

## **CHAPTER 5 HOUSING NEED**

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

Because local governments have a responsibility to facilitate improvement and development of housing for all economic segments of the community, the analysis of housing needs and affordability examines the housing need for four household-income categories: very-low-, low-, moderate-, and above-moderate-income. Very low income is defined as a household earning up to 50 percent of the county's median income; a low-income household earns 51 to 80 percent of the median; moderate-income households earn 81 to 120 percent of the median; and above-moderate income households earn above 120 percent of the median. Federal and state law and program guidelines refer to very-low- and low-income jointly as "lower-income."

To judge eligibility for federal and state housing programs, the United States Department of Housing and Urban Development (HUD) and the California Department of Housing and Community Development (HCD) publish annual income limits. Both HUD and HCD make slight adjustments in unusually high- and low-income areas and in areas of high housing cost relative to incomes. Table 6 charts income limits published in February 2014 for Solano County for a household of four. It should be noted that only a small percentage of households have incomes at the upper end of each of these income categories, therefore, the complete picture of affordability is skewed.

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

### **5.1 REGIONAL HOUSING NEED**

#### **Housing Needs Determination**

As set forth in State Law, the Regional Housing Needs Allocation (RHNA) process is the responsibility of the Association of Bay Area Governments (ABAG). The process was initiated with the appointment of the Housing Methodology Committee (HMC), which was comprised of elected officials and staff representatives from each Bay Area county. Vacaville's City Manager served on this committee along with a County Board Supervisor and Planning staff from Solano County. The HMC's work concluded in April 2012 with the ABAG Executive Board's adoption of the methodology for allocating the regional housing need to individual cities and counties.

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

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

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

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

	<b>Extremely Low (0 to 30% of AMI)</b>	<b>Very Low (31 to 50% of AMI)</b>	<b>Low (51 to 80% of AMI)</b>	<b>Moderate (81 to 120% of AMI)</b>	<b>Above Moderate (Over 120% of AMI)</b>	<b>Total</b>
Total Housing Need	144	143	134	173	490	1,084
Units Constructed between January 1, 2014 and October 1, 2014	0	0	0	18	128	146
<b>Remaining Need</b>	<b>144</b>	<b>143</b>	<b>134</b>	<b>155</b>	<b>362</b>	<b>938</b>

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

### 5.2 IMMEDIATE NEED

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

#### Vacancy Rates

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

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

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

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

Current vacancy rate data is not available for single-family home rentals; however, based on discussions with local stakeholders, single-family rentals remain in demand. Single-family homes typically provide more floor space than apartments and are more desirable for families.

### **5.3 SPECIAL HOUSING NEEDS ANALYSES**

For some households, limited income is not the only obstacle to finding adequate housing. California Government Code Section 65583(a)(7) requires analysis of any special housing needs, such as those of extremely low income households, families and persons in need of emergency shelter, the elderly, persons with disabilities, large families, farm workers, and female-headed families. The needs of these groups should be discussed if they exist in the community. Unfortunately, even determining whether these needs exist is difficult, because little information on such groups is kept, and the information available is anecdotal, or based on client lists of individual service organizations.

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

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

Extremely low-income is defined as households with income at or below 30 percent of area median income. The HCD 2014 area median income for Solano County was \$82,600 for a four-person household or \$57,800 for a one-person household. For extremely low-income households, this results in an income of \$24,800 or less for a four-person household or \$17,400 or less for a one-person household.

Households with extremely low income have a variety of housing situations and needs. For example, most families and individuals receiving public assistance, such as social security insurance or disability insurance, are considered extremely low-income households. At the same time, a minimum wage worker living in a single-person household could be considered an extremely low-income household with an annual income of approximately \$24,800 or less.

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

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

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

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

### *Existing Needs*

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

### *Projected Needs*

The City used available census data to calculate the percentage/number of very low-income households that qualify as extremely low income households. In accordance with State housing element law, the City assumes that half of the very low income RHNA are extremely low-income households. Based on this approach, the projected housing need for extremely low income households represents 13.3 percent of the City's RHNA, which equates to a projected need of 144 units for extremely low income households.

