



TO: Honorable Mayor and City Councilmembers
Attention: Aaron M. Busch, City Manager

FROM: Emily Cantu, Housing and Community Services Director
(Staff contact: Tamara Colden, Assistant Director, (707) 449-5671)

SUBJECT: RECEIVE REPORT AND APPROVE THE COMPREHENSIVE HOUSING STRATEGY

ACTION FOR CONSIDERATION:

The City Council is requested to receive a report and approve the Comprehensive Housing Strategy.

RECOMMENDATION:

City Council receive the report and approve the Comprehensive Housing Strategy.

BACKGROUND:

On February 23, 2021, the City Council adopted the City of Vacaville Strategic Plan for Fiscal Years 2021 – 2026 as well as the prioritization of implementing those strategies. The Council also adopted initiative implementation strategy priorities. Implementation of Goal #3, “Protect Vacaville’s Quality of Life”, Initiative 3A, “Promote Housing for All” includes:

- ✓ Develop a comprehensive Housing Strategy that:
 - Promotes multiple forms of rental and homeownership opportunities,
 - Identifies strategies to remove barriers,
 - Identifies new ways to generate additional affordable housing and preserve existing affordable housing,
 - Identifies strategies to encourage the development community to provide housing for all current and future Vacaville residents.

At the Special Meeting of the City Council held on July 6, 2021, the Council received a “Housing 101 Presentation.” That presentation included information and data to support the need for a comprehensive Housing Strategy to address the following critical elements:

1. The importance of ensuring a wide variety of housing types are available to support a strong economic development strategy,
2. The existing gap in a variety of housing (missing middle and mid-rise),
3. The anticipated increase in the number of housing units that must be planned for to meet the upcoming Regional Housing Needs Allocation for four distinct income earning levels, and
4. Depletion of land and cash remaining from the former Redevelopment Agency that can be leveraged for development of affordable housing as the City Council approved Housing Disposition and Development Strategy is implemented.

On August 10, 2021, the City Council approved a contract with Economic Planning Systems, Inc. (EPS) (in partnership with Placeworks) to prepare the Comprehensive Housing Strategy (Strategy). Since August 2021, EPS worked on the tasks and activities included in the contract scope of work including, but not limited to: reviewing existing and relevant background

materials; working on existing conditions analysis and report; interviewing key city staff; developing outreach and workshop materials; and beginning land use regulatory review. In addition, a website was created, three public outreach workshops were held (November 18, 2021, November 30, 2021, and February 2, 2022), and a survey was made available.

A study session was also held with City Council on January 11, 2022. EPS and Placeworks provided an update on the project, confirmed priorities, and reviewed preliminary concepts on implementation of the strategy.

DISCUSSION:

All comments received by staff; during the workshops; from the surveys; provided by staff to the consultant; and received during the study session were incorporated into the Strategy document and inform its recommendations. The Strategy is now available for City Council consideration (Attachment 1) and was made available to the public on June 1, 2022. This evening, EPS will provide a presentation of the Strategy including:

- The project purpose and study objectives,
- The project schedule and analytical components,
- Key findings including: socioeconomic conditions; residential market; housing gaps and barriers; future residential growth, and
- Three goals and multiple strategic action items the City can choose to implement (See Attachment 2):
 - Near-term strategies and implementation,
 - Medium- to long-term strategies.

ENVIRONMENTAL IMPACT:

This action is exempt from the California Environmental Quality Act (CEQA) because it is not a project which has a potential for resulting in either a direct physical change in the environment or a reasonably foreseeable indirect physical change in the environment, pursuant to California Code of Regulations, Title 14, Section 15378.

FISCAL IMPACT:

Amount Requested: Not applicable

Funding Source: Not applicable

Budget Distribution: Not applicable

ALTERNATIVES:

The City Council could choose to approve some, but not all, of the goals and strategic action items in the Housing Strategy.

The City Council could choose to approve all of the goals and strategic action items in the Housing Strategy.

The City Council could choose not to receive or approve the Housing Strategy. This is not recommended because the Housing Strategy and its implementation will support the City Council Strategic Plan goal to provide a variety housing types for the community.

STRATEGIC PLAN GOALS/INITIATIVE:

Goal #3 – Protect Vacaville’s Quality of Life
Initiative 3A: Promote Housing for All

ATTACHMENTS:

Attachment 1: Housing Strategy
Attachment 2: Housing Strategy Goals and Strategic Action Items

Final Report

City of Vacaville Housing Analysis and Strategy

The Economics of Land Use



Prepared for:
City of Vacaville

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May 2022

EPS #212079

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1. Introduction and Summary of Findings

The City of Vacaville (City) retained the consulting team comprising Economic & Planning Systems, Inc. (EPS) and PlaceWorks (EPS Team) to prepare a strategy to address current and future housing needs in the City. The EPS Team conducted several technical analyses, including a socioeconomic context assessment and residential market demand study, and engaged the community using a robust public involvement approach, culminating in a series of recommended strategies to meet the community’s housing objectives. This housing analysis and strategy (Study) was developed during a similar timeframe as the Housing Element, which is being prepared by PlaceWorks for the General Plan and is meant to be used as a resource that can help inform both the community and the Housing Element.

Introduction

The City is centrally located in Solano County (County) between the San Francisco Bay Area (Bay Area) and the Sacramento Valley (see **Map 1-1**). A drive southwest to the City and County of San Francisco takes a little more than 1 hour, and a drive northeast to the City of Sacramento takes about 40 minutes.¹ Incorporated in 1892, the historically agriculture-based community is rapidly growing and emerging into a hub for life-science companies. With access to job markets in the Bay Area and the Sacramento Valley and a growing local life-science sector, the City is well-positioned for continued growth. Ensuring that new growth promotes community-oriented neighborhoods and sustainability while protecting the City’s numerous open spaces, scenic features, and housing character will be key to preserving the City’s small-town identity and ensuring a high quality of life for new and existing residents.

Over the past decade, the City’s population has consistently grown and become more racially diverse, securing its place in the County as the third-largest jurisdiction. Mirroring national trends, over the last decade, a large portion of the population surpassed the age of 55. In addition, about one-fifth of the population is in their prime household formation years (ages 20 to 34) the age when many people begin to rent or buy their own homes. The City’s median household income is slightly higher than in The County, with a modest amount of growth over the past decade, and there was a decline in the poverty rate.

The City experiences a net outflow of workers, with nearly 80 percent of the City’s labor force commuting to jobs outside of the City, with the remainder employed at jobs in the City. Relatedly, almost three-quarters of jobs in the City are employed by non-City residents. The Health Care and Social Assistance and Retail trade industries are the top industries for both resident workers and jobs in the City.

¹ Depending on traffic conditions.

Most City residents are homeowners living in single-family houses, which are the predominant housing type in the City yet supply has not kept up with demand, a trend mirrored in many urbanized areas throughout the state and nation. Although there has been moderate levels of housing production in the City itself, demand for housing in Vacaville increased significantly due to in-migration and housing supply constraints in neighboring jurisdictions in the San Francisco Bay Area and Sacramento regions. The strong demand for new housing and undersupply lead to an increase in the median sale price by more than 70 percent and increases in rents by about 50 percent since 2014, coinciding with an overall decline in vacancy rates.

Although Vacaville has produced more housing compared to other neighboring jurisdictions, the dynamics of the housing market are regional. While Vacaville cannot influence increased housing production in neighboring jurisdictions, the City's emphasis on facilitating increased housing production, in particular the production of a diversity of housing types to serve a range of populations and incomes, can help offset increased demand and price growth in the City and the larger region.

This Housing Needs Assessment and Strategy for the City identifies: existing socioeconomic and housing conditions; issues and gaps in housing supply; assesses the City's current policies; projects future housing needs; and offers recommendations and implementation strategies to ensure that the City can meet its housing needs over the long term. An important process of the Housing Needs Assessment and Strategy was the robust outreach to local developers and the community to identify the housing needs and wants and perceived barriers to producing housing at the levels desired by the City or identified by the community as missing. The outreach process solicited feedback through multiple avenues to reach different segments of the population and to develop a thorough understanding of the housing issues and included 4 virtual outreach events.

Key Findings

The key findings below combine the data interpretation from the technical analyses, a robust review of the City's existing regulatory framework, and input from stakeholders, including residents, developers, City Council and staff, and other key stakeholders.

Socioeconomic Conditions

- **Vacaville's growing community has become much more racially diverse and wealthier with higher educational attainment.** Over the past decade, the City has experienced a large growth in Latino and Asian populations, with a counterbalance decline in the White population. In addition, educational attainment and incomes are rising in the City. Nearly a quarter of the City's residents now have a minimum attainment of a bachelor's degree, and almost half of the City's households earn more than \$100,000 per year.
- **Similar to national trends, the City's population is aging while continuing to reside in owner-occupied single-family homes.** Both the City and the County experienced growth among older populations. The population 65 years of age and older in the City increased 40 percent in the last decade and occupies almost 30 percent of owner-occupied housing units with the expressed desire to age in place.
- **Rents are rising rapidly, contributing to more than half of renter-occupied households being considered rent-burdened.** Nearly half of the renters in Vacaville are paying more than \$1,500 a month for housing, an increase of 25 percent from 2010. Approximately 52 percent of renter-occupied households pay 30 percent or more of their household income on housing costs, defining them as cost-burdened. About 35 percent of households earning less than \$75,000 per year are considered severely cost-burdened, paying more than 50 percent of their income on housing costs.
- **Despite the significant number of jobs in Vacaville, most City residents commute to jobs outside of the City.** More than three-quarters of Vacaville residents are employed outside of the City, while approximately 72 percent of jobs in the City are retained by people that live outside of the City. The top industries for resident workers and jobs in the City are the same: Health Care and Social Assistance and Retail Trade, indicating a mismatch of potentially paid wages or housing costs.

Residential Market Findings

- **Similar to trends in the state and nation, housing production in the City has been declining for the past 4 decades, with coinciding declines in available housing.** The limited housing typologies that were constructed over the past decade were single-family detached homes and multifamily buildings of 5 units or more. The limited addition of units to the market, along with population increases, has contributed to an undersupply of housing units reflected by rising housing costs and a continuous decline in residential vacancy rates since 2010, with a low rate of

4.3 percent currently for all unit types.² The undersupply of housing most prominently affects underserved populations, including students, teachers, young families, low-income families and individuals, seniors, people with disabilities, and the unhoused population indicating the need for focused strategies to increase a variety of housing types at different levels of affordability.

- **The majority of households reside in owner-occupied single-family units.** Most of the City's housing stock (72 percent) comprises single-family detached units, much higher than California's share of 58 percent. In the City, single-family detached units house 78 percent of owner-occupied households and 42 percent of renter-occupied households. Although the majority of housing units were built before 1990, renters are more likely to occupy the older units, with only 30 percent of renters living in units built after 1990.
- **The lack of new supply has caused housing prices and rents to substantially increase over the past decade and competition to grow in Vacaville and the region beyond.** In Vacaville decline in housing production since 1970 combined with a continuously growing population has exacerbated the need for housing and created an unaffordable market. The median sales price of homes has increased more than 70 percent over the past 8 years, and rents have increased by about 50 percent. The decreasing amount of available housing inventory is reflected by the overall decline in vacancy rates discussed above. In addition, the competition for homes has increased significantly over the past 2 years, with homes averaging fewer than 1 month on the market in 2020 and 2021.

Housing Gaps and Barriers

- **A major housing gap in the City is affordable and integrated housing types and communities, a trend that is reflected throughout California.**³ Housing that is affordable to current and future residents is a major concern, not only in the City, but in the State of California (State). One way to help mitigate this problem is to add more housing supply through a variety of unit types to serve students, young families, low-income families, individuals, seniors, empty nesters, farmworkers, the homeless, and people with disabilities:
 - There is a lack of smaller and attached housing types in the City, termed "**Missing Middle**", such as attached townhomes, condominiums, duplexes, fourplexes, and courtyard buildings, which tend to be more affordable by design

² Per the California Department of Finance (DOF), the overall vacancy rate in Vacaville remained below 5 percent since 1990, until 2010 at the height of the Great Recession when rates surpassed 5 percent, peaking at 7.2 percent.

