

# SECTION V

## HOUSING RESOURCES



## REGIONAL HOUSING NEEDS DETERMINATION

Under the State housing element requirement, housing needs are defined in three categories: existing needs, needs of special groups within the community, and projected needs over the next five year period. Previous sections of this chapter have identified existing needs and needs of special groups. This section focuses on projected housing needs for the period from 2002 to 2007.

Projected housing needs are the total additional housing units required to adequately house a jurisdiction's projected population in the five year period that are affordable, in standard condition, and not overcrowded. These needs therefore, include those of the existing population as well as the needs of the additional population expected to reside in the county in five years.

In accordance with Section 65584 of the Government Code, the Regional Housing Needs Plan (RHNP) is part of a statewide mandate to address housing issues that are related to future growth in the Sacramento Area of Council of Governments (SACOG) region (i.e. counties of El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba).

The essence of the RHNP is the distribution, for each jurisdiction, of housing needs for each of the four households income groups (e.g. Very Low Income, Low Income Moderate Income, and Above Moderate Income) and the projected new housing unit targets by income group for the ending date of the plan in 2007. These units are considered the basic new construction need to be addressed by individual city and county housing elements.

The Sacramento Area of Council of Governments (SACOG) adopted the "Final" Regional Housing Needs Plan" (RHNP) at its September 20, 2001, meeting. SACOG's allocation of each locality's share of housing is determined by the RHNP. The major goal of the RHNP is to assure a fair distribution of housing among cities and counties, so that every community provides an opportunity for a mix of housing affordable to all economic segments of the community. The housing allocation targets are not building requirements, but goals for each community to accommodate housing through appropriate planning policies and land use regulations. Allocation targets are intended to assure that adequate sites and zoning are made available to address anticipated housing demand during the planning period of 2000 through 2007, and that market forces are not inhibited in addressing the housing needs of all economic segments of a community.

With stagnant population growth in the unincorporated area of the County, there appears that there is little need for additional housing. The unincorporated county's share of the regional need for new housing, however, is based partly on the spill-over effects of job growth in the cities and counties, partly on the current unmet housing needs among the County's current low-and moderate-income residents, partly on the replacement and rehabilitation need of the current housing stock, and partly on population growth that can be expected to occur independently of employment growth. As a consequence, the SACOG basic new construction need is higher than the increase in the number of housing units needed to accommodate projected household growth only.

The following table provides the 2000-2007, housing unit allocation for each of the four household income groups (e.g. Very Low Income, Moderate Income, etc.) as adopted by

SACOG. That is, through the 2002-2007 planning period, Yolo County must assure that adequate sites and zoning are made available to meet these targeted allocations for each of the respective income groups. Yolo County's targeted housing goal equates to 143 housing units per year.

**TABLE 28  
REGIONAL NEEDS ALLOCATION FOR YOLO COUNTY**

	<b>Very Low Income</b>	<b>Low Income</b>	<b>Moderate</b>	<b>Above Moderate</b>	<b>Total Units</b>
Units	136	180	238	449	1,003
Percentage	14%	18%	24%	45%	100%

### **Progress toward Regional Housing Needs Determination**

In addition to the potential number of housing units that could be developed on the land available for residential development identified in Table 31 and shown in the appendices, the planned projects listed on the following page would provide additional units for single family development. Of this total, it is anticipated that 1,079 units will qualify for Moderate and Above Moderate income levels, while 194 units will be constructed for Very low and Low Income persons. This total does not include planned housing projects due to a lack of project specifics at this time. However, all of the units are anticipated to be developed within the timeframe of the 2002-2007 Yolo County Housing Element based on the current status of the project applicant interest and no conditions exist to impede their development in the planning period, and will therefore contribute to the total allocations determined by the Sacramento Area of Council of Governments listed above. It should be noted that, in accordance with county policy, all projects listed in excess of ten units, the County has required 10 percent of the units be affordable to very low and low-income households. For projects of more than 50 units, this requirement may be met by a land donation, with the developer receiving a credit toward this requirement in the amount of one unit per one-tenth (1/10) acre of donated land. The County will transfer the land donated to a non-profit or for-profit developer for the construction of permanently affordable multi-family rental units, if the land so donated would be appropriate for multifamily use under the County's General Plan and Zoning Code. An in lieu contribution for the provision of affordable housing for low-income households will be required if such land is not appropriate for multi-family use. The following table identifies housing projects that have been either approved or are planned and are anticipated be constructed during the timeframe of the Yolo County Housing Element planning period.