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

*Providing for the Needs of Extremely Low Income Households*Housing Choice (Section 8) Vouchers

The Vacaville Housing Authority (VHA) administers the US Department of Housing and Urban Development's (HUD) Housing Choice Voucher program for very low and extremely low-income households. The Housing Choice Voucher has no ceilings on rents, but rents must meet a reasonableness test. The tenant is responsible for paying the difference between the subsidy provided by the VHA and the actual rent, and the VHA subsidy is generally the difference between 30 percent of the renter's income and the payment standard for which the renter is eligible. The VHA administers 1,193 vouchers under this program. Of these, 75 percent of households admitted to the Housing Choice Voucher program must be extremely low-income households, which typically have fixed incomes such as social security insurance and/or disability.

In 2010, the VHA was granted 50 family unification program (FUP) vouchers. FUP vouchers are made available to families for whom the lack of adequate housing is a primary factor in the separation, or threat of imminent separation, of children from their families or in the prevention of reunifying the children with their families. FUP vouchers enable these families to lease or purchase decent, safe and sanitary housing that is affordable in the private housing market. FUP vouchers can also be used by former foster youth ages 18-21 who left foster care at age 16 or older who are homeless or at risk of being homeless. Since award of the FUP vouchers, no additional applications have been made by the VHA. However, the VHA continues to analyze vouchers made available by HUD in order to apply for those that they are eligible for, per its commitment as identified in Housing Program H.3 - I 4.

The VHA also administers the Housing Choice Voucher Homeownership Program, where a Voucher holder may utilize Section 8 subsidy towards a mortgage payment instead of rental assistance. There are currently six households receiving mortgage assistance through this program.

In addition, HUD has announced the availability of a competitive application process for vouchers for persons who are disabled but non-elderly. As required by HUD regulations, 75 percent of all vouchers received would be allocated to extremely low-income households. The VHA applied for funding in 2011 under this program, as well, but like many Housing Authorities, did not receive an allocation. The VHA will continue to apply for all Housing Choice Vouchers for which it is eligible as additional funding becomes available. This commitment is identified in Housing Program H.3 - I 4.

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

Other Assisted Housing

Table 31, found in Chapter 4, lists the various rental subsidy programs at work in Vacaville and the number of units affected. One project, Twin Oaks Apartments, contains a total of 45 Section 8 units. The Autumn Leaves project was built with Section 202/8 funds and provides 56 studio and one-bedroom units to elderly and disabled renters. For Section 8 and 202 units, tenants pay a maximum of 30 percent of their income for rent with eligibility limited to those with incomes of 50 percent or less of the area median income.

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

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

### Security Deposit Loan Program

The VHA offers a guarantee program to participants using a Family Unification Program Housing Choice Voucher who can afford to pay rent but do not have the necessary funds for a large security deposit. Under this program, eligible applicants may receive a guarantee from the VHA for an amount not to exceed the Security Deposit being requested by the landlord or \$1,000, whichever is less. If the landlord agrees to participate in the program, the participant makes monthly payments towards their Security Deposit obligation to the landlord. If a payment is missed by the participant, the VHA will make the payment directly to the landlord.

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

### Emergency Rental Assistance to Prevent Homelessness

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

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

### Other Programs

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

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

### Callen Street Rehabilitation/New Construction Project: Conversion to Affordable Rental Units

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

### **Families and Persons In Need Of Emergency Shelters**

Homelessness in California is a continuing crisis that demands the effective involvement of both the public and private sectors. Factors that contribute to homelessness include lack of affordable housing to very low-income persons, unemployment, reductions in government subsidies, deinstitutionalization of the mentally ill, domestic violence, drug addiction, dysfunctional families, and lifestyle choice.