³ Please note that Vacaville and Solano County cannot solve the regions housing crisis alone. But increasing housing production will help to slow price growth locally and cannot provide an example for neighboring jurisdictions to increase housing production while maintaining quality-of-life and local character. More subsidized affordable housing is certainly needed, but market-rate housing production and subsidized affordable housing production need not compete for priority – they are both necessary and complementary and serve very important needs.

than a single-family house and can provide both ownership and rental opportunities. The majority of Missing Middle housing types, such as a duplex, fourplex or a courtyard building, tend to have two to eight units in a building or on a lot. Denser Missing Middle housing types, such as a multiplex, typically have up to 12 units per building. Accessory Dwelling Units or Junior Accessory Dwelling Units are not considered a Missing Middle housing type.⁴ Conversions of existing housing stock, including historic homes, could serve as a Missing Middle housing type.

- **Mixed use** incorporates two or more compatible uses in the same general area (vertical) or within the same building (horizontal). Typically, mixed use includes residential units combined with a commercial component, which could include retail, restaurants, and neighborhood-serving uses. This type of land use is generally found in downtown or main street-type areas. Mixed use development can help increase the housing supply by providing more units at higher densities, as well as meet City and State goals of reducing vehicle miles driven and greenhouse gas emissions, while increasing walkable access to neighborhood retail outlets, services, and alternative modes of transportation. Mixed use tends to work well in downtown areas where buildings can be taller and denser. This housing type could also work well in new subdivisions since it includes space where nonresidential uses are planned as part of the new neighborhood.
- **Senior housing** is another housing need particularly due to the continued increase of the population aged 55+. A variety of factors need to be addressed in providing housing that is both targeted to and affordable for the senior population, including helping those desiring to age in place, helping those that cannot afford to downsize, who may benefit from intergenerational housing (discussed below), income-producing ADU/JADU, or shared housing programs, and providing access to different levels of care and assistance as needed. Senior housing can be deed-restricted to seniors, and it can meet criteria for affordable housing, but it can also include market rate housing and housing that is oriented toward all ages but still fits the needs of seniors.
- **Transitional and Supportive Housing.** Another area of housing need is housing that includes supportive case management services and life-improving services such as health care and workforce development or transitional housing (temporary housing to bridge the gap from homelessness to permanent housing) and **homeless** shelters or other housing for the homeless.
- **Intergenerational housing/neighborhoods** includes housing that is large and diverse enough to accommodate more than one generation. This may take the form of an ADUs/JADUs (in-law unit, granny flat, etc.) or neighborhoods with a variety of housing types affordable to different income levels can help families

⁴ Opticos Design, 2022. Missing Middle Housing. Available at <https://missingmiddlehousing.com/types> [Accessed May 2022].

provide housing for young adults and aging parents, help downsize, and stay in the same community.

- **Executive Housing** is needed to attract executive workers at both existing and future companies located in the City. Typically, executive housing is characterized by large custom-built homes with at least 4 bedrooms, high-quality finishes and architectural detail, and situated on large lots offering privacy and, often, a premium location and/or view.
- **City and State regulatory requirements can create barriers to the housing development types needed to alleviate housing demand.** The City's existing density regulations in certain zones, such as the medium density and high density residential zones, can be altered to allow higher density development, which could boost housing production. In addition, the development standards for height, lot size, and setback requirements for new residential development could be considered a constraint to housing production. Outdoor recreation space requirements may also be a barrier to housing production. Some developers and community members stated that some existing policy plans that do not foresee residential development should be modified to allow this use. Some developers and community members stated that density and building height maximums are too low, particularly in the downtown and at mixed use nodes. They also stated that some City design requirements, such as required setbacks, site coverage, and open space, are too restrictive, especially for high-density and missing middle housing. All of these regulations could be changed to support the construction of additional housing types.

In addition, performing the initial California Environmental Quality Act analysis to clear a site for development can create a barrier to developer investment because of the risks associated with uncertainty in the environmental review's outcome. The City could consider creating an inventory of available sites and conducting a CEQA review of preliminary designs to pre-clear sites for development of housing that addresses the current housing gaps such as missing middle, mixed use, senior, restricted affordable, etc.

- **The City's development and building fees may be a constraint to housing production.** The City's building and development fees are seen as a barrier, particularly because some development impact fees are charged for all units, regardless of size or affordability. The undifferentiated development building fees were seen as impediments to building missing middle, workforce, and affordable housing.
- **The City's permitting timeframe may present feasibility challenges to certain residential developers.** Some developers and community members stated that permit processing times are too long and costly in producing housing.
- **Insufficient local subsidies and difficulty in identifying and applying for federal and state funding may be a constraint to building affordable housing.** There is a need for local funding sources that could be used to subsidize the cost of constructing affordable units. Developers need assistance navigating the funding opportunities including assistance with the cost of site improvements, which were

noted as a constraint to housing production in some outlying areas. Site improvements are an important component of new development and include water and sewer connections, circulation, and other infrastructure needed to serve the new development

Future Residential Growth

- **City housing unit supply is projected to grow by about 8 percent by 2031, which is in line with the projected 8 percent population growth projected for the County.** As of 2020, the City contained nearly 35,400 housing units. The City is anticipated to need more than 2,915 residential units by 2031, estimated by taking the average of the projected Regional Housing Needs Allocation for 2031 and the City's historical unit absorption. This level of growth translates into an average annual growth of about 324 units over the next 9 years. For context, the City is estimated to represent 24 percent of the Regional Housing Needs Allocation's total countywide housing unit growth and historically has supplied 43 percent of the total County unit absorption. The County is forecasted to experience an 8 percent growth in population by 2030. If this population growth is commensurate with growth in the City, the projected housing unit growth may be enough to accommodate future growth but not necessarily existing missing demand.
- **If the housing that is under construction and approved in the City's pipeline is built, there will be almost twice as many units to meet the demand for single-family units, but only 75 percent of the demand for multifamily units.** The projected demand is for an additional 2,915 housing units. Applying the current proportions of each housing type in the City (current distribution is 75 percent single-family and 25 percent multifamily units), to the 2,915 projected units reflects the demand to be for 2,180 single-family units and 733 multifamily units. There are about 4,120 single-family units in the City's pipeline that are under construction or approved, which is almost more than double the demand. There are about 600 multifamily units that are under construction or approved, which meets about 75 percent of the future demand. This does account for existing missing demand.

Proposed Housing Strategy

The proposed housing strategy is summarized below in **Table 1-1**. The housing strategy includes 3 goals and multiple strategic action items the City can implement to help achieve each goal. As a result of the quantitative and qualitative research conducted and input received as part of this Study, the EPS Team has prepared a proposed housing strategy to meet these 3 overarching goals:

- **Goal 1:** Encourage a diversity of housing choices.
- **Goal 2:** Address regulatory and financial barriers to needed housing production.
- **Goal 3:** Create new initiatives and programs to address housing needs.

Table 1-1. City of Vacaville Housing Strategy

Goal 1: Encourage a Diversity of Housing Choices		Implementing Entities		Potential Funding Source(s)	Implementation Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 1.1:	Encourage or require new subdivisions to include duplexes/triplexes/fourplexes (missing middle) designed to look cohesive with adjacent single-family homes	Community Development	Developers	Existing City staff time; new General or other City Fund appropriation	X		
▶ Strategy 1.2:	Facilitate the increased construction of Accessory Dwelling Units (ADUs) and Junior ADUs	Community Development; Housing and Community Services	CalHFA	Existing City staff time; new General or other City Fund appropriation	X		
▶ Strategy 1.3:	Provide information to bolster community support related to the range of missing housing types in the City	Housing and Community Services; City Manager; Public Relations	Consulting technical support; Developers	Existing City staff time; new General Fund appropriation	X		
▶ Strategy 1.4:	Provide incentives to support the development of missing housing types in the City including "missing middle," affordable, supportive, transitional, homeless shelters, and executive housing	Community Development; Housing and Community Services; other departments, as appropriate	NA	Existing City staff time; new General or other City Fund appropriation; grant funding			X

Goal 2: Address Regulatory and Financial Barriers to Needed Housing Production		Implementing Entities		Potential Funding Source(s)	Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 2.1:	Encourage infill development by adopting flexible development standards, incentives (including lower or waived fees), and a streamlined development review process	Community Development	NA	Existing City staff time	X		
▶ Strategy 2.2:	Allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in required parking such as transit passes, shared vehicle program, or increased bicycle parking	Community Development	Developers; ABAG	Existing City staff time	X		
▶ Strategy 2.3:	Address barriers associated with development impact fees to support increased housing development, including affordable, infill, and other needed housing types	Public Works; Community Development	NA	Existing City staff time	X		
▶ Strategy 2.4:	Consider increasing minimum and maximum allowable densities and zoning requirements in existing General Plan and Zoning Code policies to increase the City's housing capacity, ensure higher density projects (which can lead to greater affordability), and make projects more economically feasible.	Community Development	NA	Existing City staff time		X	
▶ Strategy 2.5:	Consider working with the ALUC to study whether the permitted uses and boundaries of the Nut Tree Airport compatibility zones can be reevaluated to accommodate additional housing	Community Development	Airport Land Use Commission	Existing City staff time			X

		Implementing Entities		Potential Funding Source(s)	Implementation Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
Goal 3: Create New Initiatives and Programs to Address Housing Needs							
▶	Strategy 3.1:	Create a City staff position to serve as a centralized housing service coordinator for the City to help secure State funding and facilitate the equitable allocation of housing needed to meet underserved populations	Housing and Community Services	NA	New General or other City Fund appropriation	X	
▶	Strategy 3.2:	Consider opportunities to streamline the permitting process	Community Development	NA	Existing City Staff time; Senate Bill 2	X	
▶	Strategy 3.3:	Consider completing a City-sponsored and -funded CEQA analysis to clear desired infill sites	Community Development; Housing and Community Services	Development community	Existing City Staff time; Senate Bill 2		X
▶	Strategy 3.4:	Consider an inclusionary housing ordinance that requires a certain percentage of housing to be included in every project to meet very low, low, and moderate income levels	Community Development; Housing and Community Services	Consulting technical support	Existing City staff time		X
▶	Strategy 3.5:	Consider creating local housing construction funding sources.	Housing and Community Services	California Department of Housing and Community Development	New General or other City Fund appropriation		X
▶	Strategy 3.6:	Consider creating supportive housing-related programs for underserved populations.	Housing and Community Services	California Department of Housing and Community Development	New General or other City Fund appropriation		X

Source: City of Vacaville; Housing Strategy Stakeholders; Housing Strategy Project Team.

[1] For the implementation timeline, Near-Term is approximately 1-2 years; Mid-Term is 2-5 years; and Long-Term is 5+ years.

Successful implementation will require the leadership of the City Council and City staff to continue to prioritize these implementation actions, as well as the financial and partner program resources of the public and private sectors. Successful implementation will also require the City to identify and measure metrics of success for each strategy, dedicate resources to provide ongoing management and calibration to ensure the City is meeting its goals, and work in partnership with public agencies, the development community, the community, and other identified stakeholders. Following approval of the Housing Strategy, the City should begin to implement a series of near-term implementation actions, as described in this report.

The goals, strategies, and implementation actions are discussed in detail in **Chapter 6**.