**TABLE 29  
APPROVED/PLANNED HOUSING PROJECTS  
APPROVED PROJECTS 2000**

<b>Project Name</b>	<b>Type/ Zoning</b>	<b># Units</b>	<b>Location/Services</b>	<b>Current Status</b>	<b>Completion Date</b>
Borba/Delauner	SFD/RS Zone	4	Highway 16 and County Road 24, three miles West of Woodland/Well & Septic	Complete	2002
County Fair Estates Phase II	SFD (Senior restricted)/R-3 Zone	85	North of County Road 8 and 99W/Utilities provided by Dunnigan Water Works	Under Const.	02-06
Country West II	SFD (Mutual Self-Help Program)/PD-50 Zone	59*	Grafton Street in West Esparto/Annexed into Esparto Community Services District (ECSD)	Complete	02-03
Esperanza Estates	SFD/PD-53 Zone	96*	Grafton Street in West Esparto/Annexed into ECSD	Pending Final Map	03-04
George Subdivision	SFD/R-1 Zone	7	Woodland Avenue and Alpha Esparto/Annexed into ECSD	Under Const.	02-03
Johnston	SFD/RS Zone	3	Highway 16, west of Woodland/Well and Septic	Under Const.	02-03
Parker Place	SFD/PD-48 Zone	72*	State Route 16 in Northwestern Esparto/Annexed into ECSD	Complete	02-03
Perez/Shaffer	SFD/RS Zone	4	19340 County Road 95/Well and Septic	Complete	02
Sharp	SFD/RS Zone	5	18301 County Road 94B/Well and Septic	Complete	02
Silberstien	SFD/R-1 Zone	3	1236 Drummond Avenue/City of Davis	Under Const.	02
Tim Snow Const.	SFD/PD-48 Zone	5	Ridge Cut Road in Knights Landing/Knights Landing Services Dist.	Under Const.	02
Warren Real-Estate	SFD/PD-52	7	State Route 45 in Knights Landing/Knights Landing Services Dist.	Under Const.	03
Wildwing	SFD/PD-45	337**	State Route 16 2 miles West of Woodland	Pending Final Map	03-05
Very Low Income: <b>40</b> Low Income: <b>102</b> Moderate Income: <b>226</b> Above Moderate Income: <b>353</b>					
<b>TOTAL RESIDENTIAL UNITS: 721</b>					

**TABLE 29 (CONT.)**

**APPROVED/PLANNED HOUSING PROJECTS**

<b>PENDING PROJECTS</b>					
<b>Project Name</b>	<b>Type/Zoning</b>	<b># Units</b>	<b>Location/Services</b>		<b>Completion Date</b>
Grant Park Development	SFD/A-1	77 acres (to be deter.)	North of County Road 7, between I-5 and 99W./Services provided by Dunnigan Water Works	Under Const.	07
Joe Gwerder Subdivision	SFD/R-1	17	East side of Plainfield and Madison Street in Esparto/Annexation required by ECSD	Pending Application Submittal	03-04
Senior Housing in Esparto	Senior MFD/R-1-PD	8	Corner of Freeman and Plainfield in Esparto/Within ECSD	Pending Application Submittal	04-05
Sugar Mill*** Specific Plan	SFD&MFD/Specific Plan designation	20-30 acres	Junction of Willow Point Road and Willow Avenue/Per Specific Plan	EIR preparation	07
Lopez Subdivision	SFD/R-1-PD	73 total 8 affordable	South side of Grafton Street, immediately west of the town of Esparto/Annexation required by ECSD	Application Submitted	04-05
Story Subdivision	SFD/R-1-PD	60 units, 6 affordable	Northeast corner of County Roads 87 and 20X	Pending Application Submittal	03-05
E. Parker Subdivision	SFD	62 units, 6 affordable	North of junction County Road 86-A and Highway 16	Pending Application Submittal	03-05
Very Low Income: <b>26</b>		Low Income: <b>26</b>	Moderate Income: <b>350</b>	Above Moderate Income: <b>150</b>	
<b>PENDING RESIDENTIAL UNITS: 552</b>					