#### *Vacaville Homeless Survey*

On January 29, 2009, the City of Vacaville Police Department conducted a visual homeless survey in the areas of Vacaville known to be frequented by homeless persons. During this visual survey, 34 people were identified as being homeless: 23 males, 9 females, and 2 persons of unknown gender. Of these 34 persons, 18 were living in hand-constructed temporary

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structures. The remaining persons were found either walking around or sleeping in various locations around the City. Community Action Partnership (CAP) Solano JPA will conduct a “point in time” survey in January 2015, which will update this 2009 survey information. The purpose of this count is to survey the homeless, obtain a homeless census, and prepare a detailed report regarding the homeless in Solano County. The report will include the count and characteristics and experiences of homeless persons.

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

### *Solano County Homeless Plan*

Solano County has a 10-year plan addressing homelessness for the 2008 to 2018 time frame. According to their most recent data (January 2014), Solano County has approximately 406 homeless persons. The County is aware that there may be an estimated 1,500 to 2,000 persons who are homeless at any point in time and are not captured in the time of this count. Solano County has 259 beds available in emergency shelters, 320 beds in transitional housing, and 140 beds year round in permanent housing. Even with these 719 beds, Solano County is looking at a need for over 3,000 homeless persons at any one time in Solano County. Solano County has ten strategies addressing homelessness:

- Discharge planning and decrease the number of people of being discharged into homelessness by 25 percent.
- Create new permanent housing beds for homeless and chronically homeless persons.
- Increase percentage of homeless persons staying in permanent housing over 6 months to 71 percent.
- Increase percentage of homeless persons moving from transitional housing into permanent housing by 61 percent.
- Increase percentage of homeless persons becoming employed by 11 percent.
- Ensure that the Continuum of Care has a functional Homeless Management Information System with 90 percent of the shelters and housing projects actively participating.
- Improve access to mainstream resources by 25 percent.
- Chronically homeless individuals will be fully engaged in the continuum of services and housing available to them.
- Chronically homeless people will be forced to live on the street until permanent housing or affordable housing is available.
- Ensure sufficient outreach to homeless, at-risk families and non-chronically homeless individuals and provide for their basic needs.
- Further strengthen self-sufficiency supports for homeless people moving out of homelessness.

Table 37 lists homeless facilities in and near Vacaville.

**TABLE 37 HOMELESS FACILITIES IN AND NEAR VACAVILLE**

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

Source: Organization Websites, 2014.

### *Opportunity House*

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

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

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

In addition to providing food and shelter to homeless individuals and families, the facility implements a three-step program that promotes self-sufficiency. By the time an individual moves to the third, and final, step of the program, they are employed, seeking affordable housing, have the knowledge to create and manage a budget, and have a savings fund, typically consisting of two or three paychecks. At this point, some individuals obtain their own housing, while others move into the shelter's transitional housing. The facility also offers youth programming through The Leaven, which receives funding from the City's CDBG program.

### *Mission Solano*

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

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

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

Opportunity House relocated from Catherine Street to the current location in October 2012 as a result of the City Council action adopting two special standard overlay zones (SS-10 and SS-11), which permit social services facilities, including emergency shelters, homeless shelters, food banks, and other similar types of facilities, without the need for a conditional use permit. (For more information regarding these overlay zones, refer to Section 7.1 of this document). The new location for Opportunity House can accommodate up to 60 beds in a 9,800 square-foot, two-story building. In addition to providing housing, Opportunity House plans to provide additional services such as more transitional and alternative housing, more supportive services, a mentoring program, and volunteer programs. SS-10 and the Special Standard 11 (SS-11) overlay districts are located contiguously on Callen Street, Bennett Hill Drive, and Bennett Hill Court (refer to the map in Section 6.5). The relocated and expanded Opportunity House discussed above is located within an overlay district.

In 2012, a new County social services building was built on the corner of Brown Street and East Monte Vista Avenue. This location is approximately one-half mile from the SS-10 and SS-11 zone districts. The William J. Carroll Government Center is now complete and contains:

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

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

### *Homeless Roundtable*

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

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

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

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

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

#### *Other Programs Assisting the Homeless Population*

To further meet the needs of the homeless and other persons in need, Housing Program H.3 – I 12 identifies that the City will continue the activation and operation of emergency cooling and warming centers at the City’s community centers during times of extreme weather. The City will also activate and operate emergency shelters during catastrophic events requiring emergency evacuations of City residents.