Report Organization

This report is presented in the following chapters and technical appendices:

- 1. Introduction and Summary of Findings** presents an overview of the report and key findings.
- 2. Area Profile** presents an analysis of existing conditions in the City and the County, including population, households, race/ethnicity, educational attainment, income and poverty, employment and jobs, and jobs-housing balance and commuting patterns.
- 3. Residential Market Overview** provides a context to current residential market conditions in the nation, the County, and the City.
- 4. Initial Housing Gaps and Issues** examines the housing types that are missing from the City, as well as barriers to development of these housing types.
- 5. Future Growth and Market Demand** provides an overview of projected growth and the potential resulting demand for additional housing.
- 6. Strategies and Recommendations** provides recommended goals and strategic actions to achieve these goals based on the findings from the analyses and outreach.

This report also contains technical appendices, **Appendix A** through **Appendix D**, which provide supporting data regarding socio-economic and housing trends in the area and documentation of the community and stakeholder outreach process and findings.

2. Study Area Profile

This chapter examines the trends and existing composition of demographic and socio-economic characteristics of the City and the County. The purpose of this demographic and socioeconomic profile is to develop an understanding of the dynamics and drivers of existing residential development. This chapter comprises the following key analytic elements:

- **Demographic and Socioeconomic Characteristics.** Identifies trends in population and households, age, race and ethnicity, educational attainment, income and poverty, and jobs-housing balance and commuting patterns.
- **Labor Force.** Reflects trends in the labor force and unemployment rates, including industry and employment characteristics and commuting patterns.
- **Employment.** Presents information on the quantity and type of jobs in the Study area.

Supporting data tables underlying the figures presented in this chapter are included in **Appendix A**.

Demographic Conditions

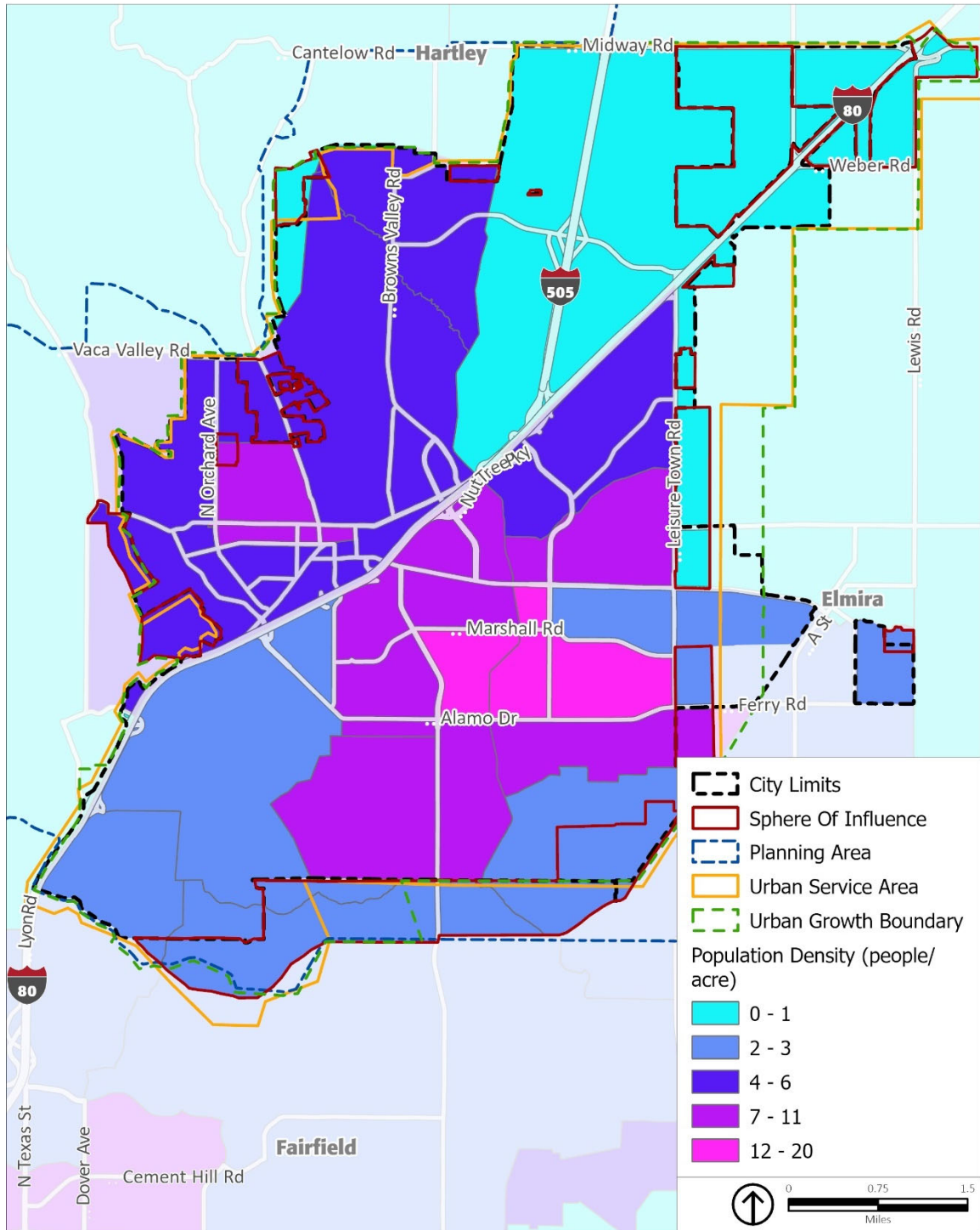
This section examines key demographic trends in the City and the County over the past decade and provides a snapshot of the current socioeconomic composition of the City and County populations.

Population and Households

The total population of Vacaville as of 2021 was 98,041 people, making it the third-most populous city in the County, behind Vallejo and Fairfield, as seen in **Table A-1** in **Appendix A**. Of this total population, approximately 7,000 people lived in group quarters, which includes people housed in institutional settings, such as correctional facilities, nursing homes, military bases, and university or college student housing. The City has 2 State correctional facilities located within its city limits, California State Prison Solano and California Medical Facility, which constitute a majority of the City's group housing population.⁵ The remaining household population in Vacaville, approximately 91,000 people, is spread across 34,518 total households, with an average of 2.68 people per household. See **Map 2-1** and **Map 2-2** for visual representations of the population

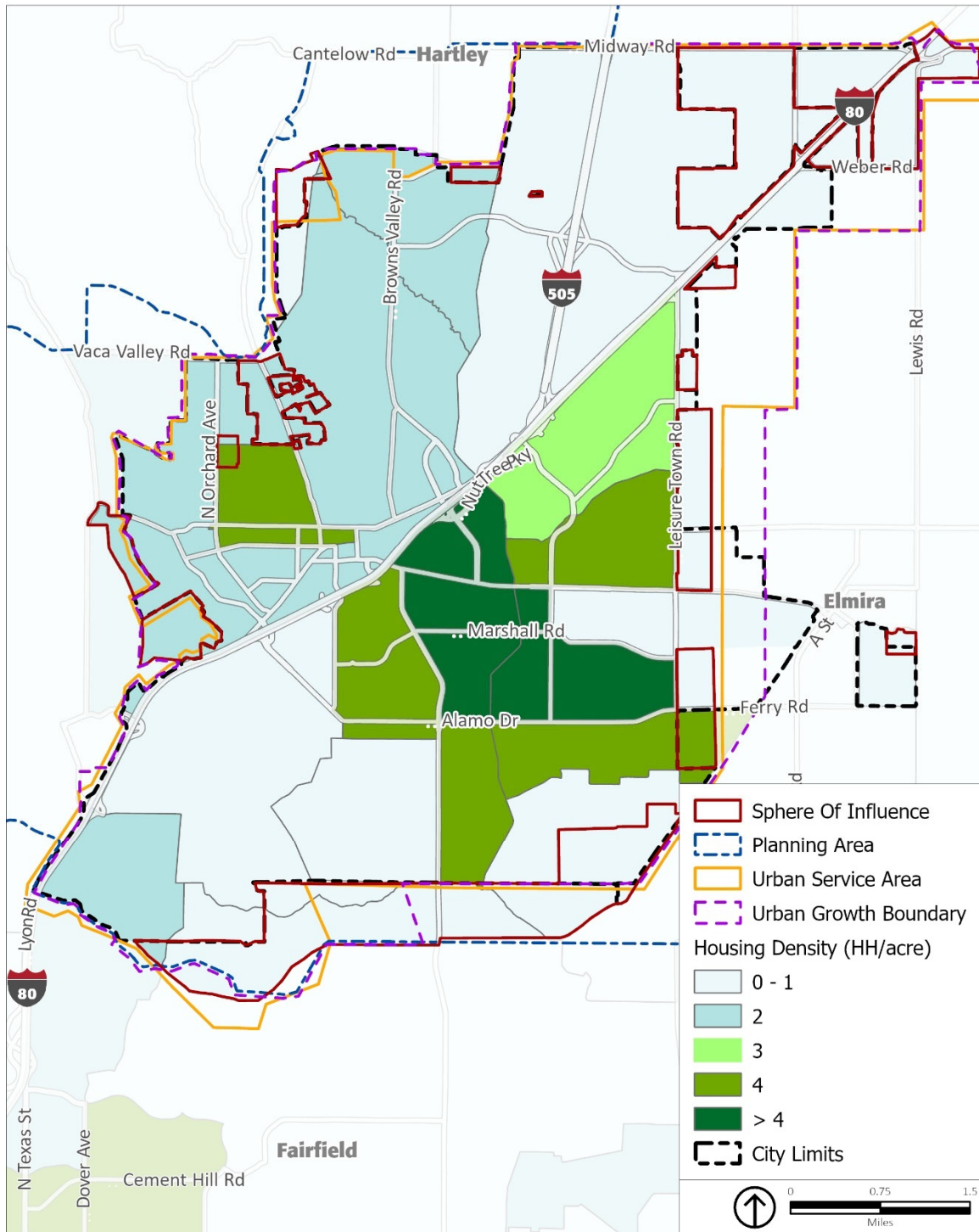
⁵ California Department of Corrections and Rehabilitation, 2021. Monthly Report of Population. Available at <https://www.cdcr.ca.gov/research/wp-content/uploads/sites/174/2021/12/Tpop1d2111.pdf> [Accessed December 2021].

Map 2-1. Population Density: City of Vacaville (2019)



Source: ACS 2019, ESRI, PlaceWorks 2022

Map 2-2. Household Density: City of Vacaville (2019)



Source: ACS 2019, ESRI, PlaceWorks 2022

and household densities in the City. The largest cluster of population is located south of Interstate 80. Since 2010, the City’s population and the number of households have grown consistently, with the City adding a total of about 5,600 residents and nearly 3,500 households, as shown in **Table 2-1**, **Figure 2-1**, and **Table A-2** in **Appendix A**. The City’s population growth rate of 6.1 percent is identical to the County’s overall population growth rate and comparable to the State’s growth rate of 5.9 percent over this same period. Vacaville’s growth rate over this time is the fourth largest in the County (out of 8 jurisdictions). In comparison, Fairfield, immediately southwest of Vacaville, had nearly double the growth rate of Vacaville (12.0 percent) over this same period. See **Table A-1** in **Appendix A**.

