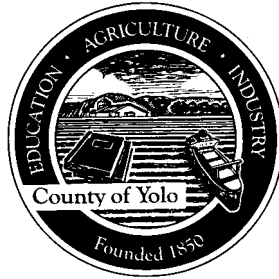


# SECTION I

## INTRODUCTION AND OVERVIEW



## COMMUNITY CONTEXT

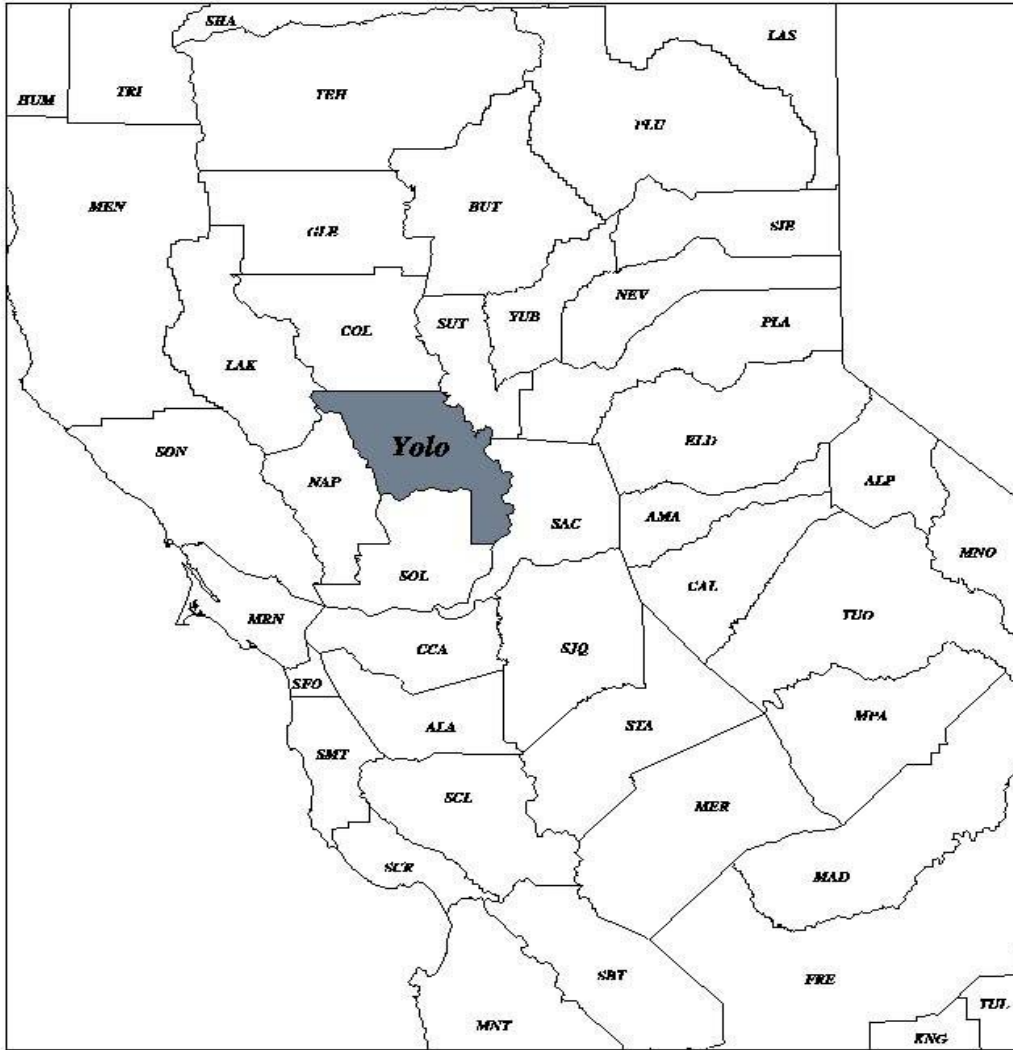
Yolo County's 661,760 acres is home to over 150,000 people. Nearly 85 percent of the population lives in the County's four cities, which includes the cities of Davis, West Sacramento, Woodland, and Winters. Unincorporated communities include Capay, Clarksburg, Dunnigan, Esparto, Guinda, Knights Landing, Madison, Rumsey, Yolo and Zamora. The City of Woodland is the county seat and the Sacramento River makes up the eastern border of the County. Yolo County lies in the Sacramento Valley between Sacramento, Sutter, Colusa, Napa, Lake and Solono Counties (**Figure 1**).