The Vacaville Community Welfare Association, as well as local faith-based organizations, continues to offer limited help and vouchers for overnight accommodation at local motels. The City continues to collaborate with the Community Action Partnership Solano (CAP Solano) to move people out of poverty and homelessness. The City partners with CAP Solano to apply for available grant funds as well as community events that are designed to prevent and address homelessness. The City also refers individuals and families to CAP Solano for resources that are available to address their specific needs. The City participates in Housing First Solano, formerly the Continuum of Care, a group made up of representatives from local government agencies and other organizations who are interested in sharing information and expanding the services available to homeless and near homeless persons.

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### Senior Residents

The 2010 Census figures indicated that there were approximately 40.3 million persons aged 65 and older (or 13 percent of the US population).<sup>1</sup> The number of elderly persons as a percentage of total US population is expected to continue to increase due to the aging of the “Baby Boom” generation, lower birth rates in recent years, and extended life expectancies. It is expected that persons aged 65 years and older will comprise more than 19 percent of the US population by 2030, and 20 percent by 2050.

As a special needs group, the elderly are in some respects unique. The 2010 Census indicates that there are 6,076 households (19.5 percent of total households) with householders age 65 and older. The majority of Vacaville’s elderly households are homeowners, with 4,485 elderly homeowners compared with 1,591 elderly renters, as shown in Table 38. According to the 2008-2012 American Community Survey 5-Year Estimates, 8,973 persons age 65 and above live below the poverty level. Such residents often have fixed incomes that do not keep pace with increasing housing costs. Past and future construction of senior restricted apartments with affordability restrictions will assist in fulfilling this housing need.

Senior citizens are identified as a population in need of special housing because of physical constraints as well as limited incomes. Housing for the elderly should respond to this group’s need for relatively easy access to shops, services and medical care, and to limitations on income and mobility. As confirmed by residents and real estate agents attending a June 2014 stakeholder discussion, typically elderly individuals desire small, secure, low-maintenance homes. However, there are also needs for affordable apartments and congregate care group facilities. As the baby boomers are now reaching retirement age, the percentage of elderly persons is expected to dramatically increase in future years.

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

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

### Large Families

According to the 2010 Census, the average household size in Vacaville was 2.58 people and the average family size was 3.14 people. Large families are defined as families of five or more persons. Often, large families live in overcrowded conditions due to the lack of availability of larger units. Overcrowding is typically defined as more than one person per room, based on the Census Bureau’s definition of “room,” which excludes bathrooms, porches, balconies, foyers,

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<sup>1</sup> Werner, Carrie A., US Census Bureau, “The Older Population: 2010, 2010 Census Briefs,” November 2011.

**TABLE 38 HOUSEHOLDER BY TENURE BY AGE, 2010**

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

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

halls, or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. As illustrated in Table 24 (Chapter 4) and Table 39, 12 percent of households in Vacaville have five or more members, and 1.90 percent of all households are overcrowded (1.01 to 1.50 persons per room), and an additional 0.46 percent are severely overcrowded (1.51 or more persons per room).

Overcrowding can result when there are not enough adequately sized units within a community, or when high housing costs force several individuals or family members to share housing. As illustrated in Table 39, large families make up approximately 13 percent of all rental households in Vacaville. Currently there are 131 households receiving Housing Choice Voucher (Section 8) rental assistance that have five or more members and an additional 294 large families on the waiting list for this program. Of these, 90 families have applied as Vacaville residents and the remaining 204 families as non-residents. Applicants who live or work in Vacaville receive preference over those who do not.

## 5. Housing Need

**TABLE 39 HOUSEHOLD SIZE BY TENURE, 2010**

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

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

The October 2014 Vacancy and Rent Survey documents that of the 4,907 market-rate apartment units surveyed, only 124 were three-bedroom units. Of these three-bedroom units, two units were vacant and available for rent, and three units were vacant and unavailable for rent. In an effort to provide additional housing for large families, the City has a housing program that encourages developers to provide a component of three-bedroom units within apartment projects to accommodate large families.