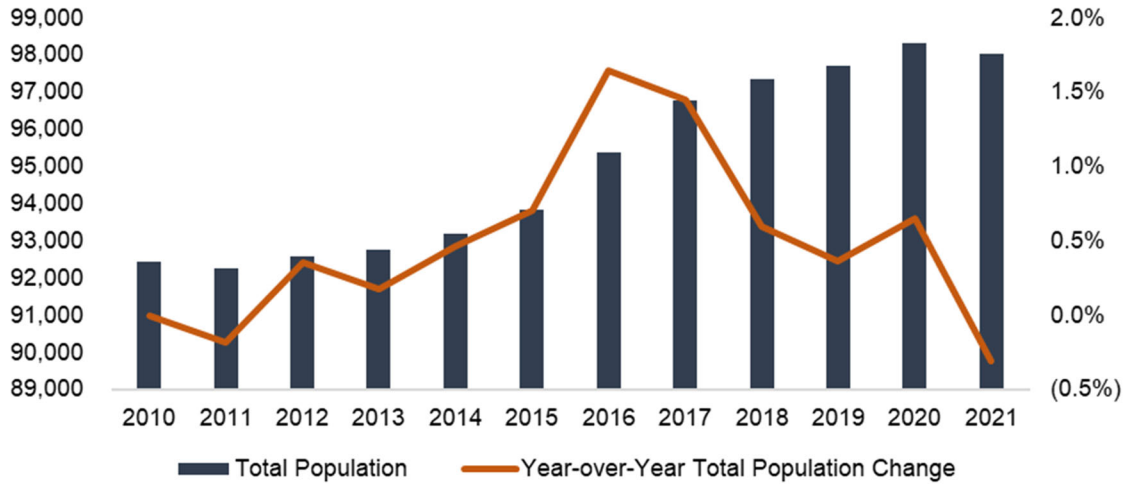
Table 2-1. Population and Household Trends in Vacaville, Solano County, and California (2010–2021)

Item	City of Vacaville			Solano County			State of California		
	Population	Households	Persons Per HH [1]	Population	Households	Persons Per HH [1]	Population	Households	Persons Per HH [1]
Year									
2010	92,428	31,089	2.72	413,344	141,758	2.83	37,253,956	12,568,167	2.90
2021	98,041	34,518	2.68	438,527	152,877	2.81	39,466,855	13,339,672	2.91
2010 - 2021 Change	6.1%	11.0%		6.1%	7.8%		5.9%	6.1%	

Source: California Department of Finance Table E-5; EPS.

[1] Includes household population only.

Figure 2-1. Population Trends: City of Vacaville (2010–2021)



California Department of Finance Table E-5; EPS.

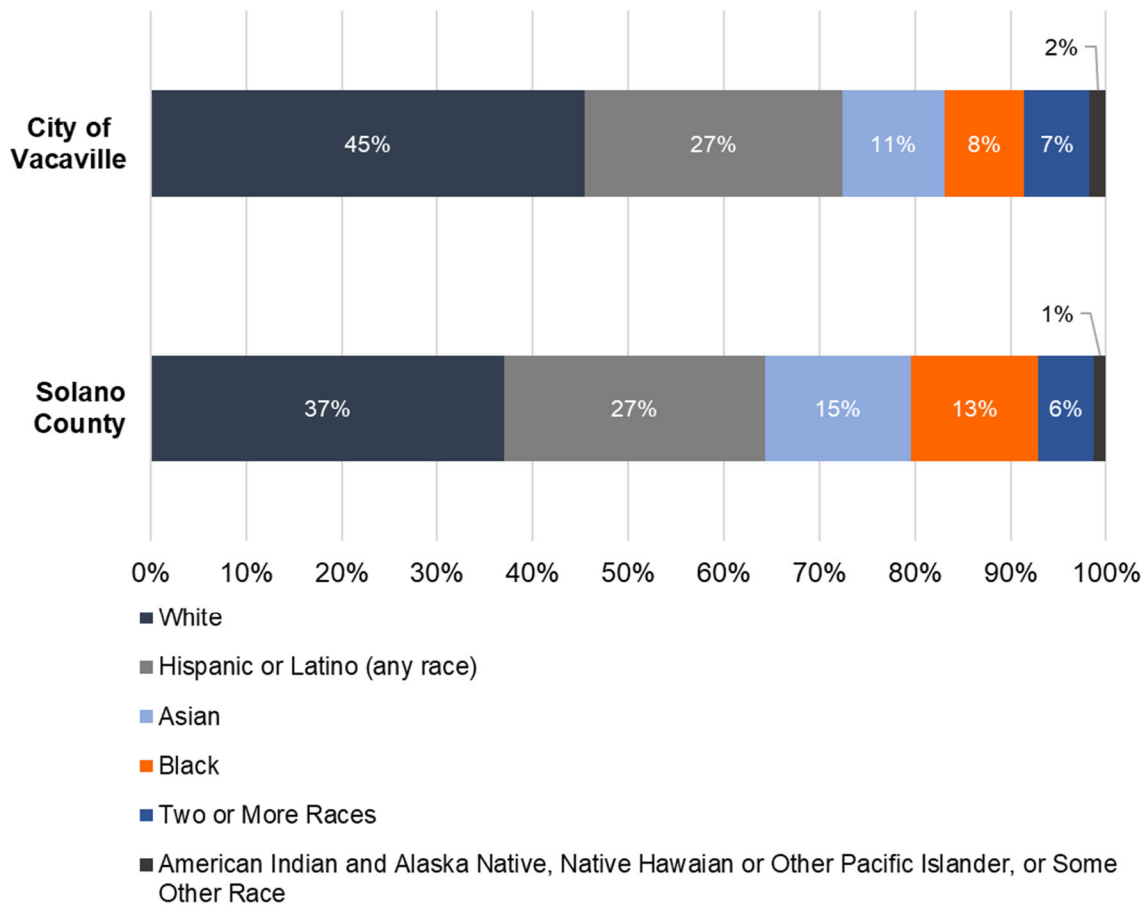
Household growth rates surpassed population growth rates in both the City and the County over the past decade, leading to slight declines in the average household sizes from 2010 to 2020, in contrast to slight increases in the average household size statewide over the same period. Notably, the City’s household size has been trending downward and is smaller than both the County and statewide averages. See **Table A-2** in **Appendix A** for more detailed information.

As shown in **Table A-2** in **Appendix A** annual population growth in Vacaville peaked at 1.6 percent in 2016, before stabilizing at an average annual growth of 0.5 percent between 2018 and 2020.

Race/Ethnicity

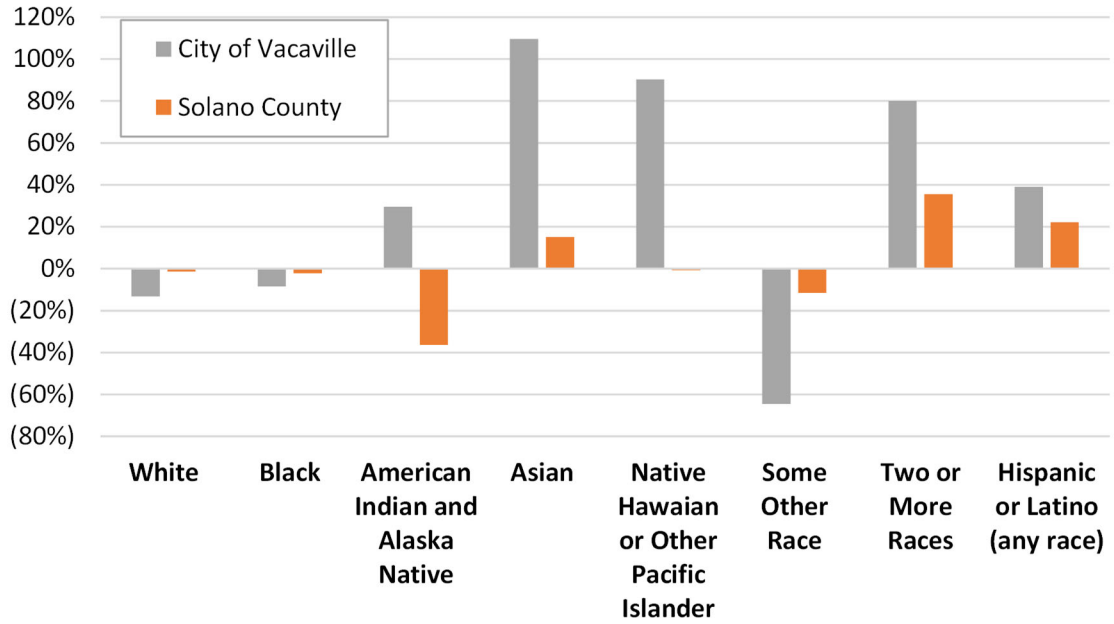
Mirroring trends occurring throughout the Bay Area, the City and the County have become much more racially diverse. From 2010 to 2019, the City’s White population declined from 57 percent of the total population to 45 percent, as shown in **Figure 2-2** and **Table A-3** in **Appendix A**. The decline in the City’s White population was counterbalanced by growth in the City’s Asian population (from 6 percent to 11 percent) and Hispanic population (from 21 percent to 27 percent), as seen in **Figure 2-3**. Similar changes occurred from 2010 to 2019 in the County, although the relative decline in White population share was not as significant as in the City.

Figure 2-2. Race and Ethnicity Composition: City of Vacaville and Solano County (2019)



Source: American Community Survey Table B03002; EPS.

**Figure 2-3. Percentage Change of Race and Ethnicity Composition:
 City of Vacaville and Solano County (2010–2019)**

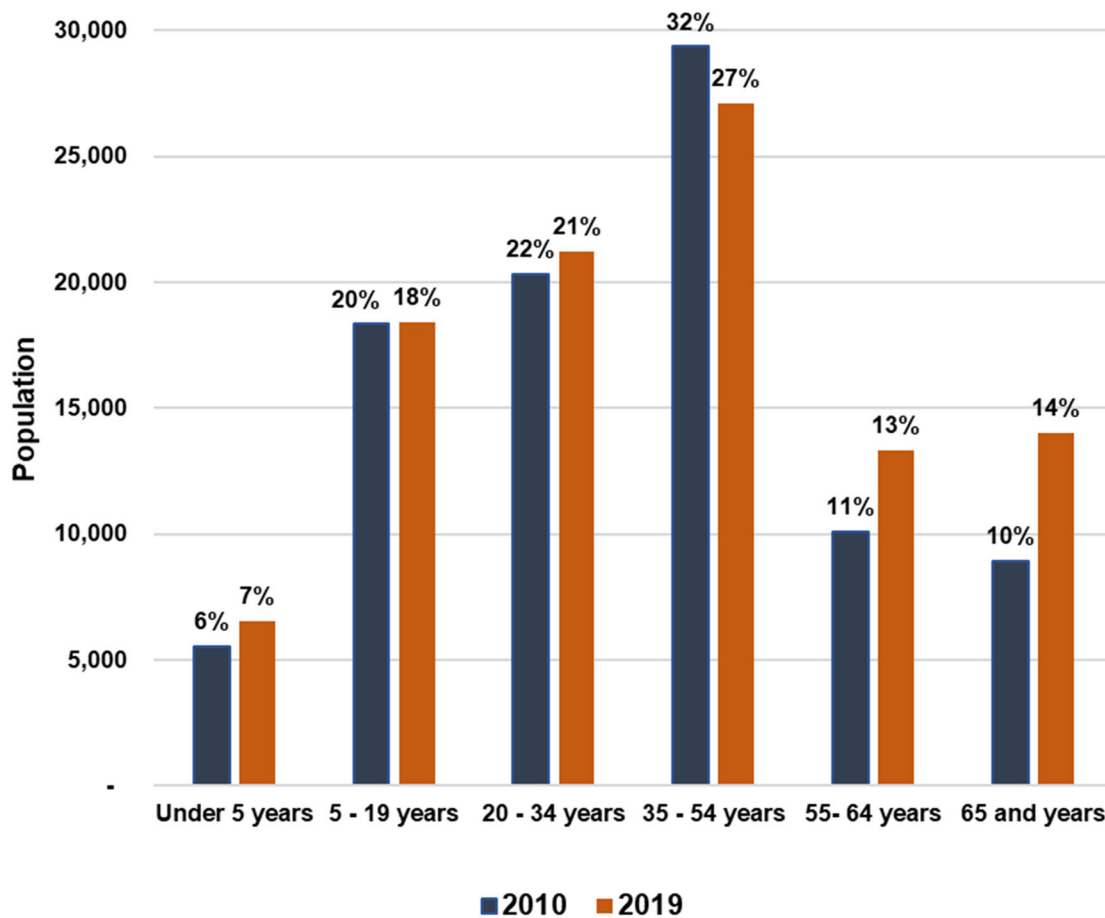


Source: American Community Survey 1-Year Estimates Table B03002; EPS.

