville. Each local government must then produce a plan to accommodate the allocated housing in its jurisdiction over the planning period.

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<sup>52</sup> HCD's income limits define income levels based on the AMI. In 2021, the AMI for the County for a family of 3 was \$89,350. The income limits for households are defined as follows: "Extremely Low" is 30 percent or less of AMI, "Very Low" is between 30 percent and 50 percent of AMI, "Low" is between 50 percent and 80 percent of AMI, "Moderate" is between 80 percent and 120 percent of AMI, and "Above Moderate" is more than 120 percent of AMI.

**Table 5-2. Projected Housing Demand by Income Level: City of Vacaville (2022–2031)**

Item	City of Vacaville	
	Percent of Total Projected New Housing Units [1]	Projected New Housing Units 2022 - 2031 [2]
<i>Formula</i>	<i>A</i>	<i>B = A * Total Units</i>
<b>RHNA Income Category</b>		
Very Low	26.1%	760
Low	15.6%	454
Moderate	15.8%	459
Above Moderate	42.6%	1,241
<b>Total Housing Units</b>	<b>100.0%</b>	<b>2,915</b>
<b>Projected Residential Demand</b>		
Affordable (Very Low, Low)	41.7%	1,214
Market Rate (Moderate, Above Moderate)	58.3%	1,700
<b>Total Housing Units</b>	<b>100.0%</b>	<b>2,915</b>

Source: United States Department of Housing and Urban Development FY 2021 Income Limits; State of California Department of Housing and Community Development, "State Income Limits for 2021"; Solano County 6th Cycle Regional Housing Needs Plan Public Review Draft September 2021, 2023-2031 RHNA Allocation; EPS.

[1] Percentage allocations per the Solano County RHNA. See Table C-2.

[2] Based on the average of historical absorption over the last decade (2010-2020) and RHNA projections for 2023-2031. See Table C-3.

As shown in **Table 5-2**, there is a need for approximately 1,200 affordable housing units and 1,700 market-rate housing units. Based on the current housing market costs discussed in **Chapter 3**, the development of future housing units for Very Low- and Low-Income households would need to be subsidized or affordable by design with limits on rents and sales prices.<sup>53</sup> Development for the future Moderate- and Above Moderate-Income households could be unsubsidized and sold or rented at market-rate prices. Based on a continuation of the current proportion of housing types in the City, a majority of future housing demand would comprise single-family units (2,180 units, or 75 percent of total housing unit demand), with the remainder comprising multifamily units (730 units, or 25 percent) new, as shown in **Table 5-3**.

<sup>53</sup> Housing developers and advocates differentiate between housing that happens to be affordable because of its condition, age, or location and housing that is subsidized and price-restricted to be affordable to households of certain incomes. Housing constructed with government subsidies and limits on sales price or rent is often referred to as "Capital 'A' Affordable Housing" to distinguish it from "naturally occurring affordable housing." In this report, the use of the word affordable refers to subsidized, price-restricted housing unless otherwise noted.

**Table 5-3. Comparison of Projected Housing Demand and Pipeline Supply by Housing Type**

Item	Projected Demand (2022-2031)		Residential Units Pipeline [3]					
	Existing Housing Inventory % by Unit Type (2019) [1]	Total Units (2022-2031) [2]	Under Construction	Approved	Total Under Const. and Approved	% of Proj. Demand through 2031	All Pipeline Projects Including Projects Under Review	% of Proj. Demand through 2031
<b>Residential Dwelling Units</b>								
Single-Family	74.9%	2,183	1,799	2,323	4,122	189%	7,153	328%
Multifamily	25.1%	733	60	499	559	76%	1,348	184%
<b>Total Residential Dwelling Units</b>	<b>100.0%</b>	<b>2,915</b>	<b>1,859</b>	<b>2,822</b>	<b>4,681</b>	<b>161%</b>	<b>8,501</b>	<b>292%</b>

Source: California Department of Finance Table E-5; City of Vacaville; EPS.

[1] See Table B-3. Allocation between single-family and multifamily is based on current housing inventory percentage by unit type.

[2] Total projected housing demand by 2031 per Table 5-2 and Table C-2.

[3] Pipeline projects listed by development status can be found in Table C-4.

The City's future supply pipeline of residential projects includes about 4,700 housing units categorized by the City as under construction or approved by the City's Planning Division and another 3,700 housing units under review, totaling almost 8,400 units (see **Appendix C Table C-4**). Assuming the current vacancy rate of 4.2 percent and an average of 2.69 persons per household, the construction and occupancy of the entire housing pipeline would house approximately 21,600 additional Vacaville residents.

Approximately 4,120 single-family units in projects currently under construction or approved represent almost twice the projected demand through 2031, if all the units are brought to the market. In comparison, the number of multifamily units in projects that are under construction or approved represents about two-thirds of the projected multifamily housing demand through 2031. If the City can prioritize the approval of development pipeline projects currently under review that contains multifamily housing, and those units are brought to the market, the City will be positioned to meet the estimated demand for multifamily housing units through 2031.

## Economic Development Considerations

Additional sources of increased need for housing may stem from the City Economic Development Department's efforts in bolstering existing and new employment opportunities. For example, the City is working on expanding its existing biomanufacturing cluster and anticipates, "more than \$2 billion in industrial development, 3.5 million square feet of commercial real estate and the addition of 10,000 jobs with a payroll of more than \$1 billion a year."<sup>54</sup> Recently, Agenus, Inc., a biotech company, announced that they are building a 300-acre manufacturing center in the City, with an

<sup>54</sup> Anderson, Ted. 2020. Vacaville creates 'fast track' program as part of push for more biotech. San Francisco Business Times. <https://www.bizjournals.com/sanfrancisco/news/2020/11/23/vacaville-creates-fast-track-program-biotech.html/> [Accessed September 2021].

estimated addition of 10,000 jobs to the area.<sup>55</sup> In addition, the City has identified at least 400 acres of land that is used as agricultural land but zoned for a Technology Park, indicating a significant capacity for continued growth in this sector.<sup>56</sup> The addition of executive-style housing may help attract companies by providing housing for company executives.

The bulk of those employed in the City's biomanufacturing sector earn wages ranging from about \$60,000 to \$100,000 per year, slightly below the income necessary to afford the median-priced house in the City, assuming a single-income household.<sup>57</sup> According to City staff, workers in this sector strongly prefer homeownership but cannot afford the typical 3- to 4-bedroom detached house that is available in Vacaville. Younger workers in this sector would prefer "starter homes" such as townhomes or condominiums, which are both more affordable and require less ongoing maintenance.

As discussed in **Chapter 2**, retail comprises a significant portion of jobs within the city limits, with the bulk of retail located along the Interstate 80 corridor. The strength and growth of this industry, and resulting employment, can depend on regional and national trends outside of the City's control, such as the volume of traffic along Interstate 80 through Vacaville, the availability of disposable income for those shopping in the City, and the increase in online shopping.

## Development Area Considerations

One of the priorities in the City Strategic Plan for Fiscal Year 2021-2026, April 21, 2021, is to manage impacts from growth by promoting climate, sustainability, and green energy, as well as leverage the use or sale of City-owned surplus property. One facet of sustainability is to preserve open space by creating infill development, or development in areas that are already developed or within existing City boundaries. **Map 5-1** reflects major development projects, specific plan sites, priority development areas, and areas chosen by the community through surveys distributed as part of this Study as the "best sites or areas for new housing in Vacaville."

A total of 93 sites or areas were selected by survey respondents, as shown in **Map 5-1**. A variety of locations were selected throughout the City, with a large concentration in the northeastern and eastern areas of the City. Complementing the City's strategic goals, several participants identified potential new housing locations in infill areas of Downtown and along main corridors, including Alamo Drive and Leisure Town Road, near Nut Tree Plaza, and in the Allison Priority Development Area. There were several sites or areas

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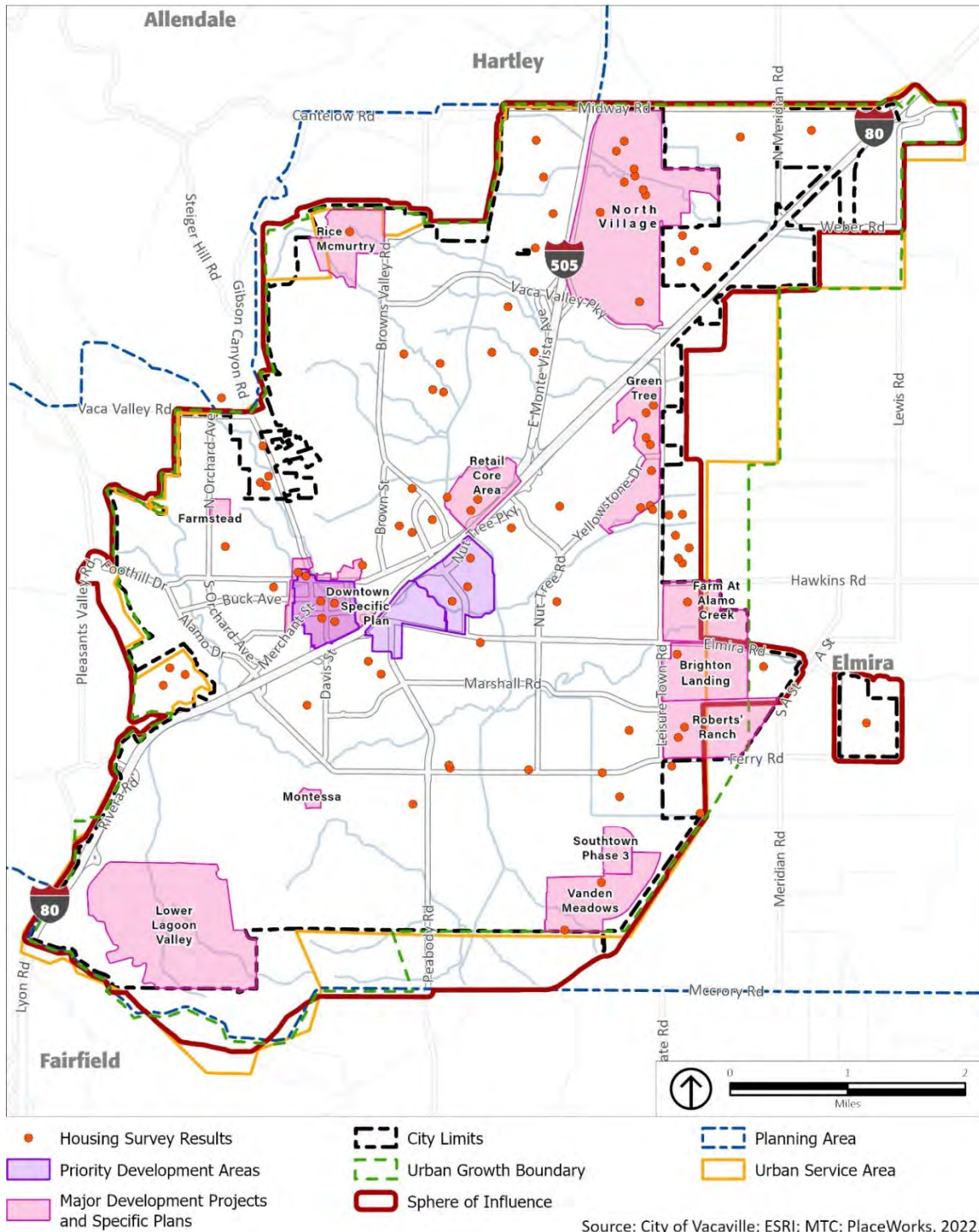
<sup>55</sup> Greenwald, David, 2021. Vacaville Lands a Major Bay Area Biotech Company. Davis Vanguard. <https://www.davisvanguard.org/2021/07/vacaville-lands-a-major-bay-area-biotech-company/> [Accessed September 2021].

<sup>56</sup> Interview with City Economic Development Department. October 25, 2021.

<sup>57</sup> Ibid.

selected in planned or existing subdivision areas, including Vanden Meadows, Brighton Landing, Robert's Ranch, Rice McMurtry, and North Village.

**Map 5-1. Prospective Development Areas: City of Vacaville**



## 6. Proposed Housing Strategy

Like many communities in the State and across the nation, housing demand in the City has continued to outpace supply over the last several decades. This undersupply has increased housing costs, impacting affordability and disproportionately affecting the most vulnerable populations. Further, residential development patterns in the City have long favored single-family home construction, providing only one of many options for meeting the housing needs of all the City's residents.

As described in **Chapter 5**, the City can expect housing demand to continue over the next decade, with projected housing demand of approximately 324 units per year between 2022 and 2031, or a total of 2,915 housing units in the City through 2031. Based on the income characteristics of existing households, this demand translates into a need for more than 1,200 affordable housing units serving very low- and low-income households (42 percent of total units), and 1,700 market-rate housing units serving moderate- and above-moderate households (58 percent of total units). Based on a continuation of historical development patterns, most of these houses would comprise single-family units, with a quarter of new housing constructed as multifamily units. And, the pipeline supply of housing in the City is predominantly single-family housing. While some of this housing may serve existing and projected future residents, specific actions can be undertaken to serve all segments of the population.

The City does not Build housing nor control local market dynamics. However, the City can take steps to help increase the overall production of housing and encourage a diversity of housing choices by ensuring that enough land is zoned for residential development, making it easier and cheaper to build housing, and incentivizing the types of housing that are both underrepresented and the highest in demand to meet the socio-economic characteristics of existing and projected future residents.

The proposed Vacaville Housing Strategy is the culmination of key technical analyses, a robust review of the City's existing regulatory framework, and input from stakeholders, including residents, developers, City Council and staff, and other key stakeholders. As a result of this quantitative and qualitative research and input, the EPS Team has prepared a proposed housing strategy to meet three overarching goals:

- **Goal 1:** Encourage a diversity of housing choices.
- **Goal 2:** Address regulatory and financial barriers to needed housing production.
- **Goal 3:** Implement new initiatives and programs to address housing needs.

These goals and associated strategies serve as a framework to guide the City in proactively and effectively addressing identified housing needs over the next decade.

## Goal 1: Encourage a Diversity of Housing Choices

As described previously, the City's housing supply is primarily composed of single-family detached housing. This residential development pattern has remained dominant, despite an upswing in multifamily housing construction, with three-quarters of all new housing developed as detached single-family units over the last decade. Stakeholders consulted for this Study indicated that the City's housing inventory lacks a variety of housing types to meet different segments of the population. These housing types include affordable housing (both subsidized/rent-restricted and affordable by design), missing middle types of housing, mixed use housing, senior housing, and executive housing.

As discussed in previous chapters, there are many socioeconomic and residential market trends present in the City that support the need for a focus on increasing the diversity of housing in the City. For example, the City's population is aging, and there is a strong preference among most seniors to remain in their current communities. And, despite an aging population, there is a sizable portion of the City's population who are young adults, beginning their careers and seeking smaller, rental, or mixed use housing types. The average household size in the City has trended downward, and more than half of all current households are small 1- and 2-person households, supporting typologies that are sized and affordable for small or single-income households.

The current housing supply in the City does not serve these individuals well. Older households without children lack options to move into smaller homes with lower maintenance needs, while young households have few choices when seeking to balance housing affordability with other desires such as outdoor space and privacy. Increasing the variety of housing types throughout the City will allow households to remain in their community while their housing needs change throughout their lifetime.

### Strategy 1.1: Encourage or require a diversity of housing types in individual development projects.

Update planning regulations to encourage or require new subdivisions to include two-, three-, and four-plexes, or other targeted missing housing types that are designed to look cohesive with adjacent single-family homes. Prior to adoption, discuss proposed updated regulations, with the residential development community to solicit input and achieve support. Explore the option of working with private and nonprofit developers to offer unique tenure and financing arrangements, including shared housing, cooperative housing, build-to-rent (single-family rentals), and the rent-to-own concept.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development.



- **Potential Partner(s):** Private residential developers.
- **Potential Funding Source(s):** Existing City staff time; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

### **Strategy 1.2: Facilitate the increased construction of ADUs/JADUs.**

ADUs/JADUs are an affordable and innovative approach to add more housing, particularly in single-family residential neighborhoods. They are particularly well-suited for young adults, small childless families, and older adults; some of whom want to live near extended families while maintaining privacy.

The City revised its Zoning Code on February 22, 2022 to allow ADUs/JADUs in all residential or mixed use zoning districts. The City can help facilitate the increased construction of ADUs/JADUs by considering the following actions:

- Streamlining permitting and reducing permitting fees for this particular housing type.
- Offering design templates or local- or State-approved templates to save money otherwise spent creating designs from scratch.
- Examine options like the CalHFA ADU grant financing program, the City of Clovis' Cottage Home Program, or the City of Oakland's consolidated ADU application format to create a City program to encourage ADU/JADU construction.
- Marketing ADU/JADU development opportunities to residents, who may not be aware of the development potential on their property, may increase their awareness. Similarly, marketing financial assistance programs available through CalHFA and CalHOME could provide the funding needed for households to proceed with construction.
- Creating a user-friendly page on the City's website to convey the incentives and resources available to support the construction of ADU/JADUs.
- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development; Housing and Community Services.
- **Potential Partner(s):** California Housing Finance Agency (CalHFA).
- **Potential Funding Source(s):** Existing City staff time; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

### **Strategy 1.3: Provide information to bolster community support related to the range of missing housing types in the City.**

Led by City staff, potentially in conjunction with consultants, as appropriate, provide information and conduct information sessions with City staff, the City Council, and the community on various housing topics, focused on bolstering community support for affordable and other needed housing. Information sessions could provide a forum for

discussion regarding residential development costs and the cost of operating affordable housing, as well as addressing housing projects in light of housing needs. This campaign could include City Council working sessions; social media content; information available on the City website; and outreach to local journalists, media outlets, and community organizations.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Housing and Community Services; City Manager; Public Relations.
- **Potential Partner(s):** Consultants (e.g., housing, urban economics, public outreach); private residential developers, including for-profit and non-profit affordable housing developers.
- **Potential Funding Source(s):** Existing City staff time; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

#### **Strategy 1.4: Provide incentives to support the development of missing housing types in the City.**

There are a variety of incentives that could be implemented by the City to plan for and encourage construction of missing housing types in the City. Examples of incentives include proactively identifying sites in the City; securing direct funding through federal, State, and regional grants; donating or allowing deferred payment to purchase City-owned land to private developers to address feasibility challenges; expediting permit review; implementing fee reductions and waivers or offering fee deferrals; and other incentives identified by the City for projects containing targeted missing housing types.

The City's 2021 Downtown Specific Plan includes regulatory incentives focused on increased density and intensity standards, and financial incentives including deferred fee payments, fee reductions, and/or certain fee waivers. The City should clearly publicize these existing incentives available for development in Downtown Specific Plan and any further incentives that are adopted citywide. In addition, the City should clearly publicize the provisions in the City's Density Bonus ordinance, which is based on the State density bonus mandate allowing for increased residential densities in exchange for building or donating land for affordable or senior units.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Community Development; Housing and Community Services; other departments, as appropriate.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** Existing City staff time; new General or other City Fund appropriation (if additional staffing resources or direct funding is warranted); grant funding.

## Goal 2: Address Barriers to Needed Housing Production

In addition to increasing the variety of housing in Vacaville, this analysis shows that the City needs an increase in overall housing supply to serve existing and future residents. As discussed in **Chapter 3**, the City's overall vacancy rate has dropped significantly over the past 10 years, while for-sale housing prices have increased, indicating that Vacaville's existing housing stock is in high demand. Without increases in the housing supply, continued migration from the inner Bay Area and job growth in Vacaville will put further pressure on the housing supply, increasing prices and creating intense competition for available homes. In addition, the price of the typical home in Vacaville is already out of reach of a household earning the City's median household income. Increasing the supply to match current and future demand will help to slow further price increases.

### Strategy 2.1: Encourage infill development.

Facilitate infill housing development in the City through the preparation of specific plans, as appropriate. Convene a working group of residential developers to discuss and resolve impediments to construction. Leverage available State and federal funding sources to conduct infrastructure analyses and targeted studies to understand existing capacity and conditions in infill areas to identify and prioritize needed improvements to support infill development. Adopt flexible standards or incentives that promote infill development (i.e., reduced parking requirements; reduced development and permitting fees; streamlined permitting).