### Female-Headed Households

In 2010, 17 percent of all two or more person households in Vacaville were headed by a single parent (5,288 households). The largest sub-set of this group was the 4,013 households where the single parent was female (4,013 of the total single parent households, or 75.9 percent). Of the total two or more person households headed by women, 52.4 percent (2,101 households) reported children under the age of 18 present in the household (see Table 40).

**TABLE 40 FEMALE HEADED HOUSEHOLDS, 2010**

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

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

Single mothers are identified as a special needs group because their level of income is often too low to pay for housing adequate to meet space and lifestyle needs. In 2010, of all family households living below the poverty level, 47.25 percent were single mothers with children under age 18. The special housing needs of this group include low-cost housing that is suitable for children (outdoor play space or proximity to parks would be preferable) and located near schools and childcare. These needs can be addressed through continued progress in efforts to acquire and rehabilitate rental housing, especially units with three or more bedrooms. Some of these households may receive rental assistance from the Housing Authority. There are 924

female-headed households now receiving Housing Choice Voucher rental assistance, nearly 80 percent of all program participants.

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

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

### **Farm Workers**

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

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

The advent of mechanization in harvesting crops, new planting techniques and changes in the types of crops grown have substantially reduced the overall number of farm workers and the proportion of migrant farm workers. Technology, along with urbanization, has decreased agricultural employment in Solano County and in the City of Vacaville, and therefore the number of farm workers in the community. Many once active orchards near Vacaville are no longer maintained due to lack of economic return. Vacaville was once a central fruit-processing center, but almost all of the fruit processing related businesses have moved elsewhere, making it uneconomical for farmers to transport their product.

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

### **Mobility Impaired and Other Individuals with Disabilities**

Persons with disabilities face unique problems in obtaining affordable and adequate housing. This segment of the population, which includes individuals with mental, physical, and

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developmental disabilities need affordable, conveniently located housing, which, where necessary, has been specially adapted for wheelchair accessibility, along with other physical needs.

### *Physical Disabilities*

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

According to the 2008-2012 American Communities Survey, there were 8,094 persons with disabilities in Vacaville, and 3,336 of these persons were age 65 and older (shown in Table 41). No data was available as to the degree of limitation. As a result of Vacaville's proximity of Travis Air Force base, returning disabled veterans are a significant disabled population. Veterans may not be well integrated with other disability groups and are often reluctant to seek help.<sup>2</sup> The living arrangement of persons with disabilities depends on the severity of the disability. Many persons live at home in an independent fashion or with other family members. Others live in one of the several assisted living or convalescent facilities in Vacaville. To maintain independent living, persons with disabilities may need special assistance, including special housing design features, income support for those who are unable to work, and in-home supportive services.

To address the need for adaptability and accessibility of housing by mobility impaired persons, the California Department of Housing and Community Development has adopted requirements for rental housing. These regulations implement most requirements of federal law for federally financed housing projects, plus additional requirements. California law requires that five percent of dwelling units in a new apartment building, hotel, motel, or lodge include design features for adaptable use by mobility-impaired persons.

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

### *Mental Disabilities*

There is also a segment of the population with severe mental disabilities. These residents require special housing with supportive care. According to the 2008-2012 American Communities Survey, there were 2,078 persons with some form of cognitive disability residing in Vacaville (see Table 41). As noted in the previous section on Vacaville's homeless, mental disability often is a factor that contributes to homelessness. Residential group home facilities for mentally ill or mentally disabled individuals, which are a permitted use in single family zoning districts, are a housing choice for persons that do not require institutionalization. There are also

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<sup>2</sup> Conversation with Edie Thomas, Executive Director, Connections for Life, June 15, 2014.

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

**TABLE 41 PERSONS WITH DISABILITIES BY DISABILITY TYPE, 2012**

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

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

### *Developmental Disabilities*

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

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

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

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

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

Housing considered adequate for this population is:

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

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

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

### Implementing Policies

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

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

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<sup>3</sup> Conversation with Edie Thomas, Executive Director, Connections for Life, June 15, 2014.