\* 10% deed restricted for affordable housing at or below 50% of the County median income as established by HUD.

\*\* A land donation of 3.4± acres must be approved by the Planning and Public Works Director and Housing Authority as a Condition of Approval of the Vesting Tentative Subdivision Map.

\*\*\* The Sugar Mill Specific Plan is in the early stages of the Planning process. Consequently, total numbers of units have not been determined at this time and are excluded from the totals.

\*\*\*\*The projects identified in Table 29 are excluded from the zoning acreage contained on Table 31.

Between 1990 and 1999, unincorporated Yolo County has issued 447 new residential building permits. Between 2000 and 2002, which is within the planning timeframe of the Sacramento Area of Council of Governments regional allocations, Yolo County issued 170 new residential permits. Of this total, based on building permit data, it is estimated that 61 permits were issued for Very Low Income; 9 permits were issued for Low Income; 35 permits were issued for Moderate Income and 65 permits were issued for Above Moderate Income. The affordability of housing units was determined using the construction valuation of the units based on the building permit plus fifty percent of this value to account for land costs and developer profit based on conversations with County building officials. For example, if the construction valuation is \$100,000 the assumed sales price would be \$150,000. Determination of the income range was based on the Area Median Income for a three person household (the average household size for the County in the 2000 Census), a six percent interest rate, and assuming that each household would spend 30 percent of their gross annual income for housing resulting in:

Very Low Income                      Less than \$106,875                      Low Income                      \$106,876-\$171,042  
 Moderate Income \$171,043 - \$256,458                      Above Moderate                      More than \$256,458

The following table documents the number and types of dwelling units approved for construction by building permit in the unincorporated county area between 1990 through 2003. Of the 741 residential building permits issued from 1990 through February 2003, 710 were single-family units, 30 were for 2-4 multi-family units, and 1 permit was issued of 5+ multi-family units. The following table shows a breakdown of building permits issued since 1990.

**TABLE 30  
 RESIDENTIAL BUILDING PERMITS**

<b>Year</b>	<b>Single-Family</b>	<b>2-4 units</b>	<b>5+ units</b>	<b>Total</b>
1990	55	16	0	71
1991	37	2	0	39
1992	40	2	0	42
1993	28	3	1	32
1994	39	3	0	32
1995	44	0	0	44
1996	49	1	0	50
1997	31	0	0	31
1998	53	0	0	53
1999	51	2	0	53
2000	78	1	0	79
2001	32	0	0	32
2002	158	0	0	158
Feb 2003	15	0	0	15
<b>Total</b>	<b>710</b>	<b>30</b>	<b>1</b>	<b>741</b>

As the table above indicates, from 1990 through 2000, Yolo County did not have many residential development proposals. During this period virtually all of the building permit activity occurred by individual housing projects undertaken by private property owners.

Consequently, although the land inventory was sufficient to accommodate the 1989 Regional Housing Needs Plan allocations, actual building permits fell substantially short of the targeted goals. During the last decade, Yolo County averaged 53 residential building permits annually. Despite low interest in residential development in the past, developer interest has risen dramatically, particularly west of Woodland and in the Esparto community.