This 2002-2007 Housing Element, as an element of the Yolo County General Plan, applies only to the unincorporated areas. Yolo County and its cities are part of the six-county region which is encompassed by the Sacramento Area of Council of Governments (SACOG), also including the counties of El Dorado, Placer, Sacramento, Sutter, and Yuba. In the larger geographic sense, the valley portion of Yolo County is part of the Sacramento Valley, which with the San Joaquin Valley makes up the Central Valley of California. Yolo County is also part of the "I-80 Corridor" which extends between Sacramento and the Bay Area. Its proximity to Sacramento International Airport as well as two major interstate highways place it within a major transportation hub of the state.

## FIGURE 1

## REGIONAL MAP

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## HOUSING ELEMENT ORGANIZATION AND STRUCTURE

The following seven sections make-up The Yolo County Housing Element, which satisfy the requirements under State law and provide the foundation for the development of goals, policies, implementation measures, and quantified objectives for the 2002-2007, Yolo County Housing Element planning period.

- I. **Introduction and Overview** – The Introduction provides background information on the Housing Element update process and contains an overview of the rest of the document. A Glossary of terms is also provided defining terms commonly used within the document.
- II. **Housing Goals and Policies** – This section summarizes major findings of the earlier Housing Element and sets forth County goals and policies, and outlines County objectives for addressing Countywide housing problems. This section also provides a Housing Program Summary Table to provide objectives for implementation timeframes to meet the objectives stated in the 2002-2007, Housing Element. In addition, this section defines the departments responsible for implementation, funding allocations and sources to implement goals, policies and programs.
- III. **Evaluation of Previous Housing Element** – This section reviews past and current housing efforts in Yolo County. An evaluation of the goals and directives stated in the adopted 1991 Yolo County Housing Element are discussed. Analysis of past efforts for the provision of housing is summarized in quantifiable analysis, where possible.
- IV. **Community Housing Market Analysis** – The Community Housing Market Analysis section documents Yolo County's population and household characteristics, employment and economic trends, housing stock, and existing and future housing needs. Categorical information presented throughout this section is used later in the document to support analysis, make projections and formulate programs.
- V. **Housing Resources** – The Housing Resources section identifies Yolo County's ability to provide adequate residential opportunities for all segments of the unincorporated population. This section provides an identification of available sites for housing, including the availability of services.
- VI. **Housing Constraints** – The Housing Constraints section discusses Yolo County's housing constraints. Governmental and non-governmental constraints on the production of affordable housing are identified. Discussion of land availability, land use controls, development standards, and energy conservation opportunities are discussed.
- VII. **Appendices** – The appendices includes Yolo County Zoning Maps, Housing Condition Survey, State and Federal Funding Sources and Sample Inclusionary Ordinance

## HOUSING ELEMENT BACKGROUND

The Housing Element of the Yolo County General Plan examines residential development within the unincorporated County and sets forth local policies and programs to facilitate the conservation, improvement, and development of housing for all economic segments of the community.

This 2002-2007, Housing Element presents policies and programs that are intended to guide the County in daily decision-making regarding the provision of residential services. These policies have been developed to reflect local economic and social attitudes in the community, and also to coincide with the attainment of state housing goals, which have been declared as follows:

- The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order;
- The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels;
- The provision of housing affordable to low and moderate income households requires the cooperation of all levels of government;
- Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community; and,
- The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the state in addressing regional housing needs.

### **State Law Requirements of the Housing Element**

Under the requirements of State Planning Law, Article 10.6, Sections 65580-65589.8 of the Government Code, every city and county in California must prepare a housing element as part of its General Plan. The housing element must document the nature of the existing housing stock and existing and projected housing needs. In responding to these requirements, this update profiles Yolo County's housing stock, housing needs, resources available to meet those projected housing needs, and constraints on housing production. Specifically, Yolo County's Housing Element must include all of the following:

- An analysis of population/employment trends, documentation of projections, and a quantification of the locality's' existing and projected housing needs for all income levels;
- An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock conditions;

- An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites;
- An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees, and other exactions required of developers, and local processing and permit procedures;
- An analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including availability of financing, the price of land, and the cost of construction;
- An analysis of any special housing needs, such as those of the disabled, single parent families, elderly, large families and persons in need of emergency shelter;
- An analysis of opportunities for energy conservation with respect to residential development; and,
- An analysis of assisted housing development eligible to change to non-low income housing.

#### **Public Involvement in the Review Process**

State law specifies that "During the preparation or amendment of the general plan, the planning agency shall provide opportunities for the involvement of citizens, public agencies, public utility companies, and civic, education, and other community groups through hearings and any other means the city or county deems appropriate." (Government Code Section 65351). Special advertising and outreach measures have been taken to notify special housing needs population groups such as churches, low income persons, disabled persons, elderly, community and non-profit groups and county general plan advisory groups. The Yolo County Planning and Public Works Department conducted numerous public hearings to facilitate public input on the Draft 2002-2007, Yolo County Housing Element. The Draft Yolo County Housing Element has undergone several public hearings at the Housing and Community Development Advisory Committee, General Plan Advisory Committees, and Planning Commission over the last year. The Draft Housing Element was also publicly circulated for a forty-five (45) day review and comment period, which commenced August 5, 2002. Comments received to date have primarily focused on the lack of housing for very low income, elderly and farmworker populations. In accordance with State law, the Yolo County Planning and Public Works Department held publicly noticed hearings before the Yolo County Planning Commission on September 13, 2001, and October 18, 2001, to initiate update of the Yolo County Housing Element.