Age

A large proportion of the City’s population surpassed the age of 55 between 2010 and 2019, as shown in **Figure 2-4** and **Table A-4** in **Appendix A**. The median age in the City increased over this period from 36.4 years to 37.6 years and the share of the population aged 55 years or older increased by 44 percent. The aging population trend is occurring throughout the County, as well, where the median age increased from 36.6 years to 38.5 years between 2010 and 2019. These regional trends mirror national trends, with the national median age increasing from 36.9 years to 38.1 years over this same time frame. Despite the large proportion of residents over the age of 55 in Vacaville, approximately one-fifth (21 percent) of the City’s residents are in the prime household formation years of 20 to 34, the age when many people begin to rent or buy their own home.

Figure 2-4. Age Distribution: City of Vacaville (2010 and 2019)

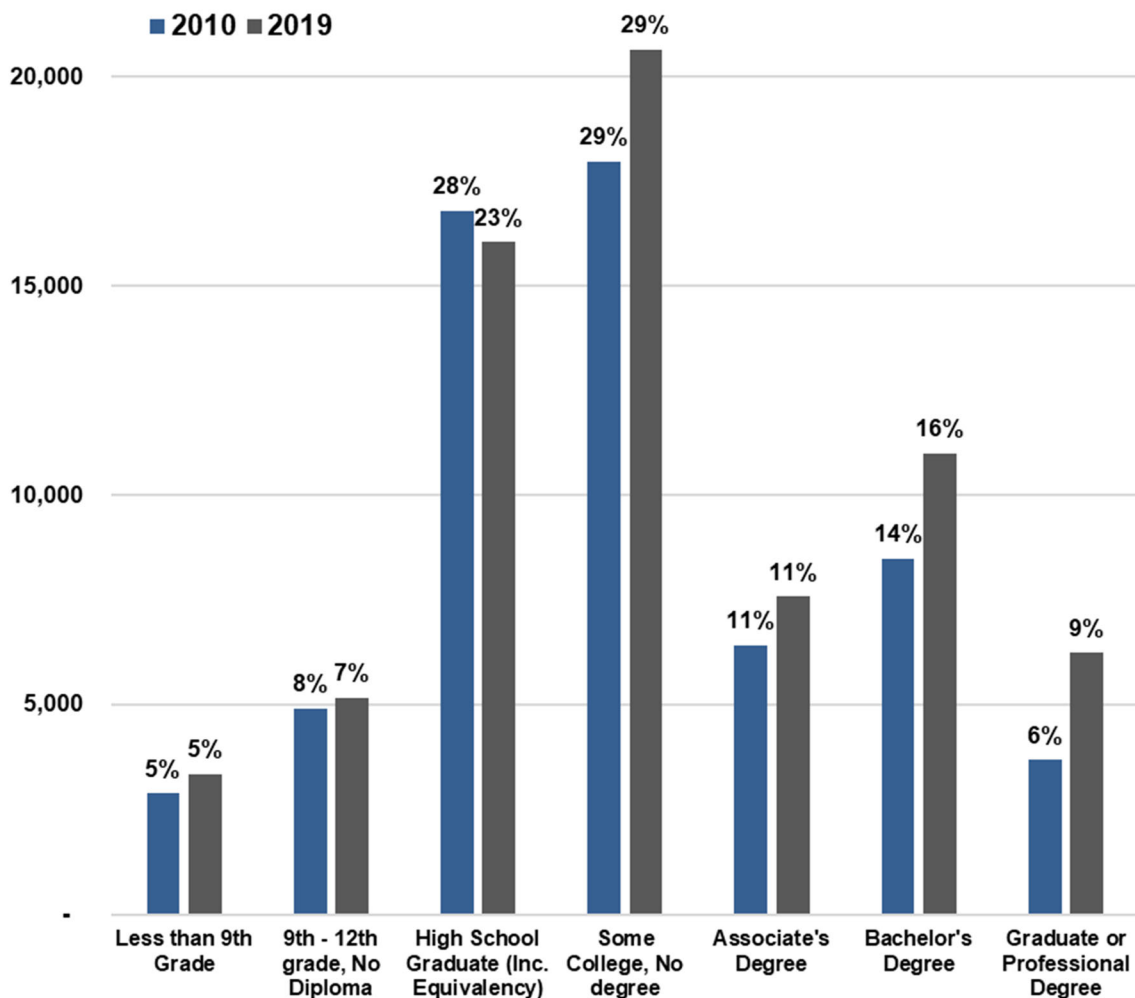


Source: American Community Survey Table DP05; EPS.

Educational Attainment

Between 2010 and 2019, City residents achieved higher levels of education, as shown in **Figure 2-5** and **Appendix A Table A-5**. A greater proportion of residents possess secondary and post-graduate education degrees, consistent with countywide and statewide trends. The absolute number of residents with a bachelor’s degree increased from approximately 12,000 to slightly more than 17,000 in this time, an increase of 42 percent. Correspondingly, the share of residents without any college experience decreased from 40 percent to 35 percent. These data suggest the socio-economic composition of the City is changing. The higher rates of educational attainment in the City will translate into greater prosperity, as higher educational attainment is strongly correlated with greater labor force participation and larger job earnings.

Figure 2-5. Educational Attainment: City of Vacaville (2010 and 2019)

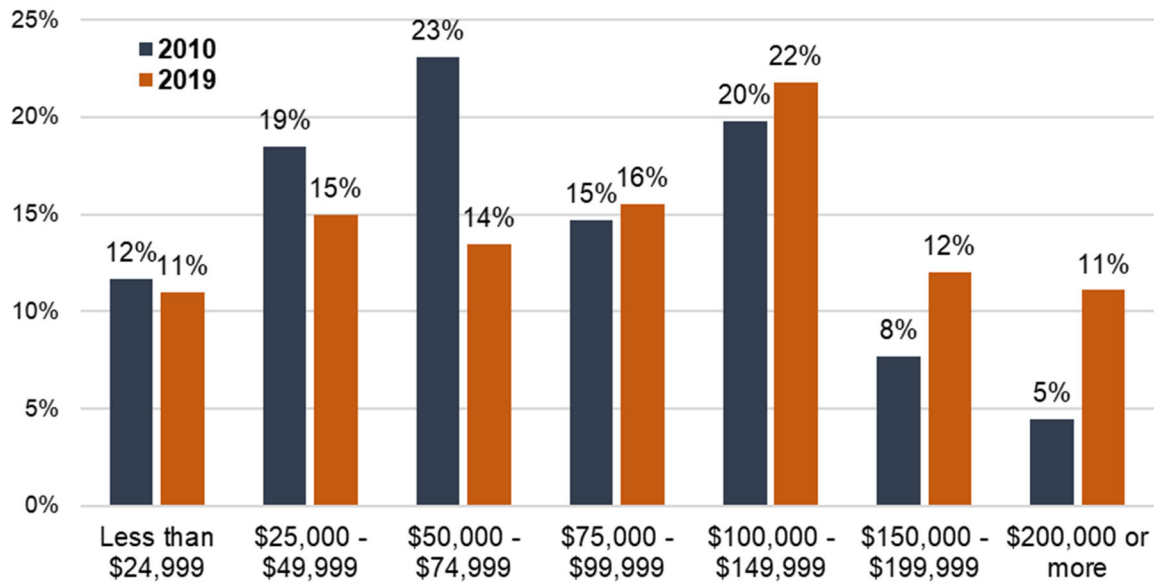


Source: American Community Survey Table S1501; EPS.

Median Household Income⁶

The median household income in the City increased by a modest 4 percent between 2010 and 2019, rising from \$87,600 to \$91,300 (in 2019 dollars). Although the County’s median household income in 2019 was slightly lower than the City’s at \$86,700, the rate of growth was triple the City’s, with an increase of 12 percent over the same period. Notably, the share of City households with incomes of \$150,000 or greater grew significantly, from 13 percent in 2010 to 23 percent in 2019. Over the same period, the share of households in the County with incomes greater than \$150,000 grew from 10 percent to 21 percent. These are indications of an increase in the wealth in the City, with the County slowly catching up. See **Figure 2-6** and **Appendix A Table A-6**. The growth in the proportion of upper income households was accompanied by a decrease in the share of lower income households, with the largest decrease represented by the share of households earning between \$50,000 and \$74,999 (from 23 percent to 14 percent).

Figure 2-6. Income Distribution: City of Vacaville (2010 and 2019)



Source: American Community Survey Table S1001.

⁶ Income figures in this section and **Figure 2-6** are not adjusted for inflation.

Poverty Rate

The poverty rate in the City and the County declined between 2012 and 2019. Both jurisdictions saw the largest relative decrease in poverty of children under 18 years old, with Vacaville’s rate in this group declining from 13 percent to 9 percent between 2012 and 2019. Poverty rates among the elderly are generally lower because this group receives Social Security benefits, while most families with children in poverty rely on earnings from employment to avoid poverty.^{7 8} The large reduction in youth poverty between 2012 and 2019 is comparable to trends throughout the Bay Area, where poverty associated with job losses from the Great Recession peaked in 2012 and began declining as employment expanded during the economic recovery.⁹ See **Table 2-2**.

Table 2-2. Poverty Rates: City of Vacaville and Solano County

Item	City of Vacaville		Solano County	
	2012 Total	2019 Total	2012 Total	2019 Total
Population				
Under 18 years	13%	9%	17%	13%
18 to 64 years	7%	7%	11%	9%
65 years and over	6%	7%	8%	7%
Overall Poverty Rate	9%	7%	12%	10%

Source: American Community Survey 5-year Estimates Table S1701; EPS.

⁷ Silicon Valley Institute for Regional Studies. 2015. Poverty in the San Francisco Bay Area. <https://jointventure.org/images/stories/pdf/poverty-brief-2015-03.pdf>. [Accessed November 2021].

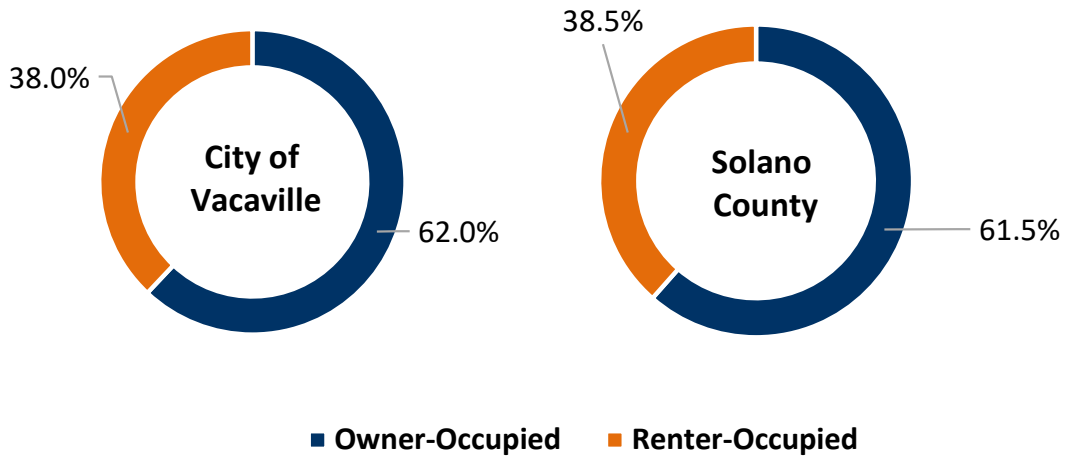
⁸ The US Census Bureau’s definition of poverty is based on a comparison of total family income to a national poverty threshold, which varies by family size. It does not account for regional differences in cost of living nor differences in family composition, such as the presence of non-working-age adults or young children.

⁹ Ibid.

Housing Tenure and Living Arrangements

Most households in the City are homeowners. Approximately 62 percent of households in the City own their homes, while the remaining 38 percent rent, as shown in **Figure 2-7** and **Appendix A Table A-7**. The proportion of housing tenure has remained relatively consistent since 2010, with the percentage of renters increasing slightly from 36 percent to the current figure of 38 percent.