### **Availability of Land and Services for Residential Development by Community**

This section evaluates the availability of land and services to meet the needs documented in Table 28. This section reviews inventories of Yolo County's available land uses permitting residences. This Section ultimately calculates the total buildout potential of this land, and reviews the adequacy of services to support future housing development.

To ascertain this residential land use availability, the Yolo County Planning and Public Works Department completed an inventory of vacant and underutilized sites for various residentially land use types utilizing the County's Geographic Information System (GIS) and County Assessor's Maps. Results of that analysis are discussed below and quantified in Table 31.

In the residentially zoned land uses identified, the dwelling unit capacity shown is the realistic capacity that could be accommodated based on zoning, parcel size, number of parcels, environmental characteristics, general location, and suitability of the land for development given the communities lack of urban water and sewer service. A brief discussion of the aforementioned issues for each of the respective communities identified in Table 31.

#### **Capay:**

The Capay Valley is comprised on larger agricultural parcels with the exception of the Towns of Capay and Guinda. Capay consists of limited Highway Services Commercial and residential land uses along Highway 16. Residential lands are designated to account for approximately 70 acres (based on 40 Assessor's Parcel Numbers) of Residential One-Family or Duplex Zoning. This acreage predominately consists of blocks of one and five-acre parcels. The zoning in Capay contains a minimum area combining zone of 14,000 and 28,000 square foot minimum requirements due to the lack of urban services. One acre is the minimum size allowable by the Yolo County Environmental Health Department for individual well and septic. Due to the size of the parcels, it is not anticipated that any of the identified parcels in Capay would be precluded from residential development potential.

**Clarksburg:**

The majority of development within the town of Clarksburg is anticipated to occur within the Sugar Mill Specific Plan Area that is presently designated Heavy Industrial (M-2). The adoption of the Clarksburg General Plan re-designated the area as requiring approval of a Specific Plan. The Sugar Mill Specific plan is not available at this time, however, the Clarksburg General Plan calls for 20-30 acres to be developed at various densities. Water and Sewer are also a component of the proposed Specific Plan development.

**Dunnigan:**

The majority of residential development in Dunnigan is designated and occurring within the "antiquated" subdivision map of Yolo Hardwood Subdivisions 1-4 dated 1909. The Yolo Hardwood Subdivision created one-acre residential lots. Due to the lack of services in Dunnigan, one acre is the minimum parcel size allowable. Individual vacant lots within the Hardwood Subdivision would allow for 188± residential units (based on approximately 100 Assessor's Parcel Numbers) to be constructed. Given the size, number of parcels, and other development considerations, it is not anticipated that any of the identified parcels in the Yolo Hardwood Subdivision would be precluded from residential development.

Within the Old Town of Dunnigan, there is approximately 10 acres consisting of one acre and larger Residential One-Family and Duplex lots. As indicated, one acre is the minimum allowable for individual well and septic. According to a study by Wallace/Kuhl and Associates, Inc., the Old Town area has a history of high nitrate contamination. As a result, deeper wells and seals are required to meet acceptable water quality levels.

**Esparto:**

Within the town of Esparto, it is estimated that 974 units could be constructed on 206± acres given the existing residential land use designations. This total excludes approved/planned projects indicated in Table 29. Within the last two years, Esparto has seen relatively rapid growth. To date, three residential developments: Parker Place, County West II and Esperanza Estates have been approved. Parker Place is completely built out as of 2003. County West II is presently in construction, while Esperanza Estates is planned for construction in spring 2003. The three developments contribute a total of 225 dwellings units with ten percent of the units reserved for Low-Income housing.

Based upon early consultation with Esparto developers, it is anticipated that a majority of the land designated residential will be developed during the timeframe of the Housing Element.

The Planning and Public Works Division, Yolo County LAFCO and Esparto Community Services District have been working together to assure that services are provided prior to and/or concurrent with development.