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** Existing City staff time.

### Strategy 2.2: Allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in parking requirements.

During the developers meeting, a few of the developers identified parking requirements as a barrier to housing production; however, not all agreed the City's parking standards are an impediment. If a new housing development project needs reduced parking to develop, the City could consider allowing developers to provide creative solutions, where feasible, to reduce parking requirements. Creative solutions may include supplemental transit passes, increased bicycle parking, a shared vehicles program, or other solutions agreed on by the City and the developer.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development.

- **Potential Partner(s):** Residential developers; Association of Bay Area Governments.
- **Potential Funding Source(s):** Existing City staff time.

### **Strategy 2.3: Address barriers associated with development fees to support increased housing development.**

Land costs, construction costs, development fees, and financing contribute to the cost of housing development and can potentially hinder the production of new housing. Although many constraints are driven by market conditions, jurisdictions have some leverage in instituting policies and programs to address such constraints. Some development fees imposed on housing projects in the City are based on the number of bedrooms or total square footage, while others, such as water, drainage, fire, general facilities, police, park and recreation, and traffic impact fees, are charged at a flat rate per unit. As proposed in the April 2022 Public Review Draft City Development Impact Fee Update report, the City should consider adjusting flat rate fees to be variable based on unit size and type. The City also could consider developing a lower fee structure or waiving fees for projects containing affordable housing, infill projects, and other targeted missing housing types to improve project feasibility.

Building on the City's OpenCounter platform which allows the public to easily access critical information about the development process, the City could consider ensuring all development-related fee requirements are posted on the City's website. For example, based on input from the development community, the Community Benefit Contribution Fee and the Benefit District Fee are not clearly shown on the City's typical fee schedule.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Public Works; Community Development.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** Existing City staff time.

### **Strategy 2.4: Consider increasing minimum and maximum allowable densities and zoning requirements.**

Based on an evaluation of existing General Plan and Zoning Code policies, consider increasing minimum and maximum allowable densities and zoning requirements to increase the City's housing capacity, ensure higher density projects (which can lead to greater affordability), and make projects more economically feasible.

These measures would amend City development standards to allow a greater number of dwelling units, particularly multifamily and smaller homes. It is important to note, the City allows density bonuses on top of the maximum density permitted by the Zoning Code, if certain criteria are met.

1. Increase maximum densities in the higher density residential zones (i.e., Residential Medium High, Residential High, and Mixed Use zones), particularly in the downtown or mixed use nodes of the City. The City could consider maximum densities of 60 to 100 units per acre in downtown and mixed use areas, and up to 40 units per acre in high-density areas that are not intended to be high-activity areas.
  2. Increase minimum and maximum densities in lower density zones, such as the Residential Rural, Residential Estates, Residential Low, and Residential Low Medium density zones, to allow for townhomes, duplexes, or other creative housing solutions that can be sold at a lower cost than detached, single-family homes to the populations in need of housing.
  3. Adjust zoning requirements to allow taller buildings and reduced setbacks in moderate- and higher density zones.
  4. Prioritize infill residential development by allowing an increase in densities and a streamlined development review process.
  5. Change the City's existing regulations, which already do a good job of encouraging ADUs/JADUs, to lessen setback and parking requirements for ADUs/JADUs in some areas.
  6. Review City General Plan land use policies immediately or during the next General Plan Update which may limit the number of residential units that may be built in a particular area, including imposing minimum lot size requirements, limiting residential development in areas impacted by the Nut Tree Airport, requiring 200-foot buffers between residential and industrial areas, and placing a maximum residential unit count that may be built in the City. These land use policies include: LU-P3.1, LU-P 11.4, and LU-P17.1, as described further in **Chapter 4**.
- **Timeframe:** Mid-Term (2 to 5 years).
  - **Lead City Department(s):** Community Development.
  - **Potential Partner(s):** NA.
  - **Potential Funding Source(s):** Existing City staff time.

**Strategy 2.5: Consider whether the permitted uses and boundaries of the Nut Tree Airport compatibility zones can be re-evaluated to accommodate additional housing.**

The Nut Tree Airport is located northeast of the City's downtown and is guided by the County Airport Land Use Plan, which establishes 6 compatibility zones around the airport that guide the acceptable and normally not acceptable uses, based on the proximity of the zone to the airport. The majority of Vacaville is located within zone D, which does not place any restrictions on the types of land uses allowed, with the exception of land uses that could cause a hazard to flights. Residential uses are prohibited in zones A, B, and C. The City could consider working with ALUC to study whether the boundaries can be revised or if the residential uses permitted in each zone can be restudied.

- **Timeframe:** Long-Term (5+ years).
- **Lead City Department(s):** Community Development.
- **Potential Partner(s):** Airport Land Use Commission.
- **Potential Funding Source(s):** Existing City staff time.

## **Goal 3: Create New Initiatives and Programs to Address Housing Needs**

Increasing the supply of housing and the diversity of housing types is important to ensure that market-rate housing can serve the majority of Vacaville residents. However, the socioeconomic conditions and residential market analyses show that City support is needed to create additional housing for underserved populations as well. The vast majority of households earning under \$50,000 per year are paying unsustainable amounts of their incomes towards rent, forcing them to cut back spending on other essentials and putting them at greater risk of eviction and homelessness. If these households are to remain in Vacaville, they will need a much greater supply of subsidized, rent-restricted housing units. Increased market-rate development will increase the overall housing supply, stabilizing rent and housing price escalation, but rents are unlikely to reduce to the point where there will be a significant supply of market-rate units affordable to households earning less than \$50,000 per year.

### **Strategy 3.1: Create a City staff position to serve as a centralized housing services coordinator for the City.**

Establish a new position to serve as a centralized housing services coordinator to further the production of affordable, infill, senior, ADU/JADU, executive, and other needed housing types. Duties of the housing services coordinator would include: evaluating infrastructure, financial feasibility, and other challenges facing development of needed housing and advancing solutions to overcome these challenges; maintaining an inventory of available sites for each needed housing type, recruiting developers, packaging funding for affordable housing projects, and providing technical assistance to homeowners and landowners who seek to build needed housing types.

The housing services coordinator would prioritize securing funds for affordable housing projects such as tax credit programs, California's Cap-and-Trade-Funded Affordable Housing and Sustainable Communities Program, State transit-oriented development funds, Senate Bill 2, the Governor's other new and evolving housing programs, and applicable federal programs, including the Housing and Urban Development HOME Program. For example, applying to become a Federal HOME Participating Jurisdiction would allow the City to receive an annual allocation of Federal HOME funds directly each year in lieu of having to competitively apply through the State.

The housing services coordinator would also evaluate and take steps to participate in other potential programs that could help the City acquire funding and facilitate partnerships to build needed housing, including the California Community Housing Agency and HCD's Prohousing designation program.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Housing and Community Services.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** New General or other City Fund appropriation.

### **Strategy 3.2: Continue to focus on opportunities to streamline the permitting process.**

The City should continue to explore ways to increase the production of housing through expediting the planning approval process, reducing housing project costs, and reducing development risk. The City should continue to reduce the time and expense of the planning approval process by offering ministerial-/staff-level review of infill or other targeted housing types and optimizing the electronic plan review and online permitting processes. The City should continually strive to streamline and simplify the building permit process using best practices from other cities to improve aspects of the process, including coordination with departments, consistency, and timeliness, to make the development experience as efficient and certain as possible.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** Existing City staff time; Senate Bill 2.

### **Strategy 3.3: Consider completing a City-sponsored and -funded CEQA analysis to clear desired infill sites.**

The CEQA requires environmental analysis of new development, unless the project is ministerial or categorically exempt, to identify and mitigate significant environmental impacts. Depending on the size and anticipated impacts of the project, the CEQA process can become expensive, further increasing development costs. Developers may be unaware of the full cost the CEQA process will incur based on unexpected environmental impacts. Performing the initial CEQA analysis to clear a site for development may be a barrier to developer investment because of the risks associated with uncertainty in the environmental review's outcome. The City could consider initiating its own CEQA analysis of affordable housing sites by creating an inventory of available sites and conducting a CEQA review of preliminary designs to pre-clear sites for affordable housing development. There was general support among participating developers for a citywide CEQA document that would clear infill sites and areas where the City would like to see residential development.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Community Development; Housing and Community Services.
- **Potential Partner(s):** Development Community.
- **Potential Funding Source(s):** Existing City staff time; Senate Bill 2.

**Strategy 3.4: Consider an inclusionary housing ordinance that requires a certain percentage of housing to be included in every project to meet very low-, low-, and moderate-income levels.**

Inclusionary zoning is a local zoning ordinance or land use policy that either requires or encourages housing developers to include a specified percentage of very low-, low-, and/or moderate-income housing in new residential developments. An inclusionary ordinance is one of the strongest tools available to cities for implementing affordable housing policies and creating new affordable units.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Community Development; Housing and Community Services.
- **Potential Partner(s):** Consulting technical support.
- **Potential Funding Source(s):** Existing City staff time.

**Strategy 3.5: Consider creating local housing construction funding sources to assist in funding needed housing.**

The City should take steps to evaluate the feasibility of enacting new measures that would raise local funding for the construction of affordable and other needed housing types. Funding sources to be evaluated could include a housing trust fund, an affordable housing commercial linkage fee, an increase in the City's sales tax or transient occupancy tax rate, a General Obligation (GO) bond, or other identified dedicated funding source.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Housing and Community Services.
- **Potential Partner(s):** California Department of Housing and Community Development (HCD).
- **Potential Funding Source(s):** New General or other City Fund appropriation.

**Strategy 3.6: Consider creating supportive housing-related programs for underserved populations.**

Supportive programs should be available for underserved populations, including students, young families, low-income families and individuals, teachers, seniors, and people with



disabilities. Programs could include first time buyers' and rental assistance, preservation of naturally occurring affordable housing, and tenant protections for seniors and low-income renters.

The City also should consider creating programs or establishing partnerships to address the high number of seniors living in single family homes and their desire to age in place, including ensuring adequate licensed home care, opportunities for shared housing arrangements, and other related programs.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Housing and Community Services.
- **Potential Partner(s):** California Department of Housing and Community Development (HCD).
- **Potential Funding Source(s):** New General or other City Fund appropriation.

## Implementation of the Housing Strategy

The proposed Vacaville Housing Strategy was developed based on input from the community and City Council and staff and consideration of what could be realistically implemented to facilitate the production of needed housing types over the next decade. The identification of near-term implementation actions is an initial step towards realizing the goals of encouraging a diversity of housing choices, addressing barriers to needed housing, and creating new housing-related initiatives and programs. Successful implementation will require the leadership of the City Council and City staff to continue to prioritize these implementation actions, as well as the financial and partner program resources of the public and private sectors. Successful implementation will also require the City to identify and measure metrics of success for each strategy, dedicate resources to provide ongoing management and calibration to ensure the City is meeting its goals, and work in partnership with public agencies, the development community, the community, and other identified stakeholders.

As a first step, the City should approve the Housing Strategy presented herein and ensure alignment with the forthcoming Housing Element. The following priority implementation actions are those identified to be undertaken in the next 1 to 2 years.

### Goal 1 Priority Implementation Actions

#### *Strategy 1.1: Encourage or require a diversity of housing types in individual development projects.*

- With consideration to housing demand estimates over the next decade, Community Development should identify target quantities of a diversity of housing types to be constructed in individual development projects, including two-, three-, and four-plexes, or other missing housing types.

- Convene a working group composed of representatives from the residential development community to solicit input and achieve support for updating planning regulations and facilitating needed housing types.
- Discuss with the residential development community the feasibility and incentives needed to construct prototypes not typically constructed in the City, including shared housing, cooperative housing, build-to-rent (single-family rentals), and the rent-to-own concept.
- With residential development community, City Council, and community support, Community Development should submit for City Council approval updated planning regulations to encourage or require new subdivisions to include two-, three-, and four-plexes, or other targeted missing housing types that are designed to look cohesive with adjacent single-family homes.

***Strategy 1.2: Facilitate the increased construction of ADUs/JADUs.***

- Solicit input from the community and otherwise identify ways to streamline the permitting process for ADU/JADU applications.
- Housing and Community Services and Community Development should work with Finance, and potentially retain consulting services, to evaluate the feasibility of reducing or waiving certain permitting fees to lower overall costs to produce this housing type.
- Housing and Community Services and Community Development should work with Information Technology to create a user-friendly page on the City's website to convey the incentives and financial and technical resources, including permit-ready design templates, available to support the construction of ADU/JADUs.
- Conduct research on existing financing programs (e.g., CalHFA ADU grant financing program, the City of Clovis' Cottage Home Program, or the City of Oakland's consolidated ADU application format) to create a similar City program.

***Strategy 1.3: Provide information to bolster community support related to the range of missing housing types in the City.***

- Identify City capacity or intention to retain consulting services to implement an outreach program to conduct information sessions with City staff, the City Council, and the community on various housing topics. The objective of these meetings will be to bolster community support for affordable and other needed housing.
- Develop a comprehensive outreach program consisting of a series of forums to convey need for diversity of housing types, solicit input and concerns regarding needed housing types, and provide information regarding residential development costs.
- Identify the scope of the outreach program, including the quantity and type of meetings and other methods of communicating information (i.e., social media, publications, community organizations).

## Goal 2 Priority Implementation Actions

### *Strategy 2.1: Encourage infill development*

- Identify residential development capacity totals in infill locations citywide.
- Secure State and federal funding (e.g., Strategic Growth Council funding; Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan Infrastructure Bill) for the purpose of evaluating infrastructure constraints related to infill residential development capacity.
- In conjunction with the **Strategy 1.1**, utilize working group of residential developers to discuss and resolve impediments to infill construction, including a discussion of amended development standards and financial incentives.
- Identify and facilitate through Capital Improvement Plan updates prioritized needed infrastructure improvements to support infill residential development capacity.

### *Strategy 2.2: Allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in parking requirements*

- Community Development staff should proactively determine a menu of options that would be available to developers to reduce the City's parking requirements, if feasibility or other constraints are properly documented.

### *Strategy 2.3: Address barriers associated with development fees to support increased housing development*

- As proposed in the April 2022 Public Review Draft City Development Impact Fee Update report, the City should approve development impact fees to be variable based on unit size and type for single-family housing types.
- In conjunction with **Strategy 1.1**, Housing and Community Services and Community Development should work with Finance, and potentially retain consulting services, to evaluate the feasibility of reducing or waiving certain permitting fees to lower overall costs to produce affordable housing, infill projects, and other targeted missing housing types to improve project feasibility.
- The City should add all development-related fee requirements to the City's website, including the Community Benefit Contribution Fee and the Benefit District Fee, which are not clearly shown on the City's typical fee schedule.

## Goal 3 Priority Implementation Actions

### *Strategy 3.1: Create a City staff position to serve as a centralized housing services coordinator for the City*

- Housing and Community Development should prepare a business case, including a detailed job description, required and desired qualifications, and a total compensation and benefits package total, to create a new position to serve as a centralized housing services coordinator for the City.

- Present business case for near-term City approval and conduct recruitment efforts to fill position.
- Housing and Community Services should identify ongoing, annual housing target and funding objectives and oversee centralized housing services coordinator duties, including: evaluating infrastructure, financial feasibility, and other challenges facing development of needed housing and advancing solutions to overcome these challenges; maintaining an inventory of available sites for each needed housing type, recruiting developers, securing and packaging funding for affordable housing projects, providing technical assistance to homeowners and landowners who seek to build needed housing types, and pursuing partnerships to build needed housing, including the California Community Housing Agency and HCD's Prohousing designation program.

***Strategy 3.2: Continue to focus on opportunities to streamline the permitting process.***

- In conjunction with **Strategy 1.2**, solicit input from City staff, residential developers, and the community to identify ways to streamline the permitting process for the construction of needed housing types.
- Conduct research on best practices from other cities to improve aspects of the process, including coordination with departments, consistency, and timeliness, to make the development experience as efficient and certain as possible.

## APPENDICES:

- Appendix A: Study Area Profile  
Supplemental Tables
- Appendix B: Residential Market Conditions  
Supplemental Tables
- Appendix C: Residential Demand  
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- Appendix D: Housing Community and  
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## APPENDIX A:

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**Table A-1**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Population Trends in Solano County (2010 - 2021)**

Jurisdiction	Total Population												2010 - 2020 Change	
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total	Percent
Vallejo	115,942	115,684	116,798	116,796	117,675	118,298	118,493	118,865	118,685	118,535	118,151	117,846	1,904	1.6%
Fairfield	105,321	105,835	107,111	109,148	110,508	111,889	112,961	115,151	116,067	116,885	117,553	118,005	12,684	12.0%
<b>Vacaville</b>	<b>92,428</b>	<b>92,262</b>	<b>92,594</b>	<b>92,758</b>	<b>93,187</b>	<b>93,845</b>	<b>95,388</b>	<b>96,774</b>	<b>97,350</b>	<b>97,706</b>	<b>98,339</b>	<b>98,041</b>	<b>5,613</b>	<b>6.1%</b>
Suisun City	28,111	27,970	28,167	28,399	28,576	28,821	28,904	29,065	29,077	29,035	28,907	28,882	771	2.7%
Benicia	26,997	26,871	27,057	27,160	27,290	27,422	27,436	27,507	27,386	27,248	27,114	27,111	114	0.4%
Dixon	18,351	18,264	18,392	18,542	19,006	19,100	19,248	19,497	19,672	19,905	19,932	20,197	1,846	10.1%
Unincorporated Solano County	18,834	18,769	18,890	18,957	19,091	19,183	19,228	19,303	19,255	19,221	19,152	18,365	(469)	-2.5%
Rio Vista	7,360	7,368	7,486	7,733	8,050	8,291	8,657	9,024	9,321	9,670	10,063	10,080	2,720	37.0%
County Total	413,344	413,023	416,495	419,493	423,383	426,849	430,315	435,186	436,813	438,205	439,211	438,527	25,183	6.1%

Source: California Department of Finance Table E-5; EPS.

**Table A-2  
Housing Needs Assessment and Strategy  
City of Vacaville  
Detailed Population and Household Trends (2010 - 2021)**

Item	City of Vacaville							Solano County						
	Total Population	Group Quarters Population [1]	Household Population	Year-over-Year Total Population Change	Households	Year-over-Year Household Change	Persons Per Household [1]	Total Population	Group Quarters Population	Household Population	Year-over-Year Total Population Change	Households	Year-over-Year Household Change	Persons Per Household
<b>Year</b>														
2010	92,428	8,022	84,406	-	31,089	-	2.72	413,344	12,452	400,892	-	141,758	-	2.83
2011	92,262	7,737	84,525	(0.2%)	31,306	0.7%	2.70	413,023	12,303	400,720	(0.1%)	142,496	0.5%	2.81
2012	92,594	7,206	85,388	0.4%	31,462	0.5%	2.71	416,495	11,808	404,687	0.8%	143,159	0.5%	2.83
2013	92,758	6,684	86,074	0.2%	31,680	0.7%	2.72	419,493	11,435	408,058	0.7%	144,192	0.7%	2.83
2014	93,187	6,383	86,804	0.5%	31,820	0.4%	2.73	423,383	11,189	412,194	0.9%	145,073	0.6%	2.84
2015	93,845	6,230	87,615	0.7%	31,976	0.5%	2.74	426,849	11,050	415,799	0.8%	145,736	0.5%	2.85
2016	95,388	6,578	88,810	1.6%	32,460	1.5%	2.74	430,315	11,244	419,071	0.8%	147,134	1.0%	2.85
2017	96,774	6,924	89,850	1.5%	32,780	1.0%	2.74	435,186	11,766	423,420	1.1%	148,388	0.9%	2.85
2018	97,350	6,481	90,869	0.6%	33,359	1.8%	2.72	436,813	11,314	425,499	0.4%	150,134	1.2%	2.83
2019	97,706	6,769	90,937	0.4%	33,593	0.7%	2.71	438,205	11,462	426,743	0.3%	151,083	0.6%	2.82
2020	98,339	7,122	91,217	0.6%	33,884	0.9%	2.69	439,211	11,760	427,451	0.2%	152,136	0.7%	2.81
2021	98,041	5,394	92,647	(0.3%)	34,518	1.9%	2.68	438,527	9,565	428,962	(0.2%)	152,877	0.5%	2.81
<b>2010 - 2021 Change</b>	<b>5,613</b>	<b>(2,628)</b>	<b>8,241</b>	<b>6.1%</b>	<b>3,429</b>	<b>11.0%</b>		<b>25,183</b>	<b>(2,887)</b>	<b>28,070</b>	<b>6.1%</b>	<b>11,119</b>	<b>7.8%</b>	

Source: California Department of Finance Table E-5; EPS.