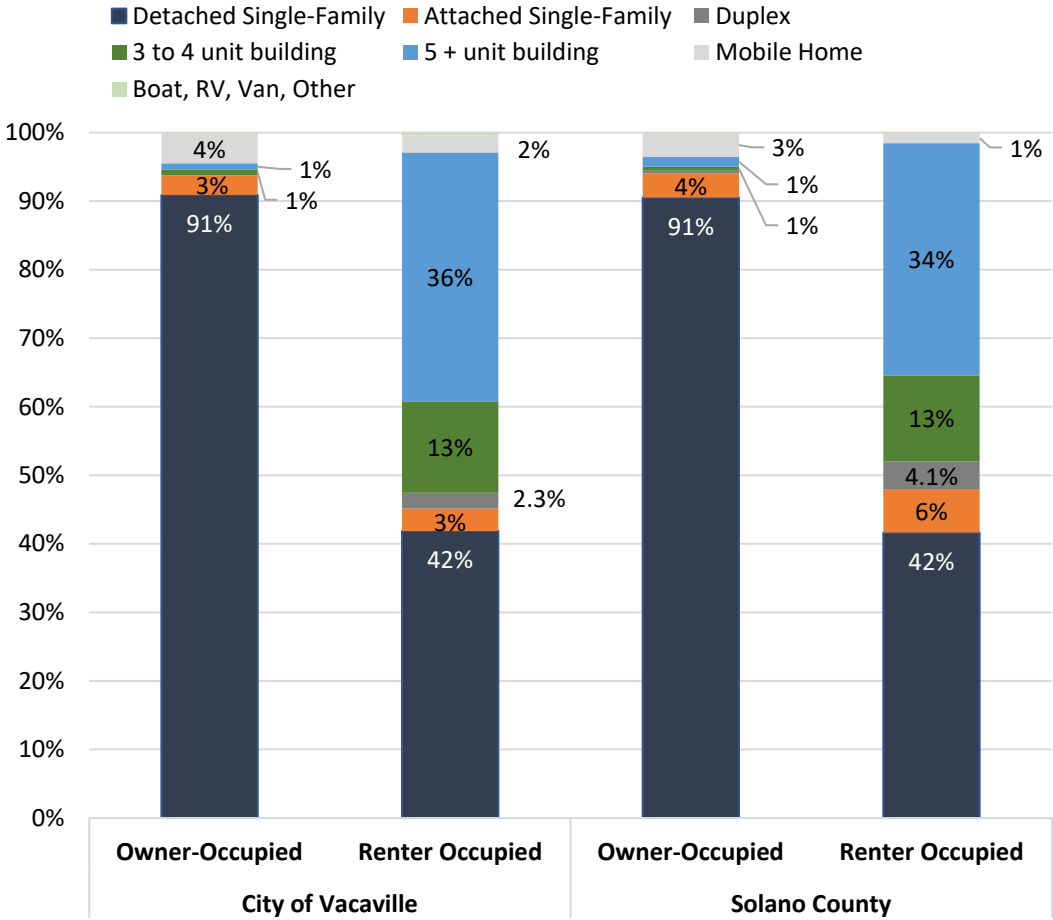
Figure 2-7. Housing Tenure: City of Vacaville and Solano County (2019)



Source: American Community Survey Table 25032; EPS.

As shown in **Figure 2-8**, single-family attached units are predominantly owner-occupied (78 percent). However, because single-family units comprise the largest portion of the City’s overall housing stock, nearly 42 percent of renter households in Vacaville live in detached single-family houses. Renters occupy more than 90 percent of multifamily units, as shown in **Appendix A Table A-8**.

Figure 2-8. Tenure by Units in Structure: City of Vacaville and Solano County (2019)



Source: American Community Survey Table 25032; EPS.

When examining tenure by household size, it is noteworthy that single-person households comprise 27 percent of all renter-occupied households, but only 19 percent of owner-occupied households, as shown in **Appendix A Table A-9**. Renters comprise 46 percent of all single-person households in Vacaville. It is also noteworthy that small 1- and 2-person households have represented more than half of the City’s households for at least the last decade.

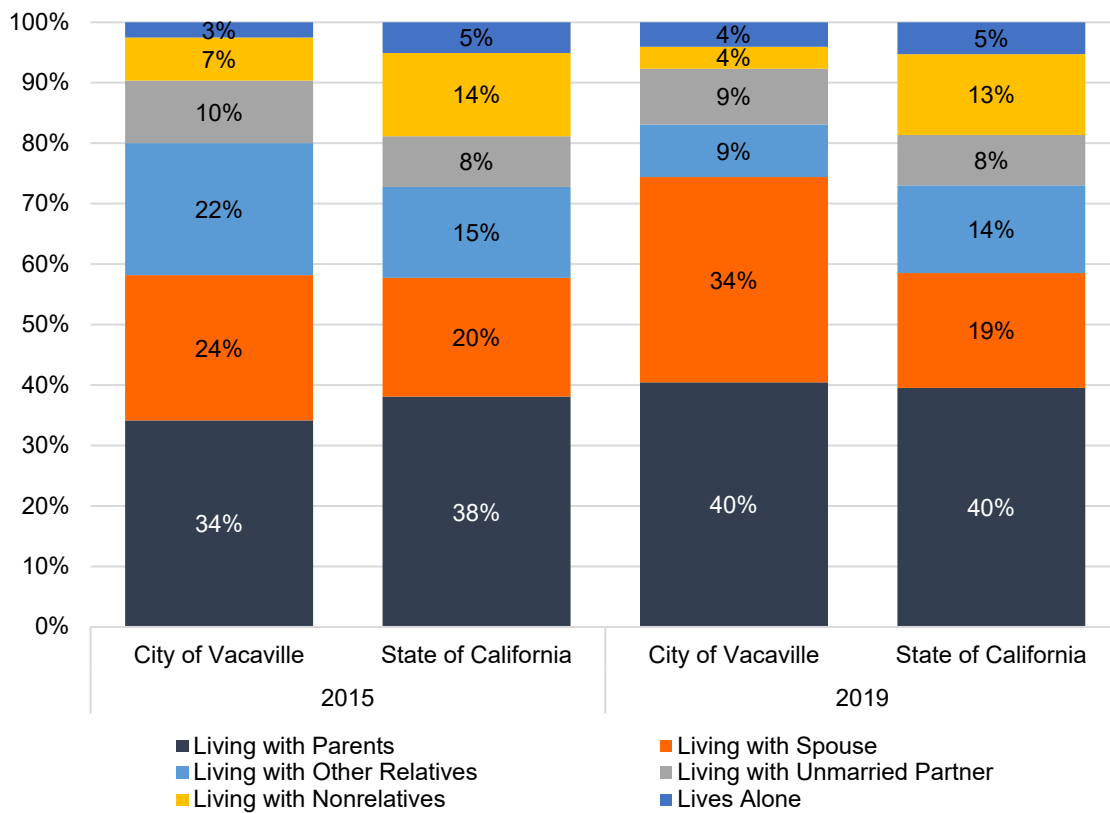
The tenure of single-family households changes significantly with the age of the householder. Younger single-person households are much more likely to rent, based on a variety of reasons—i.e., younger people have not worked as long and thus have had less time to accrue savings necessary to purchase a house, and younger people are more mobile and thus prefer the flexibility of renting.¹⁰ Older single-person householders are more likely to own than rent. Many older single-person households are composed of owners that purchased their houses when their households included children or spouses and remained in these houses after significant life events such as divorce, the death of a spouse, or children moving out.¹¹ Refer to **Appendix A Table A-10** for more details.

¹⁰ Masnick, George. 2015. The Rise of the Single-Person Household. Housing Perspectives: Research, Trends, and Perspective from the Harvard Joint Center for Housing Studies. [Accessed November 2021].

¹¹ Ibid.

Among adult residents of the City, the most common living arrangement is to live with a spouse or unmarried partner, with more than 60 percent of Vacaville’s residents choosing this living arrangement, as shown in **Appendix A Table A-11**. Among 18- to 34-year-olds, however, the most common living arrangement is to live with parents, as seen in **Figure 2-9**. The percentage of 18- to 34-year-olds living with their parents in Vacaville increased from 34 percent in 2015 to 40 percent in 2019, while only increasing 2 percentage points in California overall.

Figure 2-9. Living Arrangements of 18-34 Year-Olds: City of Vacaville and California (2015 & 2019)



Source: American Community Survey 1-Year Estimates Table B09021

Housing Cost Burden

Housing cost burden is the proportion of housing costs relative to income. The principal component of housing costs is either rent or the price of purchasing a home, both of which have increased significantly in Vacaville over the past decade, as discussed in **Chapter 3** of this report. High housing cost burdens signify that residents are spending a large proportion of their income on housing, restricting the amount of money they can spend on other essentials, such as food, medical care, and transportation, and increasing the risk of eviction or foreclosure.¹² A common rule of thumb is that households should pay no more than 30 percent of their incomes for housing. In the City, approximately 52 percent of renters and 44 percent of owners pay more than 30 percent of their income for housing costs.¹³ In the County overall, 51 percent of renters and 51 percent of owners pay more than 30 percent of their income for housing costs. See **Appendix A Table A-12, Table A-13, and Table A-14** for further detail.

Renter Cost Burden

The U.S. Department of Housing and Urban Development considers households who spend more than 30 percent of their income on rent to be “rent burdened” and considers households who spend more than 50 percent of their income on rent to be “severely rent burdened”.¹⁴

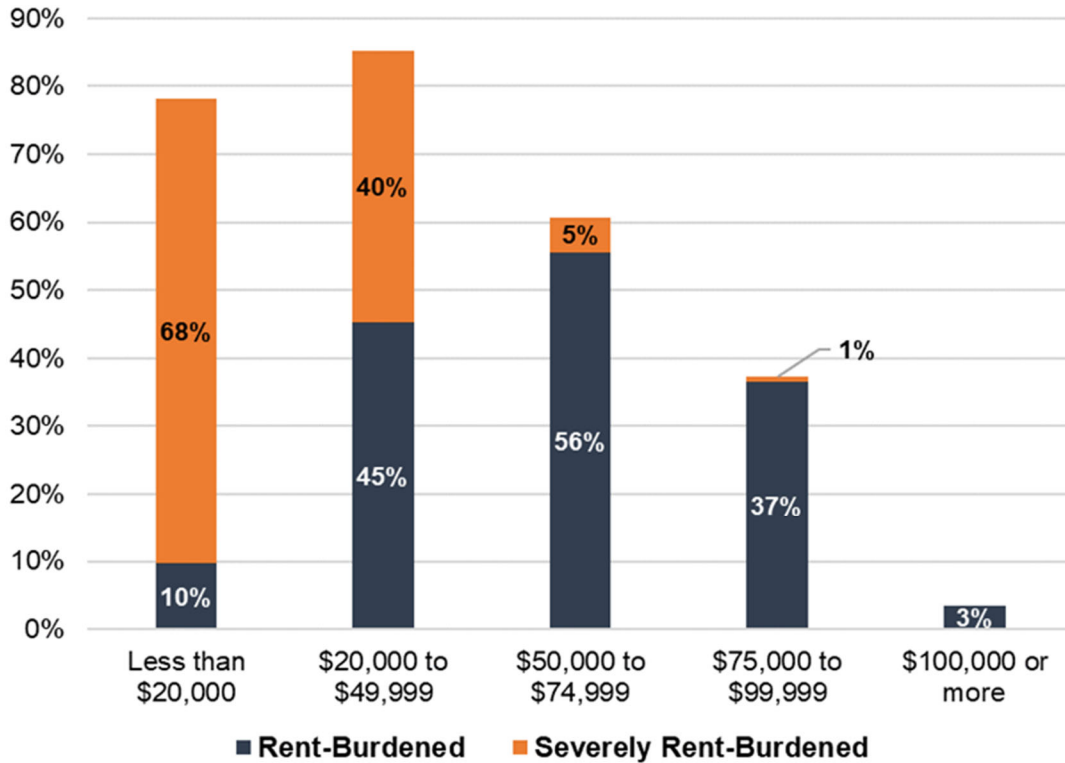
¹² Shamsuddin, Shomon & Campbell, Colin. 2021. Housing Cost Burden, Material Hardship, and Well-Being. Housing Policy Debate. <https://nlihc.org/sites/default/files/Housing-Cost-Burden-Material-Hardship-and-Well-Being.pdf> [Accessed November 2021].