Subsequent Planning Commission meetings were also conducted on October 17, 2002, to review the "Draft" 2002-2007 Yolo County Housing Element Background Report and recommendations were made at that time to forward the document to the Yolo County Board of Supervisors for their approval. On November 18, 2002, the Board of Supervisors approved of the Draft Housing Element and its transmittal to the State Department of Housing and Community Development for the initial 60-day comment period.

### **Time Period Covered by the Housing Element**

This updated Housing Element covers the five-year planning period from June 2002, to June 2007.

### **Review and Update of the Housing Element**

Government Code Section 65588(a) requires communities to review their housing elements as frequently as appropriate to evaluate progress made implementing the housing element, and to determine if their goals, objectives, and policies are appropriate, and assess how effective the housing element has been toward attainment of the communities' housing needs. Government Code Section 65588(b) requires the housing element to be revised as appropriate, but not less than every five years, to reflect the results of this periodic review and suggests the review be included in the updated element. The Yolo County Housing Element will be revised again in five years (2007) in accordance with State law.

Annual reviews will also be conducted on the status of the plan with regard to the progress in its implementation, including the progress in meeting Yolo County's share of regional housing needs. Such annual review will be in accordance with Section 65400 of the Government Code.

### **Consistency with other General Plan Elements**

The Housing Element is one of seven elements required under State Planning law. The Housing Element is consistent with the other six required General Plan elements, which include: Land Use, Circulation, Conservation, Open Space, Noise and Safety. The Housing Element is also consistent with Yolo County's adopted optional elements, which include the Agricultural and Open Space and Recreation Elements. Findings for consistency with the other required and optional elements is as follows:

- **Land Use Element** - The residential land uses identified in the Housing Element are consistent with the Land Use Element land use categories. Any changes in land use to accommodate the County's regional housing share would require a General Plan Amendment and Zoning change to ensure continued consistency. The updated Housing Element is not proposing any specific changes in land use.
- **Circulation Element** - The amount of residential development required to meet the County's regional share of housing would be distributed in such a way that it would not have substantial effects on the County's regional circulation. Any local street improvements necessitated by new development would be provided by that development. It is not anticipated that residential development in the unincorporated area between 2002 and 2007 would cause local traffic to exceed Levels-of-Service (LOS) objectives stated in the Circulation Element. The Housing Element is therefore, consistent with the Circulation Element.
- **Conservation** - No lands designated for conservation will be developed under the adopted Housing Element. Subsequent proposed residential projects beyond the scope of the Housing Element would require a General Plan Amendment and Zone

change to ensure continued consistency with the Conservation Element. The Housing Element is therefore, consistent with the Conservation Element.

- **Open Space** - No lands designated for Open Space will be developed under the Housing Element. Any future residential proposals on open space lands would require a General Plan Amendment and Zoning change. The Housing Element is therefore, consistent with the Open Space Element.
- **Noise Element** - The Housing Element is consistent with the Noise Element in that no lands are proposed for residential use, which would subject residential development to excessive levels of noise.
- **Safety Element** - The Housing Element is consistent with the Safety Element because no lands within a 100-year floodplain, with unstable soils, or within areas of high hazard for wildfires could be developed for residential use without appropriate mitigation measures.
- **Agricultural Element** - No changes in land designated as agricultural preserves have been proposed for residential development. All potential residential development is planned within existing communities on lands designated for residential use. The Housing Element is therefore, consistent with the Agricultural Element.
- **Open Space and Recreation** - No changes in land designated for open space or recreation are being proposed for residential development. The Housing Element is therefore, consistent with the Open Space and Recreation Element.



## Data Sources

The Yolo County Housing Element utilizes data from the 1980, 1990 and 2000 Census prepared by the United States Census Bureau. Other data sources used include, but are not limited to: Sacramento Area of Council of Governments (SACOG) projections, Datum Populus, Department of Finance, Housing Surveys, various Yolo County public and private agencies, and Yolo County Planning and Public Works, Planning and Building data.

## Glossary of Terms

The following definitions are commonly used terms in the Yolo County Housing Element:

**Above Moderate Income:** Above Moderate Income households are defined as households with incomes over 120 percent of the county median.