[1] Includes household population only.

**Table A-3  
Housing Needs Assessment and Strategy  
City of Vacaville  
Race and Ethnicity (2010 - 2019)**

Item	City of Vacaville					Solano County				
	2010		2019		% Change 2010 - 2019	2010		2019		% Change 2010 - 2019
	Total	% [2]	Total	%		Total	%	Total	%	
<b>Race or Ethnicity [1]</b>										
White	52,780	57.4%	45,786	45.5%	(13.3%)	167,985	40.5%	165,752	37.0%	(1.3%)
Black	9,146	9.9%	8,376	8.3%	(8.4%)	61,181	14.8%	59,764	13.4%	(2.3%)
American Indian and Alaska Native	572	0.6%	741	0.7%	29.5%	1,777	0.4%	1,130	0.3%	(36.4%)
Asian	5,183	5.6%	10,865	10.8%	109.6%	59,395	14.3%	68,374	15.3%	15.1%
Native Hawaiian or Other Pacific Islander	434	0.5%	826	0.8%	90.3%	3,803	0.9%	3,775	0.8%	(0.7%)
Some Other Race	582	0.6%	206	0.2%	(64.6%)	1,190	0.3%	1,052	0.2%	(11.6%)
Two or More Races	3,787	4.1%	6,818	6.8%	80.0%	18,955	4.6%	25,693	5.7%	35.5%
Hispanic or Latino (any race)	19,444	21.2%	27,051	26.9%	39.1%	100,019	24.1%	122,103	27.3%	22.1%
<b>Total</b>	<b>91,928</b>	<b>100.0%</b>	<b>100,669</b>	<b>100.0%</b>	<b>-</b>	<b>414,305</b>	<b>100.0%</b>	<b>447,643</b>	<b>100.0%</b>	<b>-</b>

Source: American Community Survey 1-Year Estimates Table B03002; EPS.

[1] All races include only non-Hispanic/ Latino respondents. Hispanic or Latino respondents of any race are included in the "Hispanic or Latino (any race)" category.

[2] Percentages may not add to 100 due to rounding.

**Table A-4  
Housing Needs Assessment and Strategy  
City of Vacaville  
Age (2010 - 2019)**

Item	City of Vacaville					Solano County				
	2010		2019		% Change 2010 - 2019	2010		2019		% Change 2010 - 2019
	Total	%	Total	%		Total	%	Total	%	
<b>Age Range</b>										
Under 5 years	5,546	6.0%	6,563	6.5%	18.3%	26,732	6.5%	26,732	6.0%	0.0%
5 - 19 years	18,344	19.8%	18,420	18.3%	0.4%	85,749	20.7%	81,875	18.3%	-4.5%
20 - 34 years	20,343	22.0%	21,231	21.1%	4.4%	84,720	20.4%	93,767	20.9%	10.7%
35 - 54 years	29,374	31.7%	27,128	26.9%	(7.6%)	118,192	28.5%	112,749	25.2%	-4.6%
55- 64 years	10,085	10.9%	13,319	13.2%	32.1%	51,394	12.4%	59,906	13.4%	16.6%
65 and years	8,931	9.6%	14,008	13.9%	56.8%	47,518	11.5%	72,614	16.2%	52.8%
<b>Total</b>	<b>92,623</b>	<b>100.0%</b>	<b>100,669</b>	<b>100.0%</b>	<b>8.7%</b>	<b>414,305</b>	<b>100.0%</b>	<b>447,643</b>	<b>100.0%</b>	<b>8.0%</b>
<b>Median Age</b>	<b>36.4</b>		<b>37.6</b>			<b>36.6</b>		<b>38.5</b>		

Source: American Community Survey 1-Year Estimates Table DP05; EPS.



**Table A-6**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Income Distribution (2010 and 2019)**

Item	Median Household Income Nominal	Median Household Income (\$2019)	Less than \$49,999 [1]	\$50,000 - \$74,999	\$75,000 or more	Less than \$15,000	\$15,000 - \$24,999	\$25,000 - \$34,999	\$35,000 - \$49,999	\$50,000 - \$74,999	\$75,000 - \$99,999	\$100,000 - \$149,999	\$150,000 - \$199,999	\$200,000 or more
<b>City of Vacaville</b>														
2010	\$71,706	\$87,638	30.2%	23.1%	46.7%	6.0%	5.7%	6.9%	11.6%	23.1%	14.7%	19.8%	7.7%	4.5%
2019	\$91,302	\$91,302	26.0%	13.5%	60.4%	7.1%	3.9%	5.6%	9.4%	13.5%	15.5%	21.8%	12.0%	11.1%
<b>Solano County</b>														
2010	\$63,384	\$77,467	37.0%	21.3%	41.7%	9.4%	7.5%	8.5%	11.6%	21.3%	14.2%	17.1%	6.9%	3.5%
2019	\$86,652	\$86,652	26.9%	16.0%	57.1%	6.6%	4.3%	6.3%	9.7%	16.0%	15.6%	20.5%	10.9%	10.1%

Source: American Community Survey Table 1-Year Estimates Table S1001; EPS.

[1] Distributions based on nominal dollars.

**Table A-7  
Housing Needs Assessment and Strategy  
City of Vacaville  
Housing Tenure (2010 - 2019)**

Item	City of Vacaville				Solano County			
	2010		2019		2010		2019	
	Total	%	Total	%	Total	%	Total	%
<b>Tenure</b>								
Renter occupied	10,262	36.1%	12,433	38.2%	52,587	37.5%	56,851	37.8%
Homeowner occupied	18,168	63.9%	20,127	61.8%	87,615	62.5%	93,542	62.2%
<b>Total</b>	<b>28,430</b>	<b>100%</b>	<b>32,560</b>	<b>100%</b>	<b>140,202</b>	<b>100%</b>	<b>150,393</b>	<b>100%</b>

Source: American Community Survey Table 1-Year estimates Table DP04; EPS.

**Table A-8  
Housing Needs Assessment and Strategy  
City of Vacaville  
Tenure by Units In Structure (2019)**

Item	City of Vacaville			Solano County		
	Owner-Occupied	Renter Occupied	Share Renter Occupied	Owner-Occupied	Renter Occupied	Share Renter Occupied
<b>Unit Type</b>						
Detached Single-Family	18,443	5,196	22.0%	83,412	24,032	22.4%
Attached Single-Family	568	409	41.9%	3,255	3,613	52.6%
Duplex	8	285	97.3%	358	2,393	87.0%
3 to 4 unit building	168	1,646	90.7%	545	7,229	93.0%
5 + unit building	188	4,517	96.0%	1,346	19,552	93.6%
Mobile Home	887	303	25.5%	3,120	826	20.9%
Boat, RV, Van, Other	24	56	70.0%	113	71	38.6%
<b>Total</b>	<b>20,286</b>	<b>12,412</b>	<b>38.0%</b>	<b>92,149</b>	<b>57,716</b>	<b>38.5%</b>

Source: American Community Survey 2015-2019 5-Year Estimates, Table 25032; EPS.



**Table A-9  
Housing Needs Assessment and Strategy  
City of Vacaville  
Household Size and Tenure (2010 and 2019)**

Item	2010		2019		Change (2010 - 2019)
	Total	%	Total	%	
<b>Renter Occupied Households</b>					
1-person	3,083	30.6%	3,373	27.2%	9.4%
2-person	2,680	26.6%	3,329	26.8%	24.2%
3-person	1,687	16.8%	2,413	19.4%	43.0%
4+ -person	2,612	26.0%	3,297	26.6%	26.2%
<b>Total</b>	<b>10,062</b>	<b>100.0%</b>	<b>12,412</b>	<b>100.0%</b>	<b>23.4%</b>
<b>Owner Occupied</b>					
1-person	3,769	18.9%	3,923	19.3%	4.1%
2-person	6,890	34.6%	7,171	35.3%	4.1%
3-person	3,622	18.2%	3,435	16.9%	-5.2%
4+ -person	5,653	28.4%	5,757	28.4%	1.8%
<b>Total</b>	<b>19,934</b>	<b>100.0%</b>	<b>20,286</b>	<b>100.0%</b>	<b>1.8%</b>
<b>Total</b>					
1-person	6,852	22.8%	7,296	22.3%	6.5%
2-person	9,570	31.9%	10,500	32.1%	9.7%
3-person	5,309	17.7%	5,848	17.9%	10.2%
4+ -person	8,265	27.6%	9,054	27.7%	9.5%
<b>Total</b>	<b>29,996</b>	<b>100.0%</b>	<b>32,698</b>	<b>100.0%</b>	<b>9.0%</b>

Source: American Community Survey Table 5-Year estimates Table B25009; EPS.

**Table A-10**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Household Size and Tenure by Age of Householder (2019)**

Item	Owner Occupied		Renter Occupied	
	Total	Share	Total	Share
<b>1-person household</b>				
15 to 54 years	958	36.9%	1,637	63.1%
55 to 64 years	903	61.3%	570	38.7%
65 to 74 years	996	62.4%	600	37.6%
75 years and over	1,066	65.3%	566	34.7%
<b>2-or-more-person household</b>				
15 to 54 years	8,705	54.4%	7,306	45.6%
55 to 64 years	3,908	78.5%	1,070	21.5%
65 to 74 years	2,575	87.0%	386	13.0%
75 years and over	1,175	80.9%	277	19.1%

Source: American Community Survey 5-year estimates 2015-2019, Table B25116.

**Table A-11**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Living Arrangements for Adults 18 Years and Older**

	2015		2019	
	City of Vacaville	State of California	City of Vacaville	State of California
<b>All over 18</b>				
Lives Alone	10.2%	10.6%	9.8%	10.6%
Living with Spouse	46.5%	43.4%	54.3%	43.5%
Living with Unmarried Partner	7.5%	6.0%	6.5%	6.1%
Living with Parents	14.6%	15.0%	14.8%	15.4%
Living with Other Relatives	17.4%	17.1%	11.8%	16.7%
Living with Nonrelatives	3.8%	7.9%	2.7%	7.7%
Total Over 18	66,929	29,225,910	70,310	29,816,567
<b>18-34 Year Olds</b>				
Lives Alone	2.5%	5.1%	4.1%	5.3%
Living with Spouse	24.0%	19.6%	33.9%	19.0%
Living with Unmarried Partner	10.3%	8.4%	9.2%	8.3%
Living with Parents	34.1%	38.1%	40.4%	39.5%
Living with Other Relatives	21.8%	15.0%	8.7%	14.5%
Living with Nonrelatives	7.1%	13.8%	3.6%	13.4%
Total 18-34 Year Olds	22,384	9,363,171	21,485	9,300,854

Source: American Community Survey 1-Year Estimates Table B09021, EPS.

**Table A-12**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Overall Rent Burden (2019)**

Item	City of Vacaville		Solano County	
	Total Renter Households	Share of Renter Households [2]	Total Renter Households	Share of Renter Households [2]
<b>Rent as a Percentage of Household Income [1]</b>				
Less than 30% of Income	5,555	44.8%	25,558	44%
30% to 50% of Income	3,774	30.4%	15,152	26%
More than 50% of Income	2,711	21.8%	14,592	25%
<b>Total Renter Households</b>	<b>12,412</b>	<b>97%</b>	<b>57,716</b>	<b>96%</b>

Source: American Community Survey 2015-2019 5-Year Estimates, Table 25074; EPS.

[1] The US Department of Housing and Urban Development defines a household spending more than 30 percent of their income on housing as "rent burdened." Households spending more than 50 percent of income on housing are considered "severely rent burdened."

[2] Totals do not add to 100% because a subset of households did not have their income-to-rent ratio computed by the American Community Survey, either because they pay no rent or because they reported zero or negative income.

**Table A-13  
Housing Needs Assessment and Strategy  
City of Vacaville  
Rent as a Percentage of Household Income by Household Income (2019)**

Rent Burden by Income Bracket [1]	City of Vacaville		Solano County	
	Total Renter Households	Share within Income Bracket	Total Renter Households	Share within Income Bracket
<b>Less than \$20,000</b>				
Less than 30%	252	14%	676	7%
30% to 50%	175	10%	761	8%
More than 50%	1,229	68%	6,550	72%
<b>Total [2]</b>	<b>1,795</b>	<b>92%</b>	<b>9,047</b>	<b>88%</b>
<b>\$20,000 to \$49,999</b>				
Less than 30%	438	13%	2,084	13%
30% to 50%	1,518	45%	6,459	40%
More than 50%	1,341	40%	7,285	45%
<b>Total [2]</b>	<b>3,355</b>	<b>98%</b>	<b>16,349</b>	<b>97%</b>
<b>\$50,000 to \$74,999</b>				
Less than 30%	881	35%	4,756	42%
30% to 50%	1,388	56%	5,627	50%
More than 50%	128	5%	684	6%
<b>Total [2]</b>	<b>2,494</b>	<b>96%</b>	<b>11,340</b>	<b>98%</b>
<b>\$75,000 to \$99,999</b>				
Less than 30%	965	60%	5,595	73%
30% to 50%	584	37%	1,785	23%
More than 50%	13	1%	73	1%
<b>Total [2]</b>	<b>1,597</b>	<b>98%</b>	<b>7,671</b>	<b>97%</b>
<b>\$100,000 or more</b>				
Less than 30%	3,019	95%	12,447	94%
30% to 50%	109	3%	520	4%
More than 50%	-	0%	-	0%
<b>Total [2]</b>	<b>3,171</b>	<b>99%</b>	<b>13,309</b>	<b>97%</b>

Source: American Community Survey 2015-2019 5-Year Estimates, Table 25032; EPS.

[1] See Table 9 for a definition of rent burden.

[2] Totals do not add to 100% because a subset of households did not have their income-to-rent ratio computed by the American Community Survey, either because they pay no rent or because they reported zero or negative income.

**Table A-14**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Owner's Costs as a Percentage of Household Income by Household Income (2019)**

Housing Cost Burden by Income Bracket [1]	City of Vacaville			Solano County		
	Owner- Occupied Households	Share within Income Bracket	Share with Mortgage	Owner- Occupied Households	Share within Income Bracket	Share with Mortgage
<b>Less than \$20,000</b>						
Less than 30%	-	0.0%		815	16.6%	
30% or more	585	100.0%		3,451	70.1%	
Not Computed	-	0.0%		657	13.3%	
<b>Total</b>	<b>585</b>	<b>100.0%</b>	<b>2.8%</b>	<b>4,923</b>	<b>100.0%</b>	<b>2.8%</b>
<b>\$20,000 to \$49,999</b>						
Less than 30%	1,555	57.9%		6,229	48.4%	
30% or more	1,131	42.1%		6,641	51.6%	
Not Computed	-	0.0%		-	0.0%	
<b>Total</b>	<b>2,686</b>	<b>100.0%</b>	<b>6.0%</b>	<b>12,870</b>	<b>100.0%</b>	<b>6.0%</b>
<b>\$50,000 to \$74,999</b>						
Less than 30%	989	37.9%		7,348	55.0%	
30% or more	1,620	62.1%		6,007	45.0%	
Not Computed	-	0.0%		-	0.0%	
<b>Total</b>	<b>2,609</b>	<b>100.0%</b>	<b>11.4%</b>	<b>13,355</b>	<b>100.0%</b>	<b>13.5%</b>
<b>\$75,000 to \$99,999</b>						
Less than 30%	2,003	67.1%		9,292	67.1%	
30% or more	982	32.9%		4,549	32.9%	
Not Computed	-	0.0%		-	0.0%	
<b>Total [1]</b>	<b>2,985</b>	<b>100.0%</b>	<b>76.4%</b>	<b>13,841</b>	<b>100.0%</b>	<b>72.0%</b>
<b>\$100,000 or more</b>						
Less than 30%	10,632	94.4%		44,617	91.9%	
30% or more	630	5.6%		3,936	8.1%	
Not Computed	-	0.0%		-	0.0%	
<b>Total</b>	<b>11,262</b>	<b>100.0%</b>	<b>N/A</b>	<b>48,553</b>	<b>100.0%</b>	<b>N/A</b>

Source: American Community Survey 2015-2019 5-Year Estimates, Table S2506; EPS.

[1] The top income bracket on ACS Table S2506 for share of households with a mortgage by income is \$75,000 or more. The share of households with a mortgage in this row refers to this income bracket, not the \$75,000 to \$99,999 income bracket for the table.

**Table A-15**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Detailed Descriptions of National Industrial Classification Systems Industries**

NAICS Code	NAICS Label	Description	Examples of Sub-Industry Categories
11	Ag., Forestry, Fishing and Hunting (11)	Activities of this sector are growing crops, raising animals, harvesting timber, and harvesting fish and other animals from farms, ranches, or the animals' natural habitats.	Crop Production (111); Logging (1133); Hunting and Trapping (1142); Support Activities for Crop Production, Animal Production, and Forestry (1151 - 1153)
21	Mining, Quarrying, Oil & Gas Extr. (21)	Activities of this sector are extracting naturally occurring mineral solids, such as coal and ore; liquid minerals, such as crude petroleum; and gases, such as natural gas; and beneficiating (e.g., crushing, screening, washing, and flotation) and other preparation at the mine site, or as part of mining activity.	Oil and Gas Extraction (211); Metal Ore Mining (2122); Support Activities for Mining (213)
22	Utilities (22)	Activities of this sector are generating, transmitting, and/or distributing electricity, gas, steam, and water and removing sewage through a permanent infrastructure of lines, mains, and pipe.	Electric Power Generation, Transmission and Distribution (2211); Natural Gas Distribution (2212); Water, Sewage, and Other Systems (2213)
23	Construction (23)	Activities of this sector are erecting buildings and other structures (including additions); heavy construction other than buildings; and alterations, reconstruction, installation, and maintenance and repairs.	Construction of Buildings (236); Specialty Trade Contractors (238); Land Subdivision (2372)
31	Manufacturing (31-33)	Activities of this sector are the mechanical, physical, or chemical transformation of materials, substances, or components into new products.	Food Manufacturing (311); Textile Mills (313); Chemical Manufacturing (325); Computer and Electronic Product Manufacturing (334)
42	Wholesale Trade (42)	Activities of this sector are selling or arranging for the purchase or sale of goods for resale; capital or durable nonconsumer goods; and raw and intermediate materials and supplies used in production, and providing services incidental to the sale of the merchandise.	Lumber and Other Construction Materials Merchant Wholesalers (4233); Machinery, Equipment, and Supplies Merchant Wholesalers (4238); Miscellaneous Nondurable Goods Merchant Wholesalers (4294) [including: Farm Supplies (424910), Tobacco and Tobacco Product (424940), etc.]
44	Retail Trade (44-45)	Activities of this sector are retailing merchandise generally in small quantities to the general public and providing services incidental to the sale of the merchandise.	Motor Vehicle and Parts Dealers (441); Grocery Stores (4451); Gasoline Stations (447); Electronics and Appliance Stores (4431)
48	Transportation and Warehousing (48-49)	Activities of this sector are providing transportation of passengers and cargo, warehousing and storing goods, scenic and sightseeing transportation, and supporting these activities.	Air, Rail, Water, and Truck Transportation (481 - 484); Postal Service (491); Warehousing and Storage (4931)
51	Information (51)	Activities of this sector are distributing information and cultural products, providing the means to transmit or distribute these products as data or communications, and processing data.	Publishing Industries (except Internet) (511); Software Publishers (5112); Motion Picture and Sound Recording Industries (512); Telecommunications (517); Data Processing, Hosting, and Related Services (518)
52	Finance and Insurance (52)	Activities of this sector involve the creation, liquidation, or change in ownership of financial assets (financial transactions) and/or facilitating financial transactions.	Credit Intermediation and Related Activities (522); Securities and Commodity Exchanges (5232); Insurance Carriers (5241)
53	Real Estate and Rental Leasing (53)	Activities of this sector are renting, leasing, or otherwise allowing the use of tangible or intangible assets (except copyrighted works), and providing related services.	Real Estate (531); Offices of Real Estate Agents and Brokers (5312); Automotive Equipment Rental and Leasing (5321); Lessors of Nonfinancial Intangible Assets (except Copyrighted Works) (533)
54	Prof., Scientific, and Tech. Services (54)	Activities of this sector are performing professional, scientific, and technical services for the operations of other organizations.	Legal Services (5411); Accounting, Tax Preparation, Bookkeeping, and Payroll Services (5412); Marketing Consulting Services (541613); Research and Development in Biotechnology (except Nanotechnology) (541714)