¹³ The Census questionnaire for renter housing costs includes rent and monthly utilities (electricity, gas, water, and sewer). For owners, housing costs include mortgage payments, utilities, property taxes, insurance, and condominium/homeowners association/mobile home fees. Maintenance and home improvement costs are not included in owners’ costs. This report uses the Census definitions of monthly housing costs.

¹⁴ Larrimore, Jeff & Schuetz, Jenny. 2017. Assessing the Severity of Rent Burden on Low-Income Families. FEDS Notes. <https://www.federalreserve.gov/econres/notes/feds-notes/assessing-the-severity-of-rent-burden-on-low-income-families-20171222.htm>. [Accessed October 2021].

The proportion of households that are rent burdened and the severity of the rent burden generally decreases with rising incomes, as seen in **Figure 2-10**. Although a larger proportion of households in the \$20,000 to \$49,000 income bracket are rent burdened compared to households with incomes of less than \$20,000, the proportion of severely rent-burdened households is much larger in the lower income bracket. Almost 69 percent of households earning less than \$20,000 per year are severely rent burdened, versus 40 percent in the \$20,000 to \$49,999 income bracket. See **Appendix A Table A-13**.

Figure 2-10. Rent Burden by Income: City of Vacaville (2019)

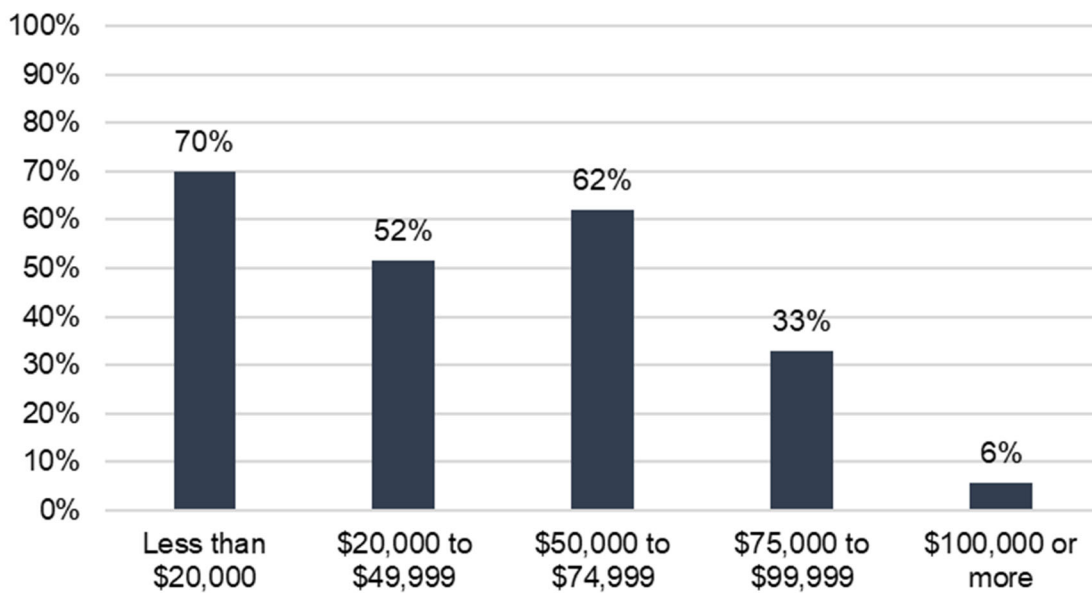


Source: American Community Survey Table 25074; EPS.

Owner Cost Burden

Among owner-occupied units, the distribution of housing cost burden by income follows a similar trend as the renter-occupied households, with rates of cost burdened households generally declining with rising income, as shown in **Figure 2-11**. However, rates of cost burdened households are significantly higher among owner-occupied units in the \$50,000 to \$74,999 income bracket compared to the lower \$20,000 to \$49,999 income bracket. One potential explanation regarding this discrepancy could be the mortgage status of owner-occupied homes. For owner-occupied households, mortgage payments are the largest component of housing costs, and households without a mortgage payment (owned outright) are likely to have much lower housing costs than those households with a mortgage, regardless of income. As shown in **Appendix A Table A-14**, households with incomes below \$75,000 are much less likely to have a mortgage than households with incomes above this level.

Figure 2-11. Homeowner Cost Burden by Income: City of Vacaville (2019)



Source: American Community Survey Table 2506; EPS.

Labor Force

Labor Force (Employed Residents) by Industry

Residents of the City held 44,453 jobs in 2019, as shown in **Table 2-3**, adding more than 7,500 employed residents to the population, an increase of 20.5 percent from 2010. Industries with notable shares of total resident employment in 2019 include these:

- Health Care and Social Assistance (16.6 percent).
- Retail Trade (10.3 percent).
- Accommodation and Food Service (9.0 percent).
- Educational Services (9.0 percent).
- Public Administration (8.4 percent).
- Construction (8.2 percent).¹⁵

Of these industries, significant changes between 2010 and 2019 occurred in the Health Care and Social Assistance industry, Construction, and Public Administration, as shown in the figure to the right.

Employed Residents by Occupation

Approximately one-third (33 percent) of Vacaville’s labor force are employed in either Office and Administrative Support, Sales, or Management occupations as of 2019, as shown in **Table 2-4**.¹⁶ Between 2010 and 2019, the Healthcare Support and Transportation and Material Moving occupations grew significantly, adding approximately 800 jobs and 1,200 jobs, respectively. During this period, there were notable losses in the Office and Administrative Support occupations, which lost around 900 employed residents, approximately 15 percent of its 2010 total.

CITY OF VACAVILLE EMPLOYED RESIDENTS BY INDUSTRY

Top Industries (2019)

Health Care and Social Assistance
Retail Trade
Educational Services
Accommodation and Food Services

Top Industry Gains (2010-2019)

Health Care and Social Assistance (+2,632)
Construction (+1,497)
Accommodation and Food Services (+977)

Top Occupation Declines (2010-2019)

Public Administration (-585)
Other Services (-170)

¹⁵ See **Appendix A Table A-15** for a detailed description of these industries.

¹⁶ **Table 2-4** is based on data from the Census Bureau’s Longitudinal Employee-Household Dynamics program, which combines survey data from the Census with State-level unemployment insurance data and the Bureau of Labor Statistics Quarterly Census of Employees and Wages survey, while **Table 2-5** is solely based on the American Community Survey’s survey data. These different data sources account for the variance in total employment between the two tables.

Table 2-3. Labor Force by Industry: City of Vacaville (2010 and 2019)

Item	2010		2019		2010 - 2019	
	Total	%	Total	%	Total Growth	% Growth
Industry [1]						
Agriculture, Forestry, Fishing and Hunting	481	1.3%	588	1.3%	107	22.2%
Mining, Quarrying, and Oil and Gas Extraction	53	0.1%	63	0.1%	10	18.9%
Utilities	312	0.8%	368	0.8%	56	17.9%
Construction	2,156	5.8%	3,653	8.2%	1,497	69.4%
Manufacturing	2,877	7.8%	3,102	7.0%	225	7.8%
Wholesale Trade	1,328	3.6%	1,337	3.0%	9	0.7%
Retail Trade	4,359	11.8%	4,559	10.3%	200	4.6%
Transportation and Warehousing	1,284	3.5%	1,713	3.9%	429	33.4%
Information	714	1.9%	727	1.6%	13	1.8%
Finance and Insurance	1,147	3.1%	1,395	3.1%	248	21.6%
Real Estate and Rental and Leasing	519	1.4%	616	1.4%	97	18.7%
Professional, Scientific, and Technical Services	1,725	4.7%	2,144	4.8%	419	24.3%
Management of Companies and Enterprises	508	1.4%	540	1.2%	32	6.3%
Administration & Support, Waste Management and Remediation	1,690	4.6%	2,370	5.3%	680	40.2%
Educational Services	3,602	9.8%	4,012	9.0%	410	11.4%
Health Care and Social Assistance	4,742	12.9%	7,374	16.6%	2,632	55.5%
Arts, Entertainment, and Recreation	529	1.4%	804	1.8%	275	52.0%
Accommodation and Food Services	3,042	8.2%	4,019	9.0%	977	32.1%
Other Services (excluding Public Administration)	1,483	4.0%	1,313	3.0%	(170)	(11.5%)
Public Administration	4,341	11.8%	3,756	8.4%	(585)	(13.5%)
Total Labor Force	36,892	100.0%	44,453	100.0%	7,561	20.5%

Source: United States Census Bureau OnTheMap; EPS.

[1] Employment totals based on residents of the City of Vacaville.

Table 2-4. Labor Force by Occupation: City of Vacaville (2010 and 2019)

Item	2010		2019		Change (2010 - 2019)	
	Total	Share	Total	Share	Total	Percent
Occupation						
Management Occupations	3,574	8.9%	3,990	9.2%	416	11.6%
Business and Financial Operations Occupations	1,763	4.4%	1,877	4.3%	114	6.5%
Computer and Mathematical Occupations	652	1.6%	867	2.0%	215	33.0%
Architecture and Engineering Occupations	562	1.4%	475	1.1%	(87)	(15.5%)
Life, Physical, and Social Science Occupations	300	0.7%	478	1.1%	178	59.3%
Community and Social Service Occupations	930	2.3%	821	1.9%	(109)	(11.7%)
Legal Occupations	217	0.5%	323	0.7%	106	48.8%
Educational Instruction, and Library Occupations	2,129	5.3%	2,100	4.8%	(29)	(1.4%)
Arts, Design, Entertainment, Sports, and Media Occupations	539	1.3%	794	1.8%	255	47.3%
Health Diagnosing & Treating Pract. and Other Tech. Occ.	1,357	3.4%	1,681	3.9%	324	23.9%
Health Technologists and Technicians	849	2.1%	1,150	2.6%	301	35.5%
Healthcare Support Occupations	943	2.4%	1,732	4.0%	789	83.7%
Firefighting, Prevention, & Other Protective Svc Workers Incl. Spvsrs	658	1.6%	581	1.3%	(77)	(11.7%)
Law Enforcement Workers Including Supervisors	1,332	3.3%	1,189	2.7%	(143)	(10.7%)
Food Preparation and Serving Related Occupations	2,334	5.8%	2,405	5.5%	71	3.0%
Building and Grounds Cleaning and Maintenance Occupations	1,169	2.9%	1,394	3.2%	225	19.2%
Personal Care and Service Occupations	1,581	3.9%	1,426	3.3%	(155)	(9.8%)
Sales and Related Occupations	4,350	10.9%	4,340	10.0%	(10)	(0.2%)
Office and Administrative Support Occupations	6,054	15.1%	5,155	11.8%	(899)	(14.8%)
Farming, Fishing, and Forestry Occupations	158	0.4%	80	0.2%	(78)	(49.4%)
Construction and Extraction Occupations	2,471	6.2%	3,294	7.6%	823	33.3%
Installation, Maintenance, and Repair Occupations	2,010	5.0%	1,857	4.3%	(153)	(7.6%)
Production Occupations	2,063	5.1%	2,279	5.2%	216	10.5%
Transportation and Material Moving Occupations	2,094	5.2%	3,270	7.5%	1,176	56.2%
Total Labor Force	40,089		43,558		3,469	8.7%

Source: American Community Survey 5-Year Estimates Table S2401; EPS.