**Affordability:** Annual cost of housing includes mortgage, principle and interest payments as amortized over 25 years with a 25% down payment or gross rent that does not exceed 30% of gross annual household income or 30% of gross annual income devoted to rental housing, including utilities are defined as "affordable".

**Affordable Housing:** "Affordable Housing" refers to the relationship between the price of housing in a region (either sale price or rent) and household income. Adequate housing is that which is affordable to households of low, moderate and middle incomes. For housing to be affordable, shelter costs must not exceed 30% of the gross annual income of the household. In terms of Inclusionary housing, "Affordable Housing" refers to housing units that are affordable to households of very low, low, and moderate incomes.

**Below Market Rate (BMR) Unit:** A Below Market Rate (BMR) unit is a housing unit that sells or rents for less than the going market rate. It is typically used in reference to housing units that are directly or indirectly subsidized or have other restrictions in order to make them affordable to very low, low or moderate income households. If units can not be provided by the market rates affordable to lower households, then BMR units become necessary.

**Density:** This refers to the number of housing units on a unit of land (e.g. ten units per acre). In Yolo County, the lowest density residential zoning is "RRA" which allows a maximum of 1 housing unit per 2½ acres (not including second units). The highest density residential zoning is "R-4", which allows 20 units per acre (not including density bonuses). The majority of the Yolo County is zoned for low-density residential development, which typically allows 6 units per gross acre.

**Emergency Shelters and Transitional Housing:** There are two types of housing specially designed to meet the temporary needs of homeless families and individuals. An "**Emergency Shelter**" is a facility designed to provide free temporary housing on a night-by-night basis to homeless families and individuals. "**Transitional Housing**" provides longer term accommodations to homeless families and individuals. Transitional Housing provides a stable living environment for the period of time necessary to learn new skills, find employment, and/or develop a financial base with which to re-enter the housing market.

**General Plan:** The State of California requires that every city and county have a "General Plan." The General Plan sets forth long-term goals, objectives and policies that will guide the community's physical development. By law, a general plan must contain seven "elements" or components of the plan that address different issues. Those required elements are Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety. All of the elements affect one another and, therefore must be consistent.

**Habitable (room):** is a space in a structure for living, sleeping, eating or cooking. Bathrooms, toilet compartments, closets, storage or utility space, and similar areas, are not considered habitable space.

**Income Categories:** The federal and state governments require that local jurisdictions consider the housing needs of households in various "income categories." Income categories are determined by the median household income at the local level. In wealthier cities, low income may be quite high relative to Yolo County's low-income category. In Yolo County, the median household income in 2001 for a family of four was \$57,000 as determined by the Department of Housing and Urban Development (HUD).

**Low Income:** Low-Income households are defined as households with incomes between 50 percent and 80 percent of the county median.

**Mixed Use:** This refers to different types of development (e.g. residential, retail, office, etc.) occurring on the same lot or in close proximity to each other. Yolo County allows mixed use in commercial zones, with housing typically located above primary commercial uses on the premises.

**Moderate Income:** Moderate-Income households are defined as households with incomes between 80 percent and 120 percent of the county median.

**Planned Development (PD) Zoning:** The Planned Development (PD) Combining Zone classification is intended to be applied on parcels which, in the opinion of the Commission, are suitable for the proposed development and for which detailed development plans have been submitted and approved and/or for which detailed written development plans and/or regulations are approved.

**Second Units:** Also referred to as "granny" or "in-law apartments." Second units provide a second housing unit on the same lot as a single family dwelling unit. Yolo County defers to the state guidelines for second units in all residential zones, which must comply with Government Code Section 65852.2. Second units in the residential zones requires approval of a Conditional Use Permit.

**Substandard Housing:** This refers to housing where major repair or replacement may be needed to make it structurally sound, weatherproofed and habitable.

**Subsidized Units and Section 8:** "Subsidized units" typically refers to units that rent for less than the market rate due to a direct financial contribution from the government. Section 8 is a subsidy program funded by the federal government and overseen by the County Housing Authority to provide low rents and/or housing payment contributions for very low and low income households.

**Very Low Income:** Very Low Income households are defined as households with incomes less than 50 percent of the county median.

**Zoning:** Zoning is an activity undertaken by local jurisdictions to direct and shape land development activities. The intent of zoning is to protect the public health, safety, and welfare by ensuring that incompatible land uses (e.g. residential vs. heavy industrial) are not located next to each other. Zoning also impacts land values, creating and taking away "capitol" for and from property owners. For example, a lot that is zoned for commercial development is more valuable (in financial terms) than a lot that is zoned for open space. Typically, lots that are zoned for higher densities have greater value on the market than lots that are zoned for lower densities. Zoning is one of the most important regulatory functions performed by local jurisdictions. Yolo County's zoning is set forth in its Zoning Ordinance and Zoning Maps.