**Table A-15  
Housing Needs Assessment and Strategy  
City of Vacaville  
Detailed Descriptions of National Industrial Classification Systems Industries**

NAICS Code	NAICS Label	Description	Examples of Sub-Industry Categories
55	Mgmt of Companies and Enterprises (55)	Activities of this sector are the holding of securities of companies and enterprises, for the purpose of owning controlling interest or influencing their management decisions, or administering, overseeing, and managing other establishments of the same company or enterprise and normally undertaking the strategic or organizational planning and decision-making role of the company or enterprise.	Management of Companies and Enterprises (5511); Offices of Bank and Other Holding Companies (551111, 551112); Corporate, Subsidiary, and Regional Managing Offices (551114)
56	Admin., Support & Waste Mgmt Svcs (56)	Activities of this sector are performing routine support activities for the day-to-day operations of other organizations.	Office Administrative Services (5611); Employment Services (5613); Investigation and Security Services (5616); Waste Treatment and Disposal (5622)
61	Educational Services (61)	Activities of this sector are providing instruction and training in a wide variety of subjects.	Elementary and Secondary Schools (6111); Professional and Management Development Training (611430); Technical and Trade Schools (6115); Educational Support Services (6117)
62	Health Care and Social Assistance (62)	Activities of this sector are providing health care and social assistance for individuals.	Offices of Physicians (6211); Offices of Dentists (6212); Outpatient Care Centers (6214); Ambulance Services (621910); Community Food and Housing, and Emergency and Other Relief Services (6242); Child Day Care Services (6244)
71	Arts, Entertainment, and Recreation (71)	Activities of this sector are operating or providing services to meet varied cultural, entertainment, and recreational interests of their patrons.	Performing Arts Companies (7111); Dance Companies (711120); Racetracks (711212); Museums (712110); Amusement and Theme Parks (7131); Gambling Industries (7132)
72	Accommodation and Food Services (72)	Activities of this sector are providing customers with lodging and/or preparing meals, snacks, and beverages for immediate consumption.	Hotels and Motels, and Casino Hotels (721110, 721120); RV Parks and Campgrounds (721211); Restaurants and Other Eating Places (7225)
81	Other Services (except Public Admin.) (81)	Activities of this sector are providing services not elsewhere specified, including repairs, religious activities, grantmaking, advocacy, laundry, personal care, death care, and other personal services.	Automotive Repair and Maintenance (8111); Barber Shops and Beauty Salons (812111, 812112); Drycleaning and Laundry Services (8123); Religious Organizations (8131); Civic and Social Organizations (8134)
92	Public Administration (9A-9B)	Activities of this sector are administration, management, and oversight of public programs by Federal, State, and local governments.	State and Local Government Education (i.e., school districts; educational institutions), Hospitals, and Health Services; Federal Government Military and Other; Executive, Legislative, and Other General Government Support (9211); Justice, Public Order, and Safety Activities (9221); Administration of Environmental Quality Programs (9241); Space Research and Technology (9271)

Source: IMPLAN; North American Industry Classification System (NAICS) Manual, 2017: EPS.



**Table A-16  
Housing Needs Assessment and Strategy  
City of Vacaville  
Jobs Housing Balance (2010 - 2019)**

Year	City of Vacaville			Solano County		
	Jobs	Housing Units	Jobs: Housing Ratio	Jobs	Housing Units	Jobs: Housing Ratio
2000 [1]	22,578	28,675	0.79	117,832	134,513	0.88
2010	27,477	32,814	0.84	122,176	152,698	0.80
2018	33,955	34,884	0.97	153,559	158,786	0.97
2019	34,802	35,095	0.99	140,695	159,586	0.88

Source: California Department of Finance Table E-5, Association of Bay Area Governments Projections 2040; EPS.

[1] Jobs for year 2000 are based on 2002 OnTheMap estimates, the earliest year for which data is available.

**Table A-17**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Commuting Patterns (2019)**

Item	City of Vacaville		Solano County	
	Count	% of Total	Count	% of Total
<b>Mean Commute Time (minutes) [1]</b>	28.7		33.2	
<b>Resident Workers</b>				
Residents both Living and Employed in the Study Area	9,748	21.9%	69,749	34.2%
Residents Living in the Study Area but Employed Outside (Outflow)	34,705	78.1%	133,904	65.8%
<b>Subtotal Resident Workers</b>	<b>44,453</b>	<b>100.0%</b>	<b>203,653</b>	<b>100.0%</b>
<b>Employment</b>				
Residents both Living and Employed in the Study Area	9,748	28.0%	69,749	49.6%
Workers Employed in the Study Area but Living Outside	25,054	72.0%	70,946	50.4%
<b>Total Employment in Area (Inflow)</b>	<b>34,802</b>	<b>100.0%</b>	<b>140,695</b>	<b>100.0%</b>
Inflow/Outflow Ratio [2]	100.3%		105.1%	

Source: U.S. Census OnTheMap 2010, 2019; U.S. Census ACS 5-Year Estimates Table S0801 2018; EPS.

[1] Mean commute times derived from US Census American Community Survey data as of 2018.

[2] The inflow/outflow ratio is the percentage of residents living in the specified area that travel outside of that area for work compared to the total employment for that specified area.

**Table A-18**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Commute Origin for Workers Employed in City of Vacaville (2010 & 2019)**

Item	2010		2019		% Change 2010 - 2019
	Number of Workers	Share of Workers	Number of Workers	Share of Workers	
<b>County of Residence</b>					
Solano County	13,908	50.6%	17,284	49.7%	24.3%
Sacramento County	2,889	10.5%	3,649	10.5%	26.3%
Yolo County	1,541	5.6%	1,966	5.6%	27.6%
Contra Costa County	1,077	3.9%	1,734	5.0%	61.0%
Alameda County	797	2.9%	1,111	3.2%	39.4%
San Joaquin County	579	2.1%	948	2.7%	63.7%
Napa County	557	2.0%	889	2.6%	59.6%
Santa Clara County	622	2.3%	824	2.4%	32.5%
Sonoma County	615	2.2%	765	2.2%	24.4%
Placer County	534	1.9%	667	1.9%	24.9%
All Other Locations	4,358	15.9%	4,965	14.3%	13.9%
<b>Total</b>	<b>27,477</b>	<b>100%</b>	<b>34,802</b>	<b>100%</b>	<b>26.7%</b>

Source: US Census Bureau OnTheMap; EPS.

**Table A-19**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Commute Distance for Workers Employed in City of Vacaville (2010 & 2019)**

Item	2010		2019		% Change 2010 - 2019
	Number of Workers	Share of Workers	Number of Workers	Share of Workers	
<b>Commute Distance [1]</b>					
Less than 10 miles	12,155	44.2%	14,967	43.0%	23.1%
10 to 24 miles	3,508	12.8%	4,723	13.6%	34.6%
25 to 50 miles	6,534	23.8%	8,665	24.9%	32.6%
Greater than 50 miles	5,280	19.2%	6,447	18.5%	22.1%
<b>Total</b>	<b>27,477</b>	<b>100%</b>	<b>34,802</b>	<b>100%</b>	<b>26.7%</b>

Source: US Census Bureau OnTheMap; EPS.

[1] Based on distance between workers' residence census block and place of work census block.

**Table A-20**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Worker Earnings by Place of Work or Residence**

Item	Labor Force		Jobs	
	Total [1]	% of total	Total [1]	% of total
<b>Income Group</b>				
Less than \$9,999	5,187	11.7%	5,623	15.0%
\$10,000 to \$24,999	7,270	16.4%	7,212	19.2%
\$25,000 to \$49,999	10,658	24.1%	9,617	25.6%
\$50,000 to \$74,999	8,485	19.2%	5,814	15.5%
\$75,000 or more	12,607	28.5%	9,241	24.6%
<b>Total</b>	<b>44,207</b>	<b>100.0%</b>	<b>37,507</b>	<b>100%</b>

Source: American Community Survey 5-Year Estimates Table B08119 and B08519; ABAG/MTC; EPS.

[1] Includes all workers 16 years of age and over.

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## APPENDIX B:

### Residential Market Conditions Supplemental Tables

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**Table B-1  
City of Vacaville  
Housing Needs Assessment and Strategy  
Units Permitted by Year (2008 - 2021)**

Item	City of Vacaville					Solano County				
	1-Unit	2-Unit	3- and 4- Unit	5-Unit +	Total	1-Unit	2-Unit	3- and 4-Unit	5-Unit +	Total
<b>Year</b>										
2008	143	-	-	228	371	300	-	4	228	532
2009	304	-	-	-	304	559	-	-	-	559
2010	214	-	-	-	214	438	-	-	-	438
2011	140	-	-	-	140	377	-	-	-	377
2012	97	-	-	-	97	475	-	-	-	475
2013	125	-	-	222	347	491	-	-	235	726
2014	138	-	-	-	138	610	-	-	-	610
2015	369	-	-	56	425	805	2	-	342	1,149
2016	337	-	-	-	337	618	-	-	63	681
2017	276	-	-	-	276	615	-	4	228	847
2018	196	-	-	24	220	584	-	4	228	816
2019	378	-	-	-	378	816	-	4	228	1,048
2020	416	-	-	245	661	855	-	4	228	1,087
2021	251	-	-	220	471	606	-	4	228	838
<i>Average Per Year (2008-2020)</i>	261	-	-	65	326	629	-	2	148	779
<b>Total 2008 - 2021</b>	<b>3,384</b>	<b>-</b>	<b>-</b>	<b>995</b>	<b>4,379</b>	<b>8,149</b>	<b>2</b>	<b>24</b>	<b>2,008</b>	<b>10,183</b>

Source: United States Department of Housing and Urban Development State of the Cities Database; EPS.

**Table B-2**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Housing Units in Solano County (2010 - 2020)**

Jurisdiction	Total Housing Units											2010 - 2020 Change	
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total	Percent
<b>Vallejo</b>	44,433	44,473	44,548	44,584	44,637	44,638	44,656	44,706	44,725	44,741	44,815	382	0.9%
<b>Fairfield</b>	37,184	37,384	37,547	37,819	38,045	38,404	38,682	39,237	39,599	39,847	40,220	3,036	8.2%
<b>Vacaville</b>	<b>32,814</b>	<b>33,020</b>	<b>33,158</b>	<b>33,286</b>	<b>33,409</b>	<b>33,564</b>	<b>34,006</b>	<b>34,317</b>	<b>34,884</b>	<b>35,095</b>	<b>35,389</b>	<b>2,575</b>	<b>7.8%</b>
<b>Suisun City</b>	9,454	9,454	9,454	9,454	9,459	9,493	9,493	9,514	9,549	9,559	9,563	109	1.2%
<b>Benicia</b>	11,306	11,316	11,327	11,326	11,327	11,329	11,331	11,332	11,341	11,344	11,348	42	0.4%
<b>Dixon</b>	6,172	6,178	6,178	6,178	6,297	6,297	6,328	6,389	6,468	6,573	6,614	442	7.2%
<b>Unincorporated Solano County</b>	7,445	7,453	7,460	7,464	7,476	7,483	7,496	7,514	7,528	7,549	7,569	124	1.7%
<b>Rio Vista</b>	3,890	3,914	3,940	4,000	4,132	4,232	4,383	4,546	4,692	4,878	5,096	1,206	31.0%
<b>County Total</b>	141,392	141,876	142,285	142,785	143,455	144,111	145,044	146,223	147,445	148,242	149,266	7,874	5.6%

Source: California Department of Finance Table E-5;EPS.

**Table B-3  
Housing Needs Assessment and Strategy  
City of Vacaville  
Units in Structure (2010 and 2020)**

<b>Item</b>	<b>Single Detached</b>	<b>Single Attached</b>	<b>Two to Four</b>	<b>Five Plus</b>	<b>Mobile Homes</b>
<b>City of Vacaville</b>					
2010	23,441	1,101	2,257	4,879	1,136
2020	25,391	1,103	2,257	5,502	1,136
Percent Increase (2010 - 2020)	8.3%	0.2%	0.0%	12.8%	0.0%
<b>Solano County</b>					
2010	109,059	6,592	11,213	21,252	4,582
2020	115,476	6,809	11,278	22,424	4,627
Percent Increase (2010 - 2020)	5.9%	3.3%	0.6%	5.5%	1.0%
<b>State of California</b>					
2010	7,959,078	966,440	1,110,620	3,076,519	557,647
2020	8,231,434	996,863	1,143,264	3,397,665	560,817
Percent Increase (2010 - 2020)	3.4%	3.1%	2.9%	10.4%	0.6%

Source: California Department of Finance Table E-5; EPS.

**Table B-4  
Housing Needs Assessment and Strategy  
City of Vacaville  
Age of Structure by Tenure in City of Vacaville (2019)**

Item	Renter Occupied		Owner Occupied	
	Total	Percent of Total	Total	Percent of Total
<b>Year Structure Built</b>				
Built 2014 or Later	204	1.6%	516	2.6%
Built 2010 - 2013	261	2.1%	632	3.1%
2000 - 2009	1,353	10.9%	2,531	12.5%
1990 - 1999	1,847	14.9%	3,843	19.0%
<b>Subtotal Post-1990</b>	<b>3,665</b>	<b>30%</b>	<b>7,522</b>	<b>37%</b>
<hr/>				
<b>Year Structure Built</b>				
1980 - 1989	3,015	24.3%	4,348	21.5%
1970 - 1989	3,426	27.6%	5,358	26.5%
Before 1970	2,306	18.6%	2,973	14.7%
<b>Total</b>	<b>12,412</b>	<b>100%</b>	<b>20,201</b>	<b>100%</b>

Source: American Community Survey 2015 -2019 5-Year Estimates Table B25126, EPS.

**Table B-5  
Housing Needs Assessment and Strategy  
City of Vacaville  
Number of Bedrooms by Tenure in City of Vacaville (2019)**

Item	Renter Occupied		Owner Occupied	
	Total	Percent of Total	Total	Percent of Total
<b>Number of Bedrooms in Unit</b>				
0 (Studio)	367	3.0%	78	0.4%
1	2,662	21.4%	289	1.4%
2	4,364	35.2%	2,464	12.1%
3	3,313	26.7%	8,481	41.8%
4	1,568	12.6%	7,520	37.1%
5 or more	138	1.1%	1,454	7.2%
<b>Total Units</b>	<b>12,412</b>	<b>100%</b>	<b>20,286</b>	<b>100%</b>

Source: American Community Survey 2015 -2019 5-Year Estimates Table B25042, EPS.

**Table B-6**  
**Housing Needs Assessment and Strategy**  
**City of Vacaville**  
**Vacancy Rate of Rental Apartments in Vacaville (2010 - 2021)**

Item	Market-Rate			Below Market Rate [1]			Senior-Only [1]			All Units		
	Total Units	Vacant	Vacancy Rate	Total Units	Vacant	Vacancy Rate	Total Units	Vacant	Vacancy Rate	Units Respond	Vacant	Vacancy Rate
<b>Year [2]</b>												
2010	4,690	163	3.5%	-	-	-	428	5	1.2%	5,118	168	3.3%
2011	4,899	83	1.7%	-	-	-	428	4	0.9%	5,327	87	1.6%
2012	-	-	-	-	-	-	-	-	-	-	-	-
2013	-	-	-	-	-	-	-	-	-	-	-	-
2014	4,238	97	2.3%	-	-	-	484	0	0.0%	4,722	97	2.1%
2015	4,128	50	1.2%	759	6	0.8%	506	0	0.0%	5,393	56	1.0%
2016	4,664	67	1.4%	781	13	1.7%	506	0	0.0%	5,951	80	1.3%
2017	4,665	77	1.7%	955	7	0.7%	506	1	0.2%	6,126	85	1.4%
2018	3,832	111	2.9%	961	5	0.5%	466	1	0.2%	5,259	117	2.2%
2019	4,696	127	2.7%	1003	6	0.6%	459	2	0.4%	6,158	135	2.2%
2020	4,226	91	2.2%	999	4	0.4%	458	0	0.0%	5,683	95	1.7%
2021	4,549	88	1.9%	924	13	0.4%	428	4	0.9%	5,901	105	1.8%

Source: City of Vacaville Market Rate Apartment Vacancy and Rent Survey (2021), EPS.

[1] These surveys do not include the 359 units that are both age- and rent-restricted.

[2] No surveys were conducted in 2012 and 2013, and the survey did not include below market-rate units before 2015.

**Table B-7  
Housing Needs Assessment and Strategy  
City of Vacaville  
Contract Rent for City of Vacaville and Solano County (2010 and 2019)**

Item	City of Vacaville		Solano County	
	2010	2019	2010	2019
<b>Contract Rent</b>				
Less than \$500	6.7%	7.3%	8.2%	5.3%
\$500 to \$749	4.3%	3.5%	9.2%	4.3%
\$749 to \$999	24.0%	11.4%	25.3%	12.9%
\$1,000 to \$1,249	23.6%	13.5%	21.9%	16.4%
\$1,250 to \$1,499	16.8%	15.3%	14.7%	16.5%
\$1,500 to \$1,999	21.0%	33.4%	16.2%	28.9%
\$2,000 to \$2,499 [1]	3.7%	12.9%	4.4%	11.6%
\$2,500 to \$2,999	N/A	2.3%	N/A	3.3%
\$3,000 or more	N/A	0.4%	N/A	0.8%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: American Community Survey 5-Year Estimates Table B25056; EPS.

[1] The top rent category from the 2010 5-Year ACS was \$2,000 or more. Data in this row for 2010 reflect that value, not the \$2,000 to \$2,499 value.

**Table B-8  
Housing Needs Assessment and Strategy  
City of Vacaville  
Multifamily Housing Market Summary (2010 - 2020)**

Item	City of Vacaville Multifamily Housing					
	Total Units	% Change, Total Units	New Units	Rent Asked	% Change, Rent Asked	Vacancy Rate
<b>Year</b>						
2010	6,688	-	-	\$1,186	-	6.2%
2011	6,688	0.0%	-	\$1,205	1.6%	6.4%
2012	6,688	0.0%	-	\$1,220	1.2%	6.2%
2013	6,688	0.0%	-	\$1,254	2.8%	5.2%
2014	6,688	0.0%	-	\$1,299	3.6%	4.6%
2015	6,910	3.3%	222	\$1,433	10.3%	4.2%
2016	7,204	4.3%	294	\$1,495	4.3%	5.3%
2017	7,204	0.0%	-	\$1,580	5.7%	5.2%
2018	7,204	0.0%	-	\$1,661	5.1%	4.2%
2019	7,243	0.5%	39	\$1,716	3.3%	4.7%
2020	7,488	3.4%	245	\$1,821	6.1%	4.0%
<b>Average/Total Change</b>			<b>73</b>		<b>53.5%</b>	<b>5.1%</b>

Source: CoStar; EPS.