Employment

Jobs by Industry

There are more than 34,800 jobs in the City, and the largest industry is in the Health Care and Social Assistance industry, as shown in **Table 2-5**, consistent with the County and the State. As of 2019, this industry contained nearly a quarter (24 percent) of the 34,802 jobs located in the City. Other significant industries in Vacaville include these:

- Retail Trade (16 percent).
- Accommodation and Food Services (10 percent).
- Public Administration (9 percent).

Between 2010 and 2019, most sectors with significant employment in Vacaville roughly maintained their relative share of employment. The exceptions were Construction, which added 1,590 jobs in this period; Health Care and Social Assistance, which more than doubled its workforce, adding 4,214 jobs; and Public

Administration, which lost 1,135 jobs. See **Map 2-3** for a visual representation of employment density in the City. The employment is clustered near Interstate 80, creating ease for workers commuting into the City (see commute patterns discussion below).

CITY OF VACAVILLE EMPLOYMENT BY INDUSTRY

Top Industries (2019)

Health Care and Social Assistance
Retail Trade
Educational Services
Public Administration

Top Industry Gains (2010-2019)

Health Care and Social Assistance (+3,941)
Construction (+1,370)
Accommodation and Food Services (+1,147)

Top Occupation Declines (2010-2019)

Public Administration (-1,135)
Management of Companies and Enterprises (-265)
Manufacturing (-227)

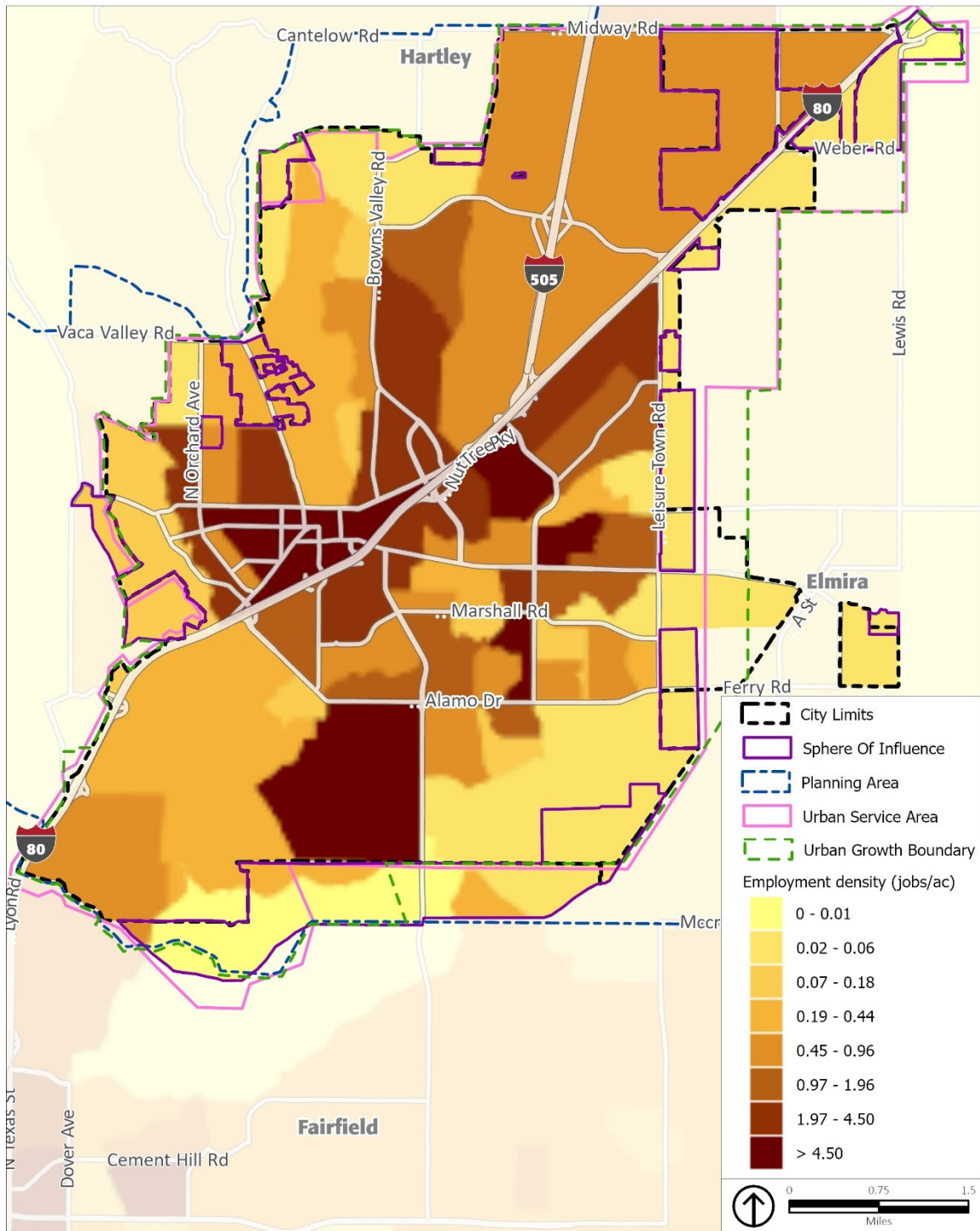
**Table 2-5. Employment (Jobs) by Industry: City of Vacaville
 (2010 and 2019)**

Item	2010		2019		2010 - 2019	
	Total	%	Total	%	Total Growth	% Growth
Industry [1]						
Agriculture, Forestry, Fishing and Hunting	9	0.0%	45	0.1%	36	400.0%
Mining, Quarrying, and Oil and Gas Extraction	1	0.0%	2	0.0%	1	100.0%
Utilities	226	0.8%	139	0.4%	(87)	(38.5%)
Construction	1,106	4.0%	2,696	7.7%	1,590	143.8%
Manufacturing	2,461	9.0%	2,234	6.4%	(227)	(9.2%)
Wholesale Trade	700	2.5%	474	1.4%	(226)	(32.3%)
Retail Trade	4,983	18.1%	5,609	16.1%	626	12.6%
Transportation and Warehousing	618	2.2%	696	2.0%	78	12.6%
Information	360	1.3%	306	0.9%	(54)	(15.0%)
Finance and Insurance	487	1.8%	992	2.9%	505	103.7%
Real Estate and Rental and Leasing	379	1.4%	357	1.0%	(22)	(5.8%)
Professional, Scientific, and Technical Services	673	2.4%	857	2.5%	184	27.3%
Management of Companies and Enterprises	309	1.1%	44	0.1%	(265)	(85.8%)
Administration & Support, Waste Management and Remediation	634	2.3%	1,023	2.9%	389	61.4%
Educational Services	2,168	7.9%	2,588	7.4%	420	19.4%
Health Care and Social Assistance	4,084	14.9%	8,298	23.8%	4,214	103.2%
Arts, Entertainment, and Recreation	250	0.9%	646	1.9%	396	158.4%
Accommodation and Food Services	2,644	9.6%	3,631	10.4%	987	37.3%
Other Services (excluding Public Administration)	1,066	3.9%	981	2.8%	(85)	(8.0%)
Public Administration	4,319	15.7%	3,184	9.1%	(1,135)	(26.3%)
Total Jobs	27,477	100.0%	34,802	100.0%	7,325	26.7%

Source: United States Census Bureau OnTheMap; EPS.

[1] Employment totals based on workers employed in the City of Vacaville.

Map 2-3. Employment Density: City of Vacaville



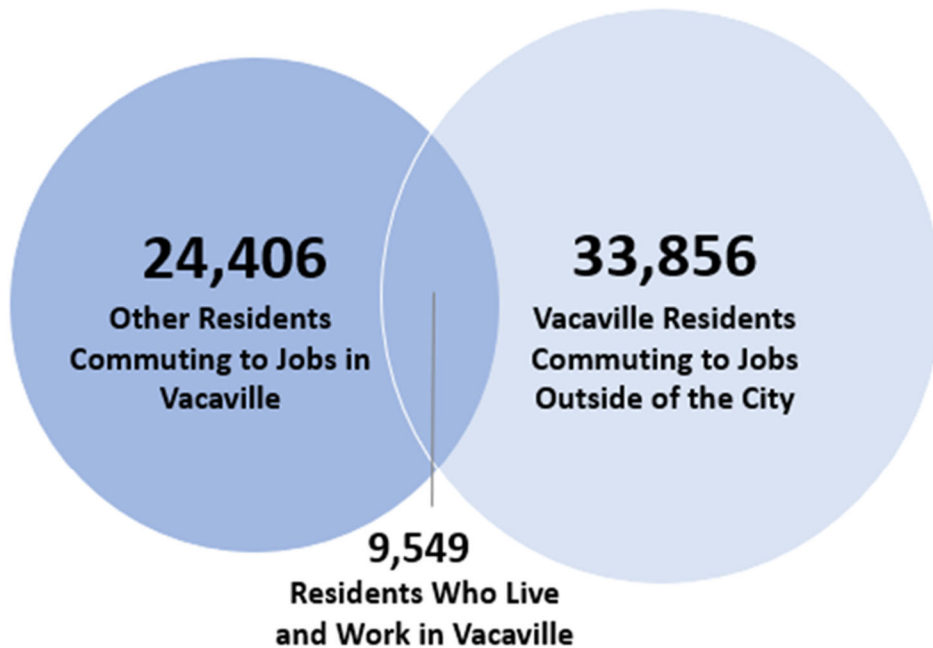
Source: EPA Smart Location Database 2013, ESRI, PlaceWorks 2022

Jobs-Housing Balance and Commute Patterns

The City’s jobs-to-housing ratio increased from 0.83 to 0.94 between 2010 and 2020 (see **Appendix A Table A-16**). A significant portion of this increase is likely based on continuing economic recovery following the recession, which ended in 2009. The City’s General Plan Land Use Element designates the goal of a jobs-to-resident-employees ratio of 1:1, with a current ratio of 0.78.¹⁷ The City’s lower-than-targeted jobs-to-resident-employees ratio suggests that many of its residents commute out of the City for work, which is confirmed by commute data.

As shown in **Figure 2-12** and **Appendix A Table A-17**, the vast majority of Vacaville residents (78 percent) commuted to jobs located outside the City, to the Cities of Fairfield, Sacramento, San Francisco, Vallejo, and other Bay Area jurisdictions. Of Vacaville’s 34,802 jobs, most (72 percent) are held by residents who live outside of the City, commuting in from Fairfield, Sacramento, Suisun, Dixon, Vallejo, Woodland, Davis, and Elk Grove.

Figure 2-12. Inflow/Outflow Patterns: City of Vacaville (2019)



Source: U.S. Census OnTheMap 2010, 2019; EPS.

¹⁷ Policy LU-P4.1 of the City’s General Plan Land Use Element states, “Strive to maintain a reasonable balance between potential job generation and the local job market with a goal of one job for each employed resident.”

The County is the most common area of residence for external commuters, with nearly 30 percent of external employees that work in Vacaville living elsewhere in the County (see **Appendix A Table A-18**).¹⁸ Nearly 11 percent of external workers commute from Sacramento County, a share that has remained fairly consistent since 2010. While commuters from Contra Costa County (5 percent) and San Joaquin County (3 percent) represent more modest shares of external commuters, the number of commuters from both of these counties increased by more than 60 percent between 2010 and 2019. The relative shares of commuters grouped by distance traveled to work remained relatively consistent between 2010 and 2019 (see **Appendix A Table A-19**).

¹⁸ **Table A-18** shows that approximately 50 percent of those employed in Vacaville live in Solano County. Removing the 22 percent of workers who both live and work in Vacaville (**Table A-17**) from this figure shows that approximately 28 percent of those who work in Vacaville live outside of Vacaville but still within Solano County.

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3. Residential Market Overview

State and National Residential Market Context

For decades, California has faced a housing crisis related