**Knights Landing:**



Existing residential land inventory in Knights Landing totals 56± acres. Of the 56± acres, approximately 47 acres is designed for Low-Density Residential development (1-6 units per acre). The remaining acreage is reserved for Residential One-Family or Duplex development. As a result of the availability of community services in Knights Landing, residential development is not anticipated to be precluded from meeting the density permitted in accordance with the Knights Landing General Plan.

**Madison:**

The town of Madison is entirely within the FEMA designated Flood Zone "A" - One Hundred Year Flooding (Flood Elevations 1 foot). Accordingly, residential development in Madison is required to comply with Yolo County's Flood Development Ordinance and FEMA regulations. Such compliance means elevating any residential development one foot above the Base Elevation or approximately 2 feet above grade. Elevation of proposed dwellings is estimated to add an additional \$3,000 to construction costs. Although this presents an obstacle to residential development, this requirement is the minimum needed to assure minimum health and safety requirements.

**Yolo:**

Within the town of Yolo, 55± acres identified in Table 31 are designated for Low-Density Residential development or Duplexes (Based on 10 Assessor's Parcel Numbers). The identified parcels consist of 3-15 acre parcels, which have sufficient land area to accommodate the intended residential use despite the lack of sewer in Yolo.

See Appendix I - County Zoning Maps for existing zoning within each of the respective communities.

**TABLE 31  
RESIDENTIAL DEVELOPMENT POTENTIAL BY COMMUNITY AND ACREAGE**

Zoning by Acreage								
Community/Area	RRA	RS	R-1	R-2	R-3	R-4	Services	Total Units <sup>1</sup>
Capay				70 <sup>2</sup>			None Available	140
Clarksburg		14		3			None Available	22 <sup>3</sup>
Dunnigan		188 <sup>4</sup>		9.5 <sup>5</sup>	39 <sup>6</sup>		None Available	216
Esparto	13	35 <sup>7</sup>	158.5 <sup>8</sup>				Sewer & Water	974
Guinda				26			None Available	80
Knights Landing			49	7			Sewer & Water	378
Madison <sup>9</sup>				7			Sewer & Water	83
Yolo			45	10 <sup>10</sup>			Water, No Sewer	56
<b>TOTAL</b>	<b>5</b>	<b>237</b>	<b>252.5</b>	<b>132.5</b>	<b>39</b>			<b>1,949</b>

<sup>1</sup> Total unit capacity estimates are realistic numbers based upon the availability of services in the given community.

<sup>2</sup>The Residential Single Family or Duplex Zoning in Capay contains a minimum area combining zone of 14,000 and 28,000 square foot minimum requirements due to the lack of sewer and water facilities.

<sup>3</sup>The total unit capacity in Clarksburg excludes the Sugar Mill Specific Plan (SMSP) area designated within the Clarksburg General Plan. The SMSP will include 20 to 30 acres of residentially zoned land at various densities.

<sup>4</sup>The Residential Suburban Zoning in Dunnigan contains a minimum area-combining zone of 43,000 square foot parcels with minimum lot depths of 100 feet due to the lack of sewer and water services.

<sup>5</sup>Residential acreage in Old Town Dunnigan has a history of high nitrate contamination according to the Ground Water Study prepared by Wallace/Kuhl and Associates, Inc.

<sup>6</sup>Acreage includes an existing Recreational Vehicle Park and County Fair Estates Senior Manufactured Home Park north of County Road 8.

<sup>7</sup>Zoning designation allows two dwelling units per gross acre.

<sup>8</sup>Includes existing in-fill lots within the town, but does not include pending projects in Esparto.

<sup>9</sup>Madison is within the FEMA designated Flood Zone "A" - areas of 100 year flooding.

<sup>10</sup>The Residential Single Family or Duplex zone in Yolo contains a minimum area of 28,000 square feet due to the lack of sewer facilities.