## APPENDIX C:

### Residential Demand Supplemental Tables

Table C-1	2021 Income Limits for Solano County.....	C-1
Table C-2	Household Income Level Projections Methodology.....	C-2
Table C-3	Projected Housing Demand Methodology .....	C-3
Table C-4	Vacaville Residential Development Projects Status .....	C-4





**Table C-1  
Housing Needs Assessment and Strategy  
City of Vacaville  
Household Income Level Projections Methodology (2022-2031)**

Item	Regional Housing Needs Allocation (2022-2031)	
	Total Units [1]	%
<b>Income Level</b>		
Very Low	677	26.1%
Low	404	15.6%
Moderate	409	15.8%
Above Moderate	1,105	42.6%
<b>Total</b>	<b>2,595</b>	<b>100.0%</b>

Source: Solano County 6th Cycle Regional Housing Needs Plan Public Review Draft September 2021, 2023-2031 RHNA Allocation, Table 9; EPS.

[1] Total units by income category based on RHNA allocation from Solano County 6th Cycle Regional Housing Needs 2023-2031 RHNA Allocation, Table 9.

**Table C-2  
Housing Needs Assessment and Strategy  
City of Vacaville  
Projected Housing Demand Methodology**

Item	City of Vacaville Housing Units		
	Years in Time Period	Average Annual Units	Total Housing Units [1]
<b>Source and Time Period</b>			
RHNA Projection for 2023-2031	8	324	2,595
Historic Absorption from 2010-2020	10	323	3,233
<b>Projected Incremental New Housing Units from 2022-2031 [2]</b>	<b>9</b>	<b>324</b>	<b>2,915</b>

Source: Solano County 6th Cycle Regional Housing Needs Plan Public Review Draft September 2021, 2023-2031 RHNA Allocation; United States Department of Housing and Urban Development State of the Cities Database; EPS.

- [1] See Table C-1 for RHNA housing unit allocations. See Table B-1 for further information on historic housing absorption in Vacaville.
- [2] Projected housing demand (incremental new housing units) from 2022-2031 are calculated by multiplying the average annual units from the RHNA projections and historic absorption for the City by the number of years in the projection period based on input from City Staff.

**Table C-3  
Housing Needs Assessment and Strategy  
City of Vacaville  
2021 Income Limits for Solano County**

Item	Solano County Income Limits by Household Size							
	1	2	3	4	5	6	7	8
<b>Income Category</b>								
Extremely Low	\$20,450	\$23,350	\$26,250	\$29,150	\$31,500	\$35,580	\$40,120	\$44,660
Very Low	\$34,000	\$38,850	\$43,700	\$48,550	\$52,450	\$56,350	\$60,250	\$64,100
Low	\$54,530	\$62,100	\$69,850	\$77,600	\$83,850	\$90,050	\$96,250	\$102,450
Median	\$69,500	\$79,450	\$89,350	\$99,300	\$107,250	\$115,200	\$123,150	\$131,100
Moderate	\$83,400	\$95,300	\$107,250	\$119,150	\$128,700	\$138,200	\$147,750	\$157,300

Source: State of California Department of Housing and Community Development, "State Income Limits for 2021"; EPS.

**Table C-4  
Housing Needs Assessment and Strategy  
City of Vacaville  
City of Vacaville Residential Development Projects Status**

Item	Residential Units			
	Single Family Units	Multifamily Units	Total	% of Total
<b>PROJECT</b>				
<b>Under Construction</b>				
Pony Express Senior Apartments	-	60	60	0.7%
North Village: Unit 7B/7C	168	-	168	2.1%
Roberts Ranch: Villages A - E	275	-	275	3.4%
Vanden Meadows: Vanden Estates + Villages at Vanden A - B	625	-	625	7.7%
Brighton Landing: Villages 7-11	351	-	351	4.3%
Farmstead	130	-	130	1.6%
Rice McMurtry: Cheyenne + Rogers Ranch	250	-	250	3.1%
<b>Subtotal Under Construction</b>	<b>1,799</b>	<b>60</b>	<b>1,859</b>	<b>22.9%</b>
<b>Approved</b>				
Allison Apartments	-	135	135	1.7%
Lower Lagoon Valley	1,015	-	1,015	12.5%
Farm at Alamo Creek	584	184	768	9.5%
Roberts Ranch	510	-	510	6.3%
Vanden Meadows	155	-	155	1.9%
Southtown Phase 3	242	238	480	5.9%
Montessa	59	-	59	0.7%
<b>Subtotal Approved</b>	<b>2,565</b>	<b>557</b>	<b>3,122</b>	<b>38.5%</b>
<b>Under Review/No Activity</b>				
<b>Oak Grove Senior Apartments</b>	-	60	60	0.7%
North Village: Area Plan 2	1,005	246	1,251	15.4%
Roberts Ranch: Villages F - G	510	-	510	6.3%
Vanden Meadows: Village C + Foxboro Knolls	155	-	155	1.9%
Greentree	904	245	1,149	14.2%
<b>Subtotal Under Review</b>	<b>2,574</b>	<b>551</b>	<b>3,125</b>	<b>38.6%</b>
<b>TOTAL RESIDENTIAL UNITS EXCLUDING COMPLETED UNITS</b>	<b>6,938</b>	<b>1,168</b>	<b>8,106</b>	<b>100.0%</b>
<i>% of Total</i>	<b>85.6%</b>	<b>14.4%</b>	-	

Source: City of Vacaville Community Development Department; EPS.

[1] The estimated timing completion of the pipeline projects is unknown and has been simplified for analysis purposes and is based on development status.

## APPENDIX D:

### Community and Stakeholder Engagement Detailed Notes







# Housing Strategy Outreach

## Introduction

A key element of the comprehensive housing strategy's success depends on meaningful engagement with the community and stakeholders. From November 2021 to February 2022, the City worked closely with community members and stakeholders to learn about the community's housing needs and study issues surrounding production of housing. The housing strategy incorporates the feedback received from the community and stakeholder outreach.

The outreach summary covers the following topics:

- Outreach Process
- Community and Stakeholder Input
- Online Survey Results

## Outreach Process

The housing strategy's public involvement process was designed to help meet the following goals: seek input that will inform the Comprehensive Housing Strategy and Housing Element; educate residents and the development community about various housing types, including the missing middle housing; and use multiple channels that make it easy for people to provide input. To achieve these goals, a community-based outreach approach was used to engage community members and stakeholders.

At the outset of the project, the EPS Team developed an outreach plan to guide the community engagement approach. The outreach plan identified the outreach goals, public outreach process, and methods to spread the word about the outreach events.

### Outreach During COVID-19

The coronavirus (COVID-19) outbreak had resulted in the cancellation of in-person public gatherings/events for agencies and municipalities throughout California, creating a new challenge for agencies and jurisdictions to engage with and seek feedback from the community. The EPS Team relied on online and virtual engagement for all aspects of the engagement process.

## **Public Input Opportunities**

This section describes the various project outreach methods used to generate feedback. The input received from each outreach method is described further below:

- Developer Meeting
- Community Workshops
- City Council Study Session
- Online Survey

### ***Developer Meeting***

The City invited local and regional housing developers to a developer-specific workshop on November 18, 2021, to hear their perspective on the challenges to building housing in Vacaville and to gather input on potential solutions. The meeting was open to nonprofit and for-profit housing developers and covered a variety of topics related to housing production such as incomes and housing affordability; housing types (i.e., missing middle housing, executive housing, and affordable/supportive housing), local land use regulations, CEQA, development fees, and funding. A total of 133 developers from all over the Bay Area and Sacramento Regions were invited, and 21 developers attended. Of these 21, all but 1 had experience building in Vacaville.

### ***Community Workshop #1***

Staff and consultants facilitated a virtual public meeting on November 30, 2021, to introduce the housing strategy and gather input on the community's housing needs. This meeting included a presentation that featured a live polling exercise in which audience members were asked to describe their role in the community, what type of housing they live in, and what type of housing they believe is missing from Vacaville. The workshop also included a group discussion in which participants were asked the following questions:

- Are there populations that you believe are underserved in Vacaville?
- What type of housing would you like to see built in Vacaville?
- Where should new housing be built in the city?
- What do you see as a constraint to housing production?

### ***Community Workshop #2***

Staff and consultants facilitated a virtual public meeting on February 2, 2022, to gather feedback on preliminary recommendations that would help remove barriers to housing production. This meeting included a presentation that featured a live polling exercise in which audience members were asked to describe their role in the community, what type of housing they live in, and what type of housing they believe is missing from Vacaville. The workshop also included a group discussion in which participants were asked the following questions:

- What do you think of the recommendations overall?
- Do you believe that changing the City's regulations in the ways suggested will support housing needs in the city?

- After hearing about the various housing types that exist and Vacaville's future housing demand, do you think that the recommendations will help to address housing gaps in Vacaville?
- After hearing about the populations that are underserved for housing in Vacaville, do you think that the recommendations will address those populations' needs?
- Where should new housing be built in the city? Do you think that the recommendations will help get housing built in those areas?

### ***City Council Study Session***

Staff and consultants presented the Housing Strategy scope of work and key findings to date at a meeting of the City Council on January 11, 2022. During the meeting, the EPS Team introduced the housing strategy and presented the input received from the first community workshop and development meeting. The EPS Team also shared preliminary recommendations aimed at encouraging housing production with the City Council. The City Council's feedback on the preliminary recommendations were used to refine the housing strategy recommendations.

### ***Online Survey***

The City opened an online survey on November 17, 2021, and invited Vacaville community members to share input on their housing needs. The survey was posted on the City's website and social media and advertised on various flyers and e-blasts. The survey was available in English and Spanish and ran through February 6, 2022, to provide ample time for online input from all interested parties.

The survey included questions to help the EPS Team understand the community's housing priorities. Below are a few of the questions that were asked in the survey:

- Are there people that you believe cannot find housing they need in Vacaville?
- What type of housing would you like to see built in Vacaville?
- What do you believe are the biggest issues that hinder construction of new housing in Vacaville?
- Do you think that the City should change its regulations to encourage housing development? If so, which changes should be considered?

A total of 133 respondents completed the online surveys between November 17, 2021, and February 6, 2022. An analysis of the survey results is included below.

### **Getting the Word Out**

The following items were created to ensure the community was aware of the project, including the outreach events and online survey:

- Project Web Page
- Social Media Posts

- Workshop Flyer
- Project E-blast

### ***Project Web Page***

The City created a page dedicated to the Housing Strategy on the City's website at <https://www.ci.vacaville.ca.us/>. The Web page provided information about the project, outreach events, and the online survey. Links to the Web page were included on the workshop flyers and e-blasts.

### ***Social Media Posts***

The City used social media to help spread the word about the Housing Strategy project. Working closely with the EPS Team, PlaceWorks created social media posts that were shared on the City's Facebook, Twitter, Instagram, and Nextdoor App accounts. The posts included a brief description about outreach events and links to the online survey. The posts, including the survey, were available in both English and Spanish.

### ***Workshop Flyer***

In addition to social media efforts, PlaceWorks created a flyer for each community workshop that provided information in an easy-to-read format in both English and Spanish. The flyer included a short project description, QR code to the online survey, and invited recipients to join the community workshop. An 11x17 version of the flyer was posted at several sites throughout the City, including the Carniceria La Reyna grocery store, Mexico Meat Market, Tyolis Produce and Meat, and Walmart. The flyer was also sent via e-mail to several sites for distribution and posting, including Grocery Outlet, Lucky, Nugget, Opportunity House, Raley's, Sprouts, Ulatis Library, and Vacaville Wash and Dry. In addition to sharing the flyer using social media, the City created a banner advertising the first community workshop on the City's homepage.

Vacaville Unified School District also posted the flyer on both their community website and Facebook site.

**Vacaville's Comprehensive Housing Strategy and Housing Element**  
*It's your community...We Need Your Input!*

**Community Workshop**

The City of Vacaville is preparing a comprehensive housing inventory and needs analysis to address current and future housing needs within the community, and is also in the process of updating the General Plan Housing Element that establishes goals, policies, and implementation measures to guide the development of housing in Vacaville.

Please join us for this virtual community workshop to let us know your housing needs and help improve housing opportunities in the city.

Attend the Workshop	Share Your Input Online
<p><b>When:</b> Tuesday, November 30, 2021</p> <p><b>Where:</b> Online (via Zoom)</p> <p><b>Time:</b> 6:00 – 8:00 PM</p> <p><b>Please register for the workshop by visiting the following link:</b></p> <p><a href="https://bit.ly/vacavilleworkshop">https://bit.ly/vacavilleworkshop</a></p>	

**For more information, please contact:**  
Department of Housing and Community Services  
[chr@cityofvacaville.com](mailto:chr@cityofvacaville.com) or (707) 449-5675

**This meeting will be held online.**  
Meeting participants can join by laptop, desktop, tablet, and phone.

**Workshop 1 Flyer**

### ***Project E-blast***

PlaceWorks created several e-blasts in English and Spanish for each community workshop that provided background information about the project, links to the online survey, and contact information. The e-blasts were sent to community members and interested parties before each community workshop. Three e-blasts advertising the developers' workshops were also sent to local and regional developers before the meeting.

## **Community and Stakeholder Input**

### **Developer Meeting**

The City invited local and regional housing developers to a developer-specific workshop on November 18, 2021, to hear their perspective on the challenges to building housing in Vacaville and to gather input on potential solutions. A total of 133 developers from all over the Bay Area and Sacramento Regions were invited, and 21 developers attended. Of these 21, all but 1 had experience building in Vacaville.

The feedback received during the meeting is summarized below, separated by topic.

### ***Missing Middle Housing***

- High development fees and slow development review processes are an impediment to building missing middle housing.
- Update the existing zoning regulations to encourage this type of housing.
- There was a divide in the developers meeting on whether there is a market for missing middle housing.
- Single-family detached homes are the preferred and most in-demand products in places like Vacaville. Can achieve good densities between 8 and 15 dwelling units per acre on detached housing developments.
- Attached housing is not appealing unless it is located adjacent to amenities and in denser urban areas with walkability.
- There needs to be effective management for missing middle housing to work.
- Ensure sufficient parking is provided when building these units.
- If there is a way to help finance missing middle housing, especially for-rent units, that would help the development community. Work with the League of Cities to get financing for 60 percent AMI housing. CalHFA financing for housing for 80 percent to 120 percent AMI is also needed. Advocate for a State program that provides financing for 80 percent to 120 percent AMI.

### ***Executive Housing***

- Building executive housing does not pencil out because the size of the lots restricts how many units can be built.
- The required infrastructure improvements in areas of the City where larger lots can be built are expensive. For example, water lines in Spring Lane and Vine Street and road requirements on Gibson Canyon Road are costly.
- Hesitancy to purchase an executive house because of Senate Bill 9 because of parking concerns.

### ***Affordable and Supportive Housing***

- There is a challenge in getting affordable housing projects approved because of community opposition, timelines, and funding.
- Many local communities desire affordable projects with a lower unit count, but larger projects are much easier to finance and manage.
- Increase the allowed density in the Residential High-Density zone.
- Parking requirement for multifamily affordable projects can be an issue because tenants may not have a car.
- Inform the Council about affordable housing types and processes, including the process of acquiring financing for affordable housing.
- The City does a great job of allowing police screening of potential tenants.
- The City should permit concessions on affordable residential projects even if not requesting a density bonus.

### ***Specific Plans and Policy Plans***

- The Policy Plans are crafted in a way that are too restrictive. They do not have the ability to accommodate uses that are not permitted. These plans need to be more flexible and adaptable over time.
- No comments were received regarding Specific Plans.

### ***Urban Growth Boundary***

- If the eastern boundary was expanded, there may opportunities for moderate or higher density projects or affordable housing in these new areas.
- One developer does not believe the urban growth boundary is an impediment because there are plenty of infill opportunity areas.

### ***Zoning***

- There are areas that are designated neighborhood commercial and allow a residential overlay, which requires a zone change. It would be helpful if the City removed the zone change requirement and allow residential as a permitted use in these areas.
- Density and building height maximums are too low, especially in downtown and at mixed use nodes.
- The design requirements are too restrictive, especially for high-density and mid-market housing products. Review setbacks, site coverage, and open space requirements, as well.
- Re-examine and clarify which airport zones allow or do not allow residential uses.
- If we want to encourage residential, we should allow residential-only projects in mixed use zones. Commercial is hard to finance and not as viable anymore.

### ***Off-Street Parking***

- Planning Department has given waivers for affordable housing, so parking has not been a barrier for affordable housing projects.
- Off-street parking is limiting for other projects, especially in high-density projects. One guest parking space for every 3 units is limiting and should be 1 space per 5 units. Some developers did not believe off-street parking requirements are an impediment.

### ***Development Fees and Other Costs***

- Make it easier to locate all the fees on the City's website. The City has the Community Benefit Contribution, which is about \$9,700 per home, and it is challenging to find this fee on the website.
- Developers suggest adjusting the fee schedule to lower fees for smaller, higher density projects, affordable housing, and the missing middle housing.
- Deferring building fees until certificate of occupancy would be helpful for affordable housing projects, while financing is secured.
- Waiving fees that do not apply to particular affordable housing projects should be considered. For example, waive the school impact fee for senior housing projects.
- The County's feasibility fee greatly impacts funding issues.
- Consider how construction costs have increased greatly.
- Community Facilities District (CFD) 11 and CFD 12 taxes greatly affect the affordability of housing. There is a lack of transparency on where these fees go.

### ***Funding and Programs***

- The City should fund one or more staff positions to have more capacity to apply for funding opportunities.
- Recommend for the City to have a specific dedicated project manager to help shepherd residential projects through the process.
- New City Council members sometimes need education regarding development costs, the cost of operating affordable housing, and existing City regulations on issues such as off-street parking.
- Consider State-sponsored infrastructure financing sources. CFD 11 or CFD 12 currently prohibit the ability for developers to use this financing tool.

### ***JADUs***

- Require owner-occupancy of the main unit to reduce conflicts in single-family neighborhoods and encourage responsive management of tenants and issues.

### ***CEQA***

- General support among the developers for a citywide CEQA document, which clears infill sites and areas, where the City would like to see residential development.
- Vehicle miles traveled requirements are a key barrier to building housing in the outskirts of the City because of the environmental analysis required.

## **Community Workshop #1**

Staff and consultants facilitated a virtual public meeting on November 30, 2021, to introduce the housing strategy and gather input on the community's housing needs. There were 15 community members that attended the workshop. Three Council members and one Planning Commissioner also attended the workshop. During the group discussion, there were 4 questions presented to community members related to housing. The 4 questions are presented below, followed by a list of community comments. The live polling results are also summarized below.

### ***Polling Responses***

- Out of 15 participants, 11 live in Vacaville and own their home. There were also 2 participants that live in Vacaville and rent their home.
- Out of 15 participants, 12 live in a single-family detached home. One participant lives in a townhome or duplex, and 2 participants chose other.
- Out of 15 participants, 11 chose mixed use, supportive housing or transitional housing, and homeless shelters or other housing for the homeless. The majority of participants also chose apartments, duplexes/triplexes/fourplexes, live-work housing, townhomes, small single-family homes, standard single-family homes, and small units such as micro-apartments.



### **1. Are there populations that you believe are underserved in Vacaville?**

- Vacaville needs more housing for:
  - Students and young families.
  - Low-income families, individuals, and seniors.
  - People with disabilities.
- Intergenerational housing developments are needed. Single-family zoning does not allow for intergenerational housing.

### **2. What type of housing would you like to see built in Vacaville?**

- Build neighborhoods that include varying housing types in each development.
- Support for apartments, townhomes, mixed use, and ADUs.
- Build new housing units with fewer bedrooms.
- There is a need for accessible design in housing.
- Ground-floor uses in mixed use projects should provide neighborhood-serving uses, such as a hardware store, instead of bars or high-end boutiques and restaurants.
- In addition to apartments and affordable housing, provide housing for students and young professionals that appeal to employees of the biotech industry.
- One participant does not believe executive housing is needed.
- Ensure adequate parking is provided.

### **3. Where should new housing be built in the City?**

- There is a concern that affordable housing is all clustered in one location of the City.
- Build higher density housing in areas with access to transit and commercial uses.
- Consider fire and flooding hazards when identifying new housing sites.
- Support for building housing in infill sites, such as aging shopping centers.

### **4. What do you see as a constraint to housing production?**

- Building fees can be a constraint to housing production.
- Lessen constraints that may exist for building ADUs.
- Opposition to new housing can be a constraint. Work at the neighborhood level to help them understand the needs of the community.