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

### Guiding Policies

- H.1 - I 6** Give priority to special needs housing and residential care facilities by allowing for reduced processing time and streamlined procedures for special needs housing land use applications.
- H.1 - I 7** Encourage preferential handling of special needs populations, such as domestic violence cases, youth aging out of foster care, the developmentally disabled, single parents, etc., in the management plans and regulatory agreements of funded projects.
- H.1 - I 8** Consider adopting a Universal Design ordinance incentivizing accessible design features in new residential development to support visitability, which allows people with limited mobility to stay integrated with the community.

### Travis Air Force Base Families

The availability of decent and affordable housing is also a special need for those military families based at nearby Travis Air Force Base (AFB). Travis AFB is vital to the local economy. In the past, Travis AFB was rated poorly for availability of off-base affordable housing. This makes the Base vulnerable during Base Realignment and Closure (BRAC) procedures. Affordable housing is a key component to the long-term viability of the base as well as the local economy. Active service members receive a Basic Allowance for Housing (BAH) which allows them to choose to live in off-base housing or in privatized on-base housing. Active military members who reside in on-base governmental quarters without dependents (dorms) receive partial BAH.

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

The off-base housing market is difficult for military families to utilize. Developers of new market rate apartments typically target high-income tenants, and, as stakeholders in a June 2014 meeting indicated, three- and four-bedroom units are in short supply. Between 2001 and 2011, median rents increased 10.5 percent for one-bedroom units, 13.1 percent for two-bedroom units, and 18.7 percent for three-bedroom units. The 2014 BAH for a senior airman (typical rank for someone with four years of service) with dependents is \$1,575. The 2014 BAH for a senior airman without dependents is \$1,371. Based on the 2014 Annual Apartment Vacancy and Rent Survey, the median rent for a one-bedroom unit was \$1,085, a two-bedroom unit was \$1,300, and a three-bedroom unit was \$1,400 (these amounts do not take into account the cost of utilities).

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While the City has General Plan policies that promote the development of housing that is affordable to Travis AFB personnel, it would be beneficial if the City could identify properties with potential for affordable housing as well as new housing programs.

### **Other Special Needs Groups**

#### *Persons with Family and Friends in Prison*

Families sometimes move to Vacaville to be nearer to incarcerated relatives for daily visitation. The size of this population, however, is elusive because the California Department of Corrections will not release data concerning the location of inmates' families. This makes it difficult for the City to address this potential low-income housing need.

#### *Vacaville Residents with High End Jobs in Vacaville*

Residents who work within the community are another special needs group. Since 1990, more professional and higher skilled jobs are available within Vacaville. These jobs include those at the Kaiser Medical Center, Genentech, Alza Pharmaceutical, Travis Federal Credit Union, California State Prison Solano, California Medical Facility and State Compensation Insurance Fund. However, many jobs added during the last 10 years are also in the lower-paying service, manufacturing and retail sectors. Economic Development is a primary goal for the City and the City is proactive in attracting development with higher-paying jobs, which provide greater opportunity for Vacaville residents and an ability to afford a wider range of housing.

#### *Young Adult Residents*

According to the Census data, the percentage of young adult residents ages 20 to 24 (Table 8, in Chapter 3) in Vacaville remained relatively the same over the past 10 years, at approximately 7 percent of the total population. Based on national housing studies, a population with a high proportion of young adults generally indicates a need for rental units, secondary living units, and first-time homebuyer or first move-up opportunities, including condominiums, town homes, or small single-family homes. Participants in past focus groups have indicated a concern amongst Vacaville residents regarding the inability for their young adult children to reside in Vacaville after graduating from high school, vocational schools, or college. Participants in a stakeholder discussion in June 2014 referenced the lack of small one-bedroom units and rental housing for young singles or families starting out on their own, as well as for aging seniors looking to downsize. To the extent that young adults are primarily low-income residents, their housing needs are similar to other low-income households.