## **Community Services**

In the unincorporated area of Yolo County, water and sewer service is either managed through the use of individual wells or leech fields and septic tanks in the smaller communities or by five Community Service Districts serving the larger unincorporated communities. The five districts are: Esparto Community Services District, Dunnigan Water District, Madison Service District, Knights Landing Service District and Cacheville Service District. The hookup and construction costs for the different districts vary as well as the cost to install a septic tank or well. A brief analysis of each of the community's ability to provide urban services is discussed below. The remainder of the communities are served by individual well and septic.

### **Esparto Community Services District**

All proposed "urban" development will be annexed into the Esparto Community Services District. The Esparto Community Services District has an initial water and sewer hookup fee of \$3,408 for new construction outside the service boundary areas established in 1963, and \$300 for existing lines within the 1963 service area. All of the current residential housing units within the community of Esparto are linked to the water and sewer infrastructure. A community plan has been developed for the community that includes the addition of 500 new housing units within the next few years. Currently, the District pumps water straight from the ground water aquifer, however, the District is in the process of constructing a 500,000-gallon water holding tank. This holding tank will provide enough water reserves to contend with the new construction, as well as the existing housing within the community.

### **Dunnigan Water District**

The Dunnigan Water District is allotted 19,000 acre-feet of water per year. At this time, the District provides only agricultural water. The Water District is allowed to sell water for residential usage, however, this water is not treated and the District currently does not have the capabilities of treating the water for residential use. Therefore, all residential units use well and septic systems, excluding those areas around County Road 8, which is served by Dunnigan Water Works, a private water purveyor.

### **Madison Community Services District**

The Madison Community Services District charges \$1,850 for residential initial water and sewer hookup and a flat rate of \$30 per month thereafter. Water supply comes from the groundwater aquifer, which is pumped out using two 360 cubic-feet-per-hour pumps, and currently supplies all residences in the Community of Madison, as well as, the Madison Migrant Farmworker complex, commercial business and industries in the area. All sewage is ground and sent to evaporation ponds for disbursement. Water and sewer lines are in place outside the community area. Any new construction outside the community limits would necessitate the running of sewer and water lines. Currently, the Service District has the capacity to accommodate all of the housing units within the community boundaries and further expansion is unknown at this time.

### **Knights Landing Community Services District**

The Knights Landing Community Services District has an initial hook up fee for new construction of approximately \$11,000. Currently, the District has two wells that provide water to the community with an additional well coming on line in the near future. According to the District manager, the District could handle a substantial amount of new construction with the addition of the new well. The District uses evaporation ponds for sewage, much like Madison. The existing ponds have a large reserve and have the capacity to handle any new construction.

#### **Cacheville Services District**

The Cacheville Services District provides water to the areas in and around the community of Yolo. In the early 1990's, there were 130 residential units on the central system. This number has not increased substantially over the last few years. The original system was engineered to provide water and sewer for up to 175 total units and has not yet met that limit.

#### **Clarksburg**

The Sugar Mill Specific Plan is proposing community water and sewer for the Sugar Mill Specific Plan. However, specific details on the plan are not available at this time.

#### **Analysis of Development Potential Versus Projected Housing Needs**

From both a theoretical and realistic standpoint, Yolo County has more than sufficient residential land inventory to meet the housing allocations derived from the Sacramento Area of Council of Governments (SACOG). Of the communities surveyed, an estimated 1,949 units could be developed with current zoning designations, despite many of the communities lacking community water and/or sewer. In addition, approved/planned residential projects will contribute to a total of 1,079 units classified as either Moderate or Above Moderate income levels, while an estimated 194 units would be dedicated for Very Low and Low income residents.

Although the previous decade of housing construction has been virtually stagnant, development interest in the unincorporated areas of the county has increased significantly in the last few years. As a result, it is anticipated that the "fair share" housing unit allocation will be met and or exceeded though the 2002-2007 Housing Element planning period.