#### ***Additional Comments***

- Consider an inclusionary housing ordinance that requires each development to contain a variety of housing types for affordable levels.
- Consider housing for people with disabilities in the extremely low-income category.

- Community land trusts can be used to provide permanent affordable housing.
- Permanent affordable housing is needed for female-headed single-parent households.
- The City should support liaison efforts to provide affordable housing.
- Use the new One Lake development in Fairfield as a model for new housing developments. Woodland is also taking an innovative approach to housing.
- Partner with the Solano Affordable Housing Foundation or similar organizations to help the City put together a package to build affordable housing.

### **City Council Study Session**

Staff and consultants presented the Housing Strategy scope of work and key findings to date at a meeting of the City Council on January 11, 2022. During the meeting, the EPS Team introduced the Housing Strategy and presented the input received from the first community workshop and development meeting. The EPS Team also shared preliminary recommendations aimed at encouraging housing production. Mayor Ron Rowlett, Vice Mayor Jason Roberts, Councilmember Roy Stockton, Gregory Ritchie II, Michael Silva, Nolan Sullivan, and Jeanette Wylie attended the meeting.

The City Council's feedback is summarized below, separated by topic.

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

- There is a need for fewer rental and more homeownership opportunities. Consider how we can provide homeownership opportunities in older neighborhoods.
- Diversify housing types throughout the city.
- Do not concentrate low-income residential development in one area.
- Support redevelopment of aging shopping centers.
- Affordable senior housing should remain a priority in the city.

#### ***Incentives and Tools***

- Incentivize the types of buildings the community would like to see through funding.
- There should be a long-term plan in place to fund future low-income or supportive housing projects.
- Create a positive environment for developers that want to build condos, townhomes, and planned unit developments.
- Consider an inclusionary housing ordinance to provide housing for Vacaville's residents and workers.
- Streamline the permit process and shorten the timeframes.
- Consider how the council can control developers' fees, but not other fees developers accrue when building new homes.

### ***Resources and Funding***

- Fund a staff position that is dedicated for grant funding.
- Need more staff resources to deal with the City's housing issue. Support allocating a portion of the General Fund to help fund this resource.
- Consider grant opportunities that support ADU construction.

### ***Potential Programs***

- Support a program that provides workforce training for supportive housing.
- Implement a program that is focused on preservation of existing low-income units. Maybe the City can maintain an annual housing inventory that is brought back to council for review.
- Create a program that aims at preventing housing loss before people become homeless. There should be a dedicated staff member, budget, and plan in partnership with providers and the County to help combat homelessness in the City.
- Support a program that helps seniors and low-income families experiencing housing rate increases or unfair housing practices.
- Implement a program on developer transparency and consumer education related to schools, parks, and community facility districts in newer residential developments.
- Create a first time home buyers' program.
- Consider a shared housing program that allows seniors the opportunity to rent a portion of their home to community members that need housing.

### ***Other Considerations***

- Encourage infill development, limit sprawl.
- Consider opportunities to build dormitories near Solano College.
- Community Facilities Districts are becoming an equity issue in the City. Create a long-term plan that addresses and equalizes these fees.
- The City's new OpenCounter platform may help ease permitting.
- Support innovative design in new residential developments.
- Maintain control over ADUs to ensure they are compatible with the neighborhood.
- Make Vacaville a greener place that is more walkable.
- Incorporate charging stations and solar.
- Build communities with parks and schools.
- Distribute recycled water, also known as "purple pipes," throughout the City.
- Look to nonprofit organizations for help with housing issues.
- Educate the community on what funding opportunities are available through the State for homeownership.

Three community members from the audience provided comments following the presentation:

- Continue to build single-family homes and also develop smaller single-family homes.
- Maintain existing parking requirements. Increase the parking standard for ADUs/JADUs.
- Concern with increasing building heights in downtown.
- Support infill development that is accessible to parks.

## **Community Workshop #2**

Staff and consultants facilitated a virtual public meeting on February 2, 2022, to gather feedback on preliminary recommendations that would help remove barriers to housing production, present what was heard from the community and developers so far, and define various housing types, including missing middle housing. There were 23 participants that attended the workshop. Two Council members and one Planning Commissioner also attended the workshop. During the group discussion, there were 5 questions presented to participants related to housing. The 5 questions are presented below, followed by a list of community comments. The live polling results are also summarized below.

### ***Polling Responses***

- Out of 23 participants, 10 live in Vacaville and own their home. There were also 4 participants who live in Vacaville and rent their home.
- Out of 23 participants, 12 live in a single-family detached home. Three participants live in an apartment, and 1 participant chose other.
- Out of 23 participants, 10 indicated that they, family, or friends have a need for apartments in Vacaville. Nine selected small single-family homes, and 6 selected duplex, triplex, or fourplex.
- Out of 23 participants, 10 chose supportive housing or transitional housing. There were 9 participants that selected homeless shelters and other housing for the homeless. An additional 8 participants selected housing with 3 or more bedrooms.

#### **1. What do you think of the recommendations overall?**

- Unsure if the recommendations will help create low-income housing or housing for people with disabilities.
- Looking for more action from the City regarding affordable and low-income housing to make development affordable.
- We want to create a community where people can afford to stay, and the identity of the City doesn't feel transitory.
- Improve the availability of new missing middle housing types.

- Support the integration of missing middle into single-family residential neighborhoods.
- An emphasis on the construction of ADUs will generate parking issues in neighborhoods.
- Consider the idea that people need and want outdoor spaces.
- Would like to see the homeless and those with disabilities be considered in recommendations.
- Would like to see a transition from the rental industry to a variety of homeownership options in the City.
- A change from single-family to more high-end condos would be preferable.
- If affordable housing can be built first, then the pushback from the community may be lessened down the road.
- Would like to create a community where housing is affordable for all and is consistent with the General Plan.

**2. Do you believe that changing the City's regulations in the ways suggested will support housing needs in the City?**

- Consider the costs of desirable housing and if the City could create incentives to create a full mix of housing.
- The idea of smaller single-family homes is appealing.
- Parking requirements are at 2 spaces per unit because of demand.
- Three main costs of developing housing are land, construction, and fees and would like the fees to be based on square footage of units.
- Housing for middle income needs an extra financial incentive for developers and perhaps the City could create these incentives.
- How will these recommendations help low-income housing or housing for people with disabilities?
- Density caps should not be removed everywhere but focus on specific areas in the downtown area.
- The City has deficiencies in the number of parks and existing parks are lacking in amenities.
- Having to make compromises for each development is tiresome.
- Efforts to streamline projects does not let staff "vet" each project.

**3. After hearing about the various housing types that exist and Vacaville's future housing demand, do you think that the recommendations will help to address housing gaps in Vacaville?**

- Consider the idea that parking and creative ways to provide it will still be an issue for young adults.
- Would like the City to maintain its characteristics and identity, meeting housing needs, while not becoming an urban city.
- New housing development should be attractive, affordable, and account for parking.

**4. After hearing about the populations that are underserved for housing in Vacaville, do you think that the recommendations will address those populations' needs?**

- Improve costs to incentivize developers.
- Focus on providing houses for those who are struggling to find homes.
- Consider how the recommendations will meet the needs.
- Seniors are in need of condos.

**5. Where should new housing be built in the City? Do you think that the recommendations will help get housing built in those areas?**

- Complex situation on how we address our needs.
- Put in housing on the abandoned golf course near a retirement community.
- There are vacant large parcels that could be zoned for new homes.
- It is important to have grocery stores and services near residential.

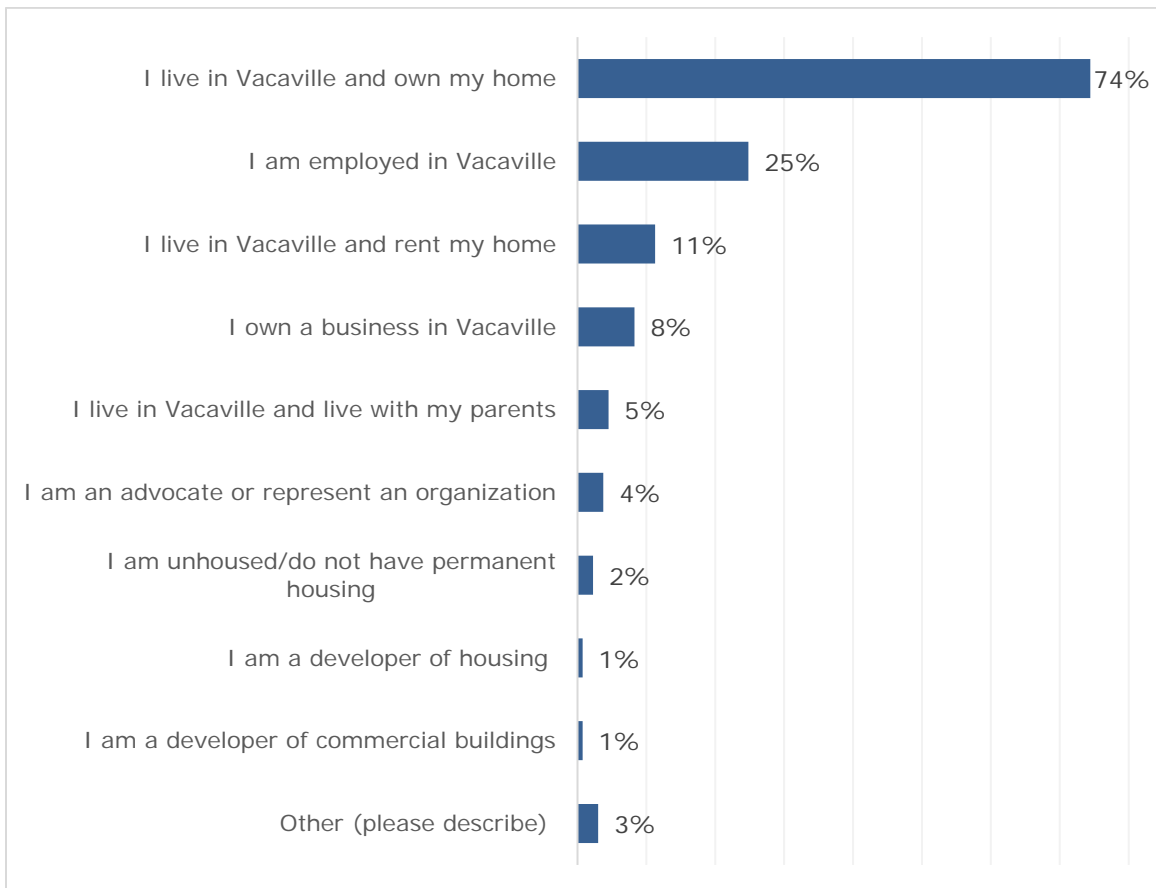
***Additional Comments***

- Density caps could be removed in certain areas of the City, such as downtown.
- The City has a deficient number of parks.
- Provide a program to help low-income folks achieve homeownership.

## Online Survey Results

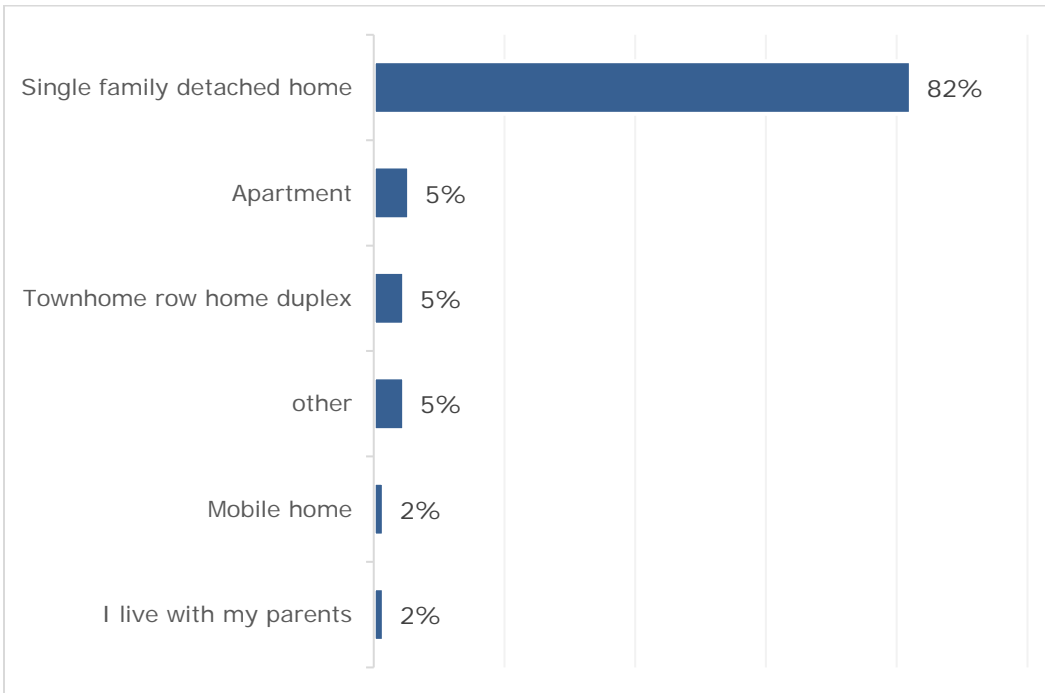
A total of 133 participants responded to the online survey. The first prompt in the survey asked participants to “Describe your role in the Vacaville Community (Select all that apply).” Participants were able to select multiple answers, and all 133 individuals responded. As shown in **Figure 1**, approximately 74 percent of respondents indicated they live in Vacaville and own their home, whereas 11 percent indicated they live in Vacaville and rent their home. Roughly 8 percent of respondents said they own a business in Vacaville. Roughly 5 percent of respondents stated they live in Vacaville and live with parents. Around 4 percent of respondents stated they are an advocate or represent an organization. Around 2 percent of respondents stated they are unhoused or do not have permanent housing. Around 1 percent of respondents stated they are a developer of housing or a developer of commercial buildings. Around 3 percent of respondents stated they are other (please describe).

**Figure 1: Describe your role in the Vacaville Community (Select all that apply).**



The second question in the survey asked Vacaville residents what type of housing they live in. Several housing options were provided, which included an apartment, mobile home, single-family detached home, townhome row home duplex, I live with my parents, or other. As shown in **Figure 2**, 133 individuals responded, and 82 percent of them indicated they live in a single-family detached home, 5 percent of participants indicated they live in an apartment, another 5 percent in a townhome row home duplex, and an additional 5 percent in other. Only 2 percent indicated they live with parents.

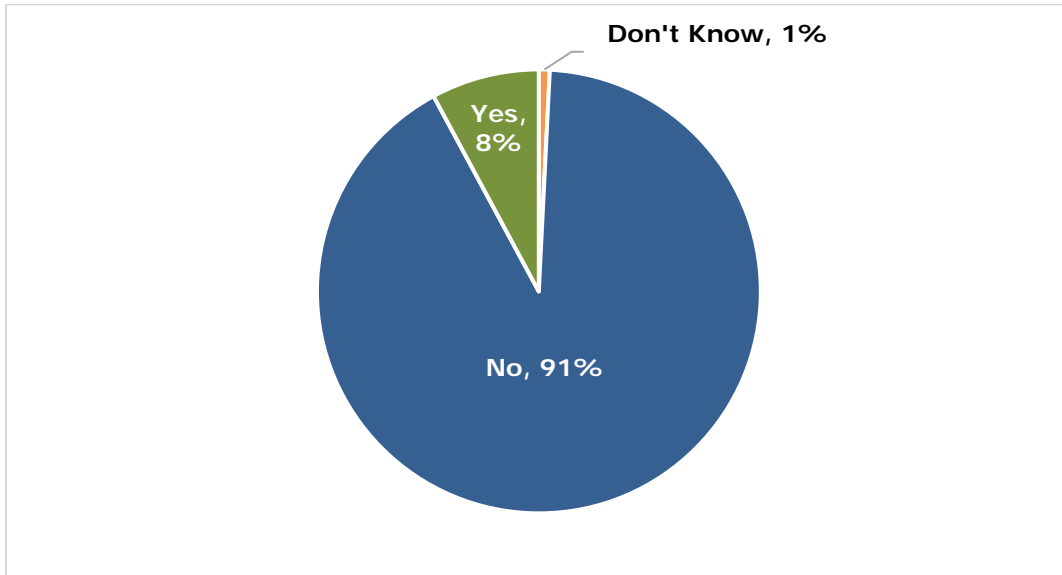
**Figure 2: If you are a Vacaville Resident, what type of housing do you currently live in?**





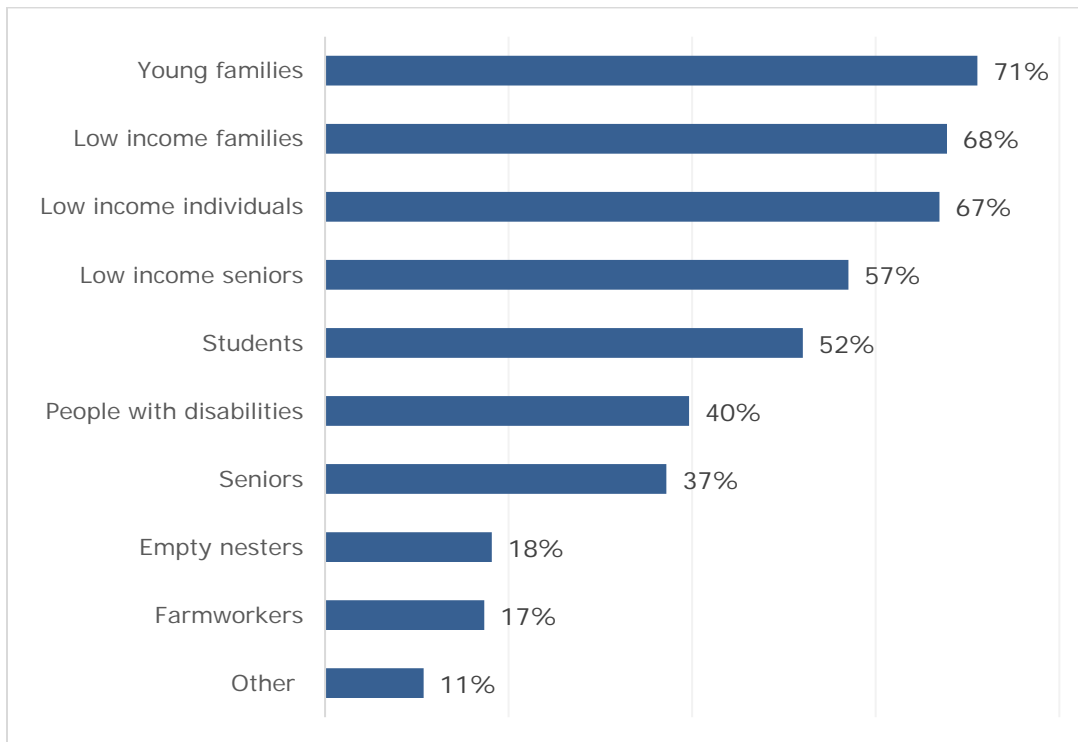
The third question in the survey asked, "Is the home located in a senior (age restricted) community?" Participants were then asked to select Yes, No, or Don't know in response. As shown in **Figure 3**, of the 133 respondents, 91 percent selected No and 8 percent selected Yes. In addition, just 1 percent of participants selected Don't know. A large majority of those surveyed do not live in a senior (age restricted) community.

**Figure 3: Is the home located in a senior (age restricted) community?**



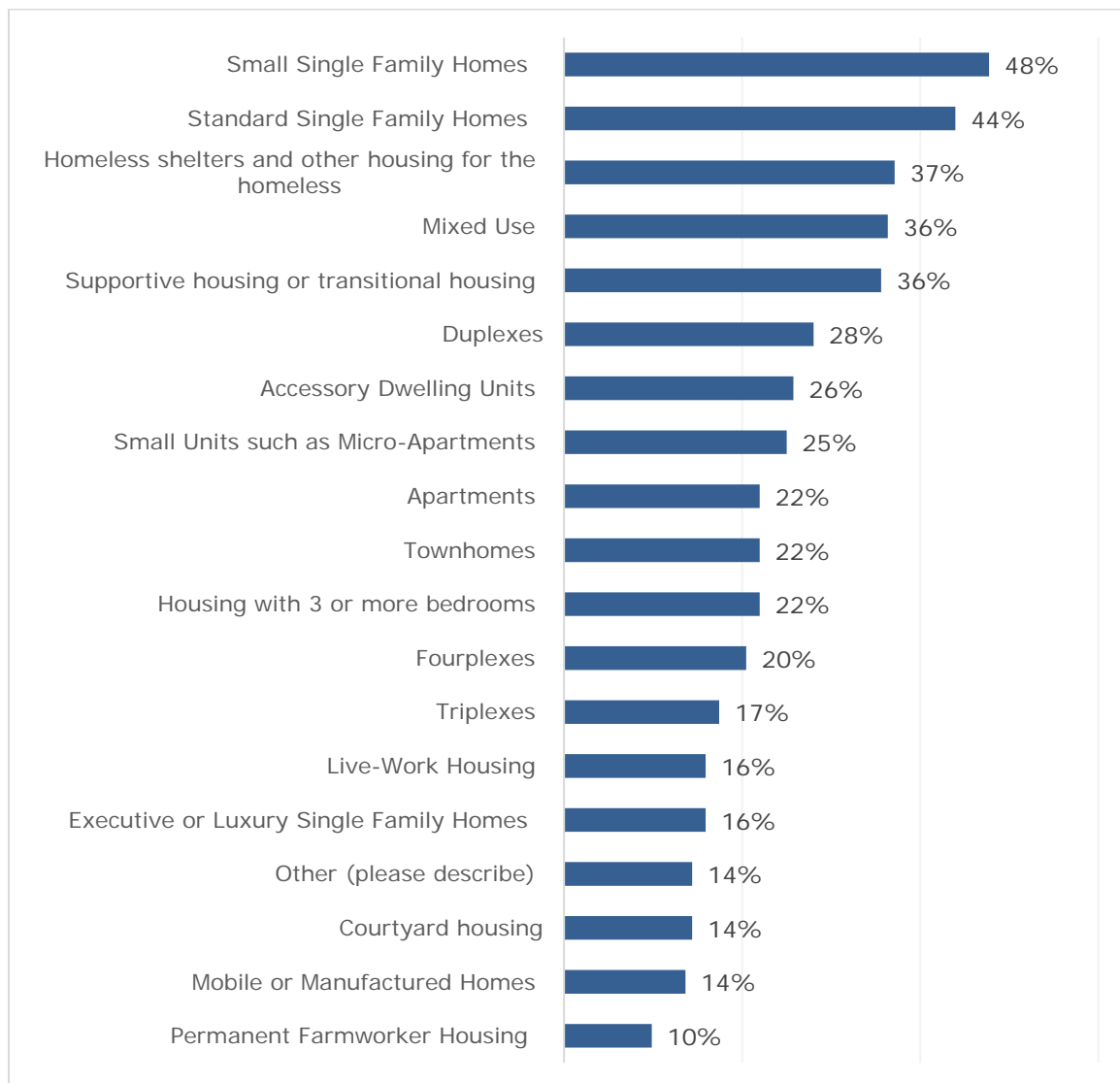
The next question asked participants, “Are there people that you believe cannot find housing they need in Vacaville? (Select all that apply.)” As shown in **Figure 4**, participants were able to select multiple answers, and a total of 133 individuals responded. The top 3 most highly supported options were young families, low-income families, and low-income individuals. Almost 71 percent of respondents selected young families, with more than two-thirds of respondents selecting low-income individuals and low-income families. The groups Empty Nesters and Farmworkers were among those selected the least, indicating a high majority of respondents believed these groups could find the housing they need.

**Figure 4: Are there people that you believe cannot find housing they need in Vacaville? (Select all that apply.)**



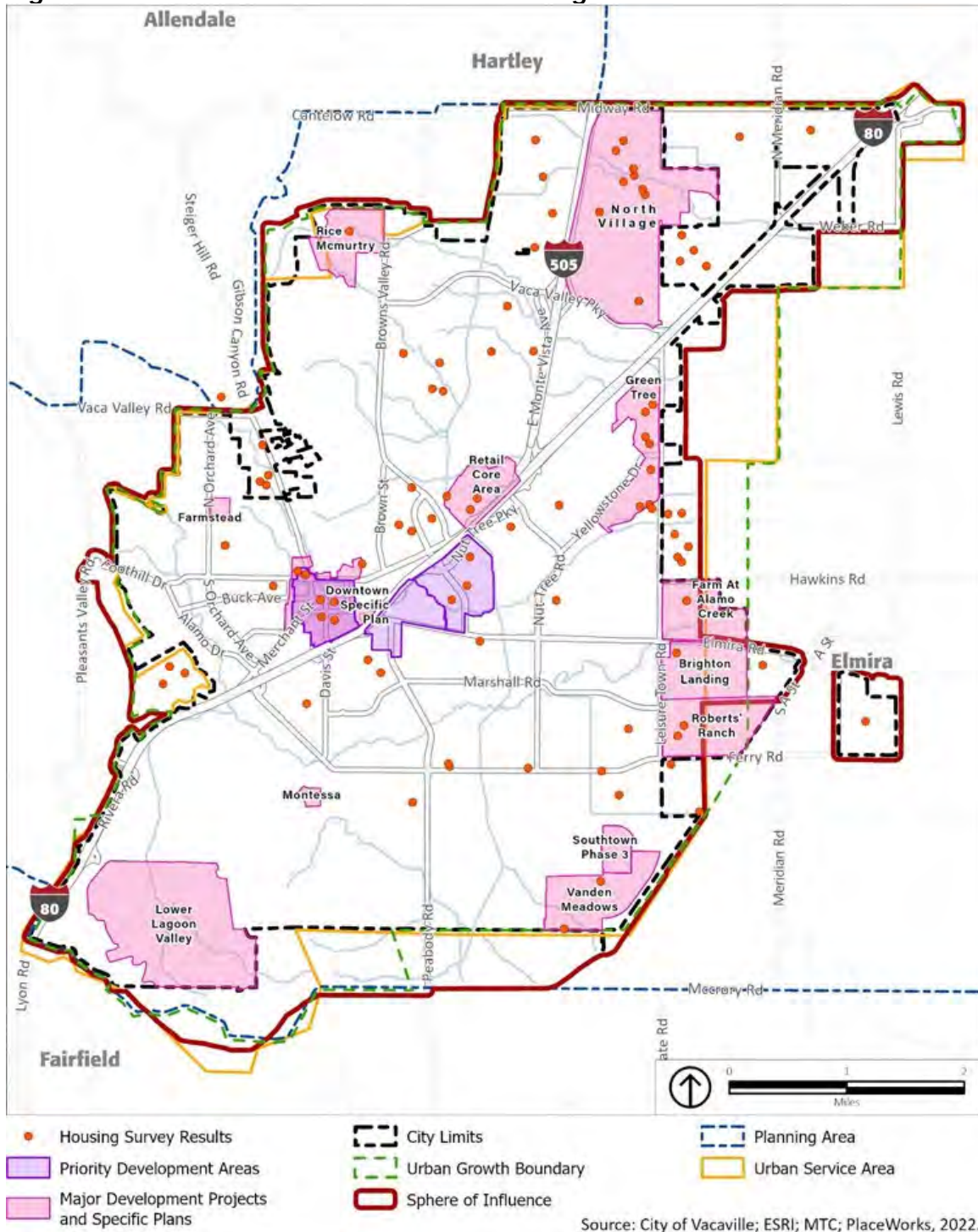
Question 5 prompted participants with, “What type of housing would you like to see built in Vacaville? (Select all that apply.)” Participants could mark multiple answers, resulting in a total of 133 responses. Approximately 48 percent of respondents, as shown in **Figure 5**, indicated they would like to see small single-family homes, and 44 percent indicated they would like to see standard single-family homes. In addition, 36 percent of respondents indicated they would like to see mixed use or supportive housing or transitional housing. Permanent farmworker housing was among the lowest selected at just 10 percent of those surveyed. As depicted in **Figure 5**, most types of middle housing were selected at approximately 15 to 20 percent.

**Figure 5: What type of housing would you like to see built in Vacaville? (Select all that apply.)**



Question 6 asked participants “Where are the best sites or areas for new housing in Vacaville? (Please mark the sites or areas in the maps below.)” A total of 93 sites or areas were selected by respondents. **Figure 6** below shows a map with the points that were selected. As shown in the map, there were several areas selected all throughout the City, with a large concentration along the northeastern and eastern part of town. Several participants identified potential new housing locations in downtown, along main corridors including Alamo Drive and Leisure Town Road, near Nut Tree Plaza, and in the Allison Priority Development Area. There were several sites or areas selected in planned or existing subdivision areas, including Vanden Meadows, Brighton Landing, Robert’s Ranch, Rice McMurtry, and North Village.

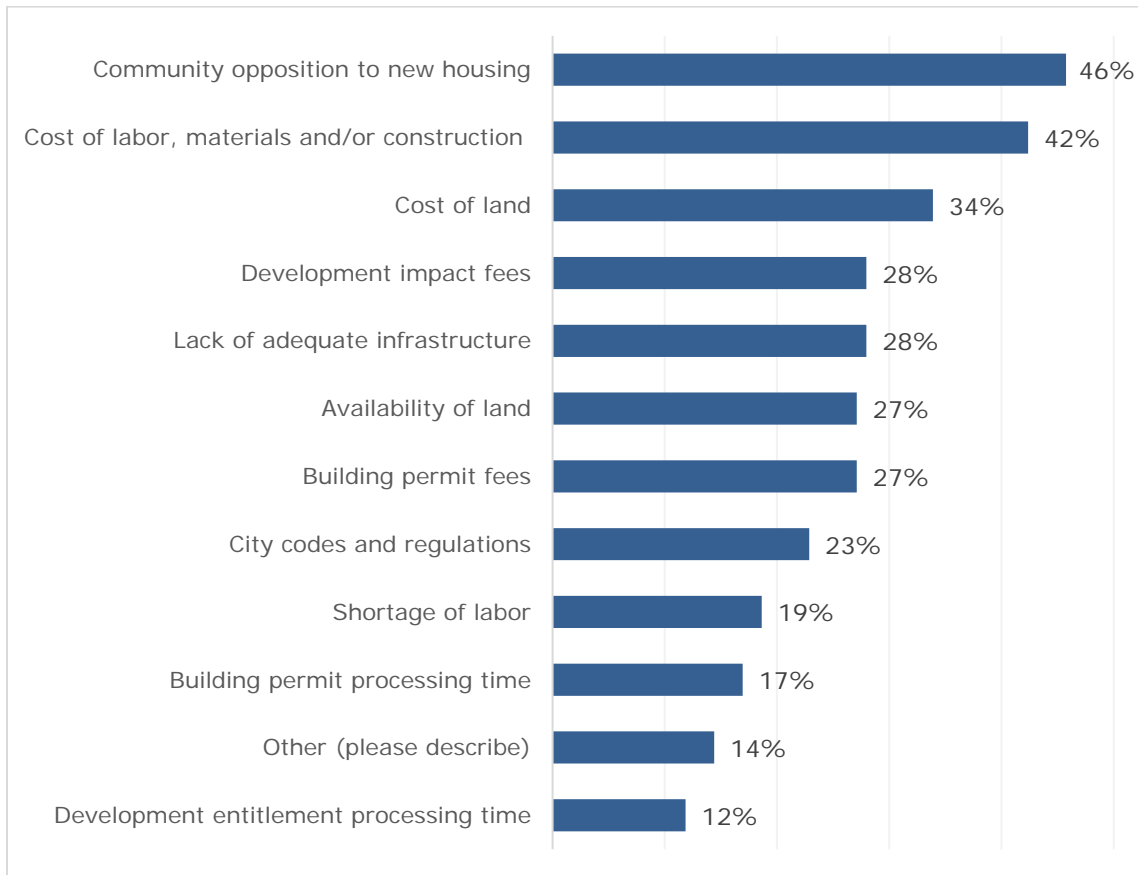
Figure 6: Best Sites or Areas for New Housing



Question 7 asked participants “What do you believe are the biggest issues that hinder construction of new housing in Vacaville? (Check all that apply.)” Participants could again

mark multiple answers, resulting in a total of 133 responses. As shown in **Figure 7**, 46 percent of those surveyed selected community opposition to new housing as the biggest issue hindering construction of new housing in Vacaville. An additional 42 percent felt the cost of labor, materials, or construction also hindered construction of new housing. Only approximately 12 percent felt development entitlement processing time hinders the construction of new housing in Vacaville.

**Figure 7: What do you believe are the biggest issues that hinder construction of new housing in Vacaville? (Check all that apply.)**



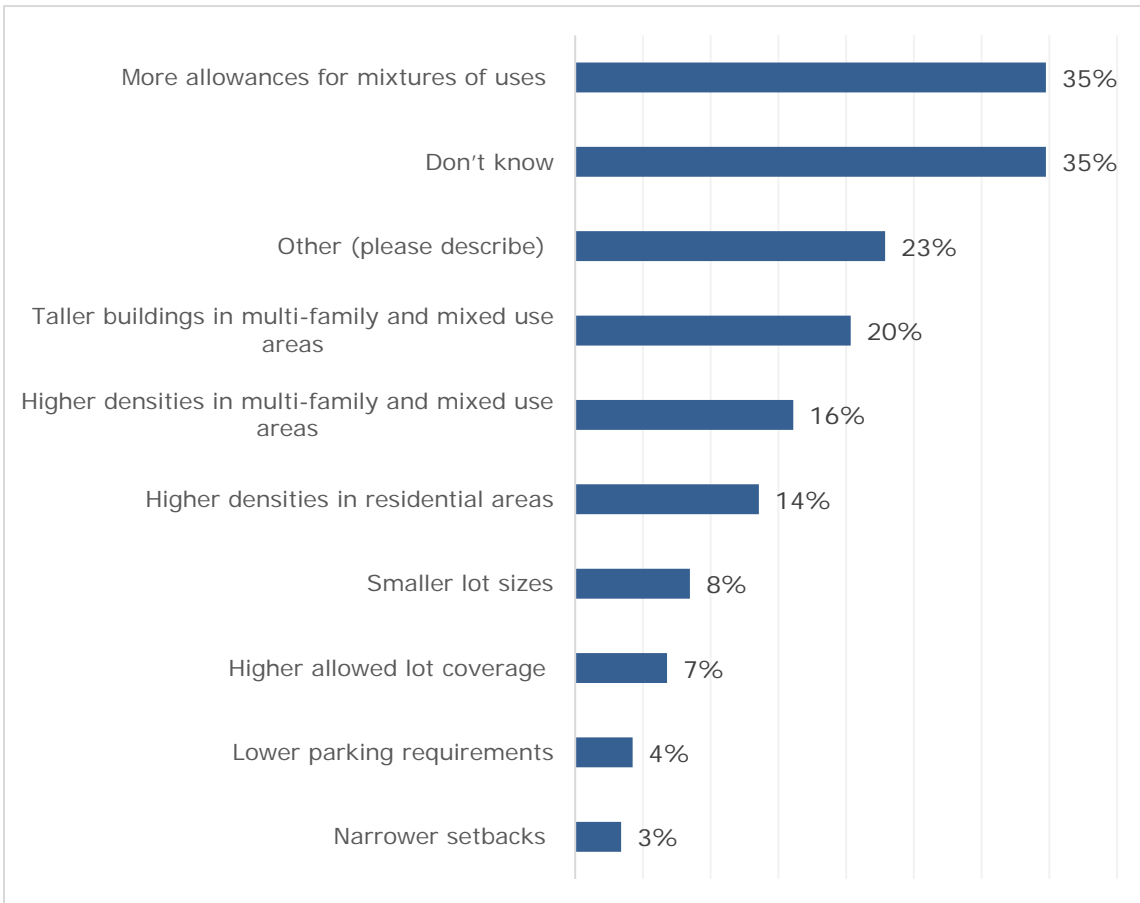
Question 8 asked participants “Which are the three (3) most important housing objectives for Vacaville, of the options listed below? (Select no more than 3 options.)” Participants selected no more than 3 options totaling 133 responses. As shown in **Figure 8**, the highest selected housing objective, at 45 percent of those surveyed, is supporting the construction of affordable housing. Coming in as second most preferred, at 40 percent, is providing housing at lower income levels. The third most preferred housing objective, at 36 percent, is providing more opportunities for homeownership. Only approximately 3 percent selected minimizing evictions and displacement.

**Figure 8: Which are the three (3) most important housing objectives for Vacaville, of the options listed below? (Select no more than 3 options.)**

<b>Answer</b>	<b>Percentage</b>
<b>Supporting the construction of affordable housing</b>	45%
<b>Providing housing at lower income levels</b>	40%
<b>Providing more opportunities for homeownership</b>	36%
<b>Encouraging development of “missing middle” housing types</b>	33%
<b>Encouraging developments with a mix of residential, commercial and other compatible uses</b>	20%
<b>Providing high-end/luxury housing to attract employers to Vacaville</b>	17%
<b>Supporting the construction of senior (age restricted) housing</b>	15%
<b>Encouraging the development of accessory dwelling units (ADUs)</b>	14%
<b>Supporting the construction of permanent supportive housing, transitional housing, and/or emergency shelter projects</b>	14%
<b>Providing additional rental housing</b>	11%
<b>Providing home weatherization, rehabilitation, and energy conservation programs</b>	11%
<b>Enforcing restrictions on short-term rentals (e.g., AirBnB, VRBO)</b>	9%
<b>Other (please describe)</b>	5%
<b>Minimizing evictions and displacement</b>	3%

Question 9 in the survey asked participants “Do you think that the City should change its regulations to encourage housing development? If so, which changes should be considered? (Check all that apply.)” The result was a total of 132 responses. As shown in **Figure 9**, participants indicated a preference for more allowances for mixtures of uses at 35 percent. However, approximately 35 percent were unsure and selected Don’t know. Only approximately 3 percent selected narrower setbacks.

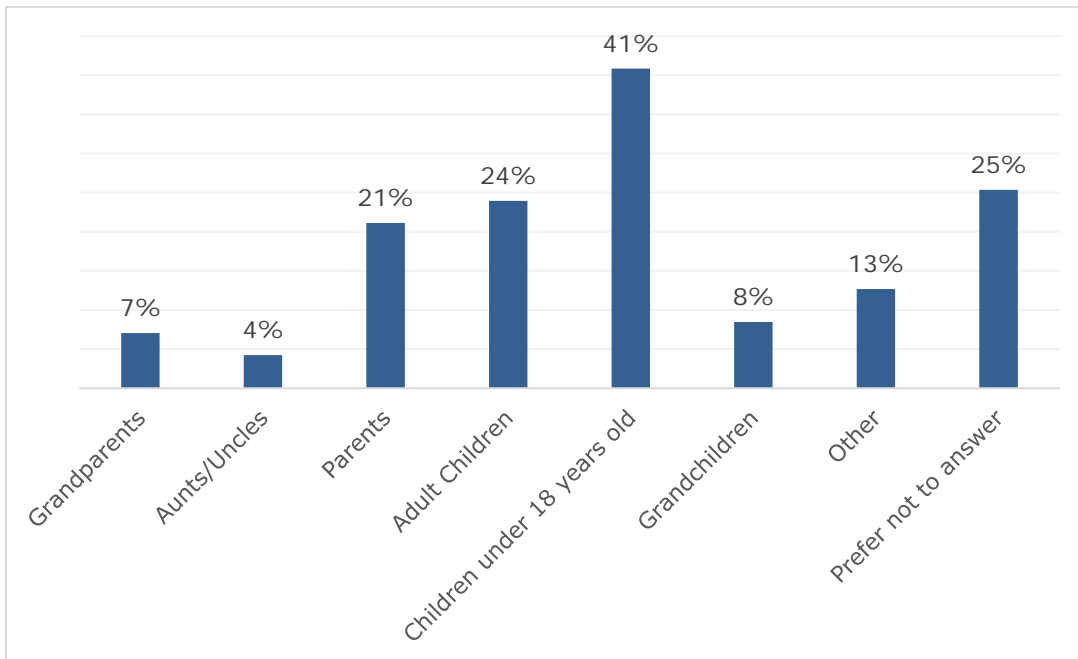
**Figure 9: Do you think that the City should change its regulations to encourage housing development? If so, which changes should be considered? (Check all that apply.)**





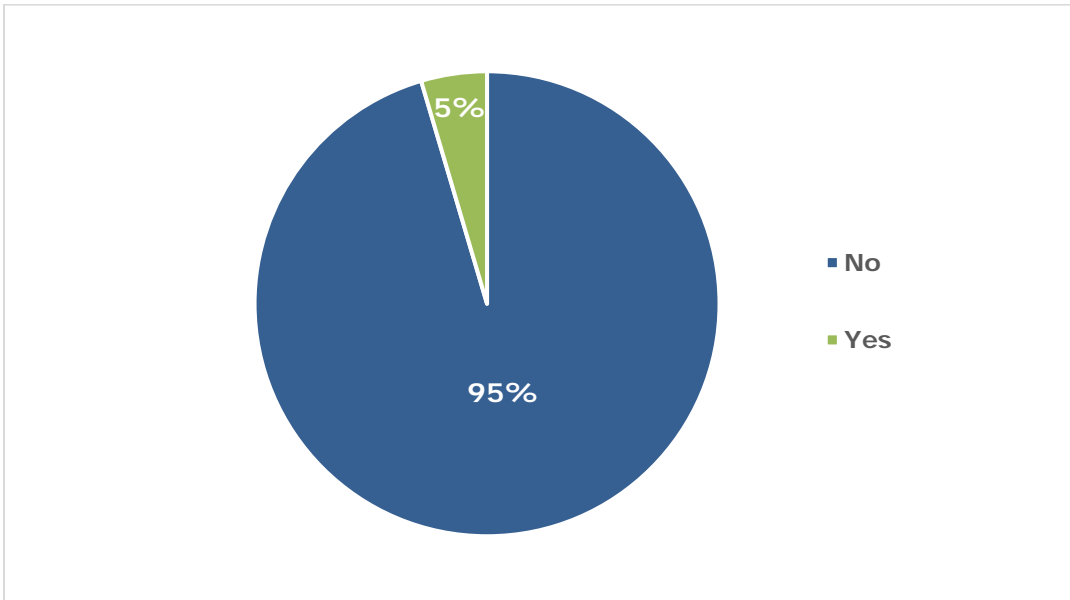
Question 10 asked participants “Do three or more generations of your family live in your household? (i.e., grandparents, parents, and kids.) If so, please check who lives in your household: (Check all that apply).” Of the 133 participants, 71 answered this question and 62 skipped it. As shown in **Figure 10**, of the 71 respondents, 41 percent selected children under 18 years old. Another 24 percent selected adult children and 21 percent selected parents. The top three choices for households with 3 or more generations are children under 18 years old, adult children, and parents. An additional 25 percent chose Prefer not to answer.

**Figure 10: Do three or more generations of your family live in your household? (i.e., grandparents, parents, and kids.) If so, please check who lives in your household: (Check all that apply).**



Questions 11 through 13 of the survey asked for households with information affiliated with Travis Air Force Base. Question 11 asked participants “Do three or more generations of your family live in your household? (i.e., grandparents, parents, and kids.) If so, please check who lives in your household: (Check all that apply).”. Of the 133 participants, 6 answered Yes and 125 No. As shown in **Figure 11**, only 5 percent of households were affiliated with Travis Air Force Base.

**Figure 11: Are you, or is anyone in your household, affiliated with Travis Air Force Base?**



Question 12 asked respondents, “Do you need off-base housing? If so, what kind of housing are you looking for? Can you find this housing in Vacaville? If not, what can the City do to assist you with your housing needs?” Only 1 person responded to Question 12, and they said no.

Question 13 asked respondents, “Do you live with roommates who are not family members? If so, how many?” Only 1 person responded to Question 13, and they said no.

Question 14 asked participants, "What other issues should the Comprehensive Housing Strategy and Housing Element Update address that were not discussed in this survey?" Forty-nine participants responded to this question. Themes from the responses (in order of frequency of occurrence) are listed below:

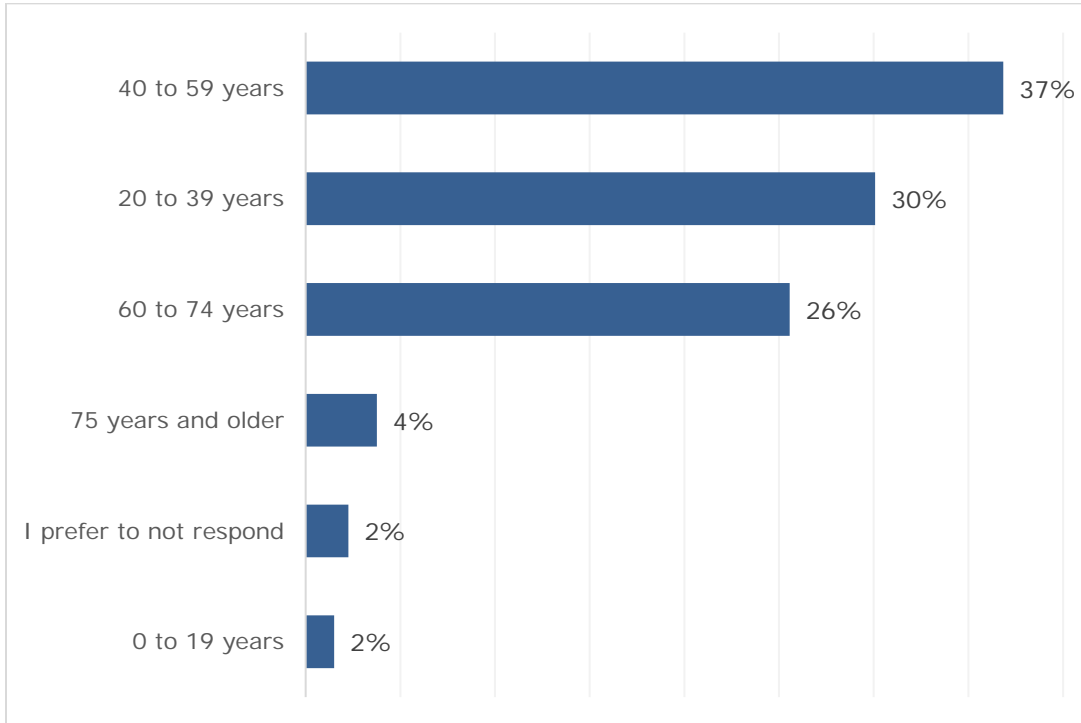
- Construction of more schools.
- Less development.
- A form of rent control as rents are too high.
- Accessible housing development for people with disabilities.
- More housing for the homeless in the form of permanent or winter housing.
- Ensure apartments/housing areas have enough parking spots available.
- Traffic and transportation patterns in the City.
- More money to put into public infrastructure.
- More mixed use and commercial development with residential growth.
- More parks and green spaces.

These are additional points of interest:

- There is too much stress put on municipal services; requiring developers purchase new equipment for the City.
- Would like to see the construction of gated communities.
- Cost of living is too high here.
- There should be a moratorium on building because of the water crisis.
- Avoid restrictive homeowner associations and Declaration of Covenants, Conditions, and Restrictions.
- Spread out low-income housing.
- Research Inclusionary Housing Ordinances.
- Community style housing plans that are walkable to all resources and a variety of homes/apartments that are fully accessible with easy access to countywide transit.

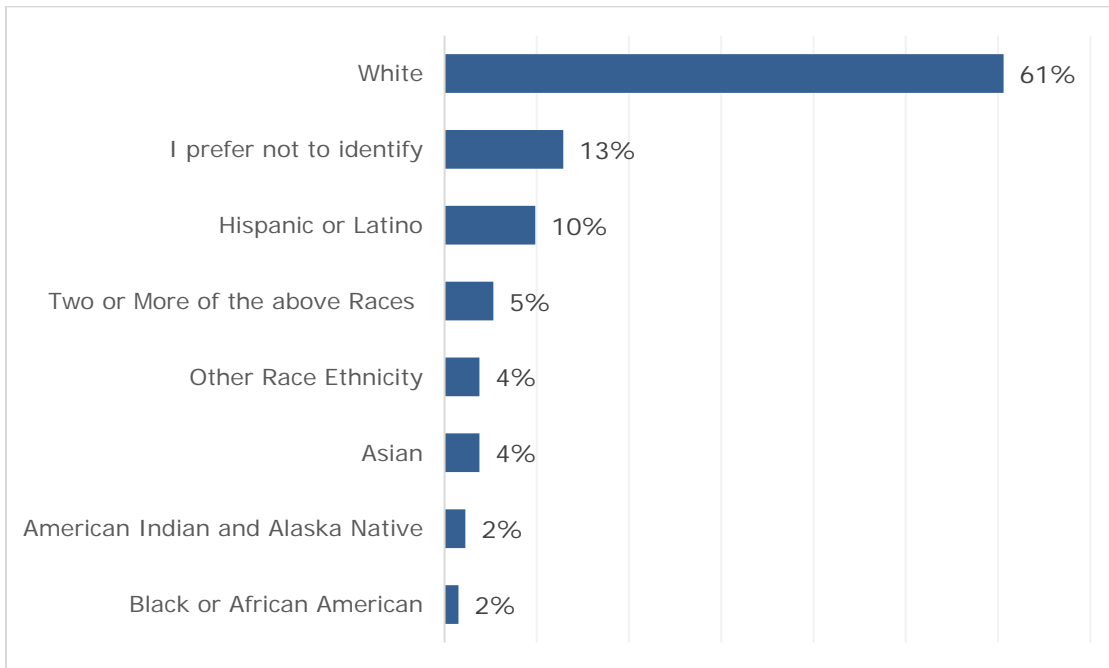
Question 15 asked participants, "How old are you?" A total of 133 responded. As shown in **Figure 12**, 37 percent of participants are 40 to 59 years old, with 30 percent being 20 to 39 years old.

**Figure 12: How old are you?**



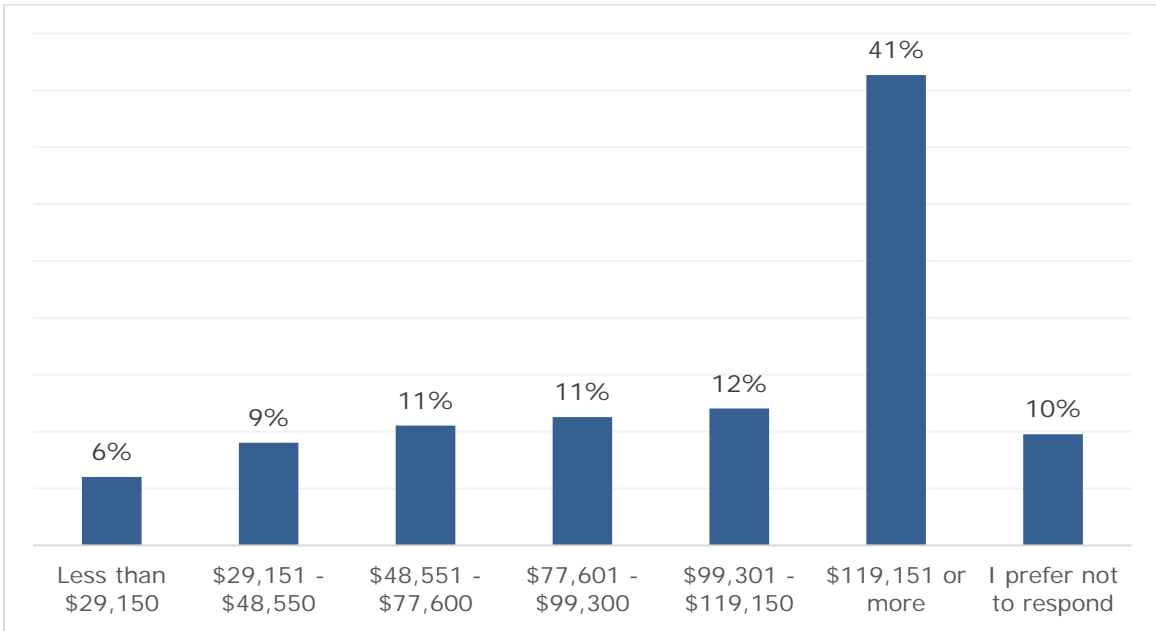
Question 16 asked respondents, "How would you identify your race/ethnicity?" As shown in **Figure 13**, 61 percent of the 133 surveyed selected White, while 13 percent preferred not to identify. Only 10 percent of those surveyed selected Hispanic or Latino. Only 5 percent selected 2 or more of the above races.

**Figure 13: How would you identify your race/ethnicity?**



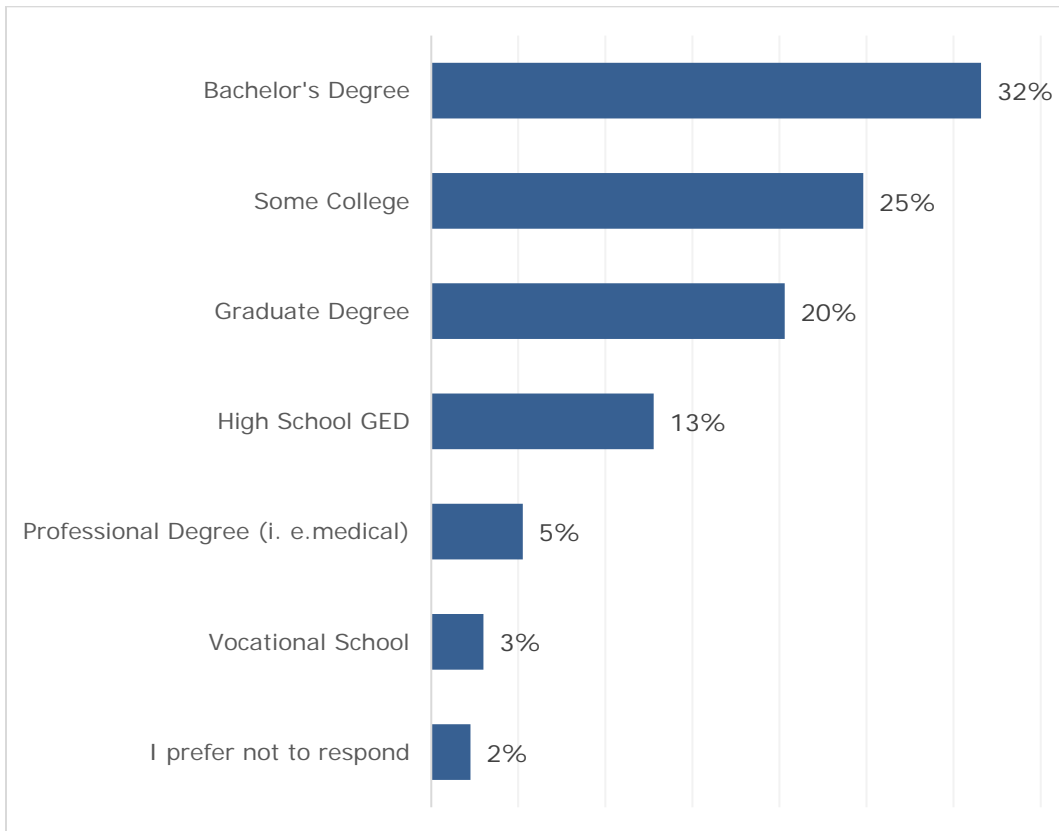
Question 17 asked participants, “What is your household income?” The results of the survey indicate 41 percent selected \$119,151 or more, creating the largest income bracket, as shown in **Figure 14**. Approximately 12 percent selected \$99,301-\$119,150, creating the second largest income bracket. Only 6 percent selected Less than \$29,150.

**Figure 14: What is your household income?**



Question 18 asked participants, "What is the highest level of education you have completed?" As shown in **Figure 15**, the results of the survey indicates 32 percent selected bachelor's degree and 25 percent indicated some college. Approximately 20 percent selected graduate degree, while only 3 percent selected vocational school.

**Figure 15: What is the highest level of education you have completed?**



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Housing Strategy Goals and Strategic Actions

Goal 1: Encourage a Diversity of Housing Choices		Implementing Entities		Potential Funding Source(s)	Implementation Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 1.1:	Encourage or require new subdivisions to include duplexes/triplexes/fourplexes (missing middle) designed to look cohesive with adjacent single-family homes	Community Development	Developers	Existing City staff time; new General or other City Fund appropriation	X		
▶ Strategy 1.2:	Facilitate the increased construction of Accessory Dwelling Units (ADUs) and Junior ADUs	Community Development; Housing and Community Services	CalHFA	Existing City staff time; new General or other City Fund appropriation	X		
▶ Strategy 1.3:	Provide information to bolster community support related to the range of missing housing types in the City	Housing and Community Services; City Manager; Public Relations	Consulting technical support; Developers	Existing City staff time; new General Fund appropriation	X		
▶ Strategy 1.4:	Provide incentives to support the development of missing housing types in the City including "missing middle," affordable, supportive, transitional, homeless shelters, and executive housing	Community Development; Housing and Community Services; other departments, as appropriate	NA	Existing City staff time; new General or other City Fund appropriation; grant funding			X

**Table 1-1. City of Vacaville Housing Strategy**

Goal 2: Address Regulatory and Financial Barriers to Needed Housing Production		Implementing Entities		Potential Funding Source(s)	Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 2.1:	Encourage infill development by adopting flexible development standards, incentives (including lower or waived fees), and a streamlined development review process	Community Development	NA	Existing City staff time	X		
▶ Strategy 2.2:	Allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in required parking such as transit passes, shared vehicle program, or increased bicycle parking	Community Development	Developers; ABAG	Existing City staff time	X		
▶ Strategy 2.3:	Address barriers associated with development impact fees to support increased housing development, including affordable, infill, and other needed housing types	Public Works; Community Development	NA	Existing City staff time	X		
▶ Strategy 2.4:	Consider increasing minimum and maximum allowable densities and zoning requirements in existing General Plan and Zoning Code policies to increase the City's housing capacity, ensure higher density projects (which can lead to greater affordability), and make projects more economically feasible.	Community Development	NA	Existing City staff time		X	
▶ Strategy 2.5:	Consider working with the ALUC to study whether the permitted uses and boundaries of the Nut Tree Airport compatibility zones can be reevaluated to accommodate additional housing	Community Development	Airport Land Use Commission	Existing City staff time			X

**Table 1-1. City of Vacaville Housing Strategy**

		Implementing Entities		Potential Funding Source(s)	Implementation Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
<b>Goal 3: Create New Initiatives and Programs to Address Housing Needs</b>							
▶	Strategy 3.1:	Create a City staff position to serve as a centralized housing service coordinator for the City to help secure State funding and facilitate the equitable allocation of housing needed to meet underserved populations	Housing and Community Services	NA	New General or other City Fund appropriation	X	
▶	Strategy 3.2:	Consider opportunities to streamline the permitting process	Community Development	NA	Existing City Staff time; Senate Bill 2	X	
▶	Strategy 3.3:	Consider completing a City-sponsored and -funded CEQA analysis to clear desired infill sites	Community Development; Housing and Community Services	Development community	Existing City Staff time; Senate Bill 2		X
▶	Strategy 3.4:	Consider an inclusionary housing ordinance that requires a certain percentage of housing to be included in every project to meet very low, low, and moderate income levels	Community Development; Housing and Community Services	Consulting technical support	Existing City staff time		X
▶	Strategy 3.5:	Consider creating local housing construction funding sources.	Housing and Community Services	California Department of Housing and Community Development	New General or other City Fund appropriation		X
▶	Strategy 3.6:	Consider creating supportive housing-related programs for underserved populations.	Housing and Community Services	California Department of Housing and Community Development	New General or other City Fund appropriation		X

Source: City of Vacaville; Housing Strategy Stakeholders; Housing Strategy Project Team.

[1] For the implementation timeline, Near-Term is approximately 1-2 years; Mid-Term is 2-5 years; and Long-Term is 5+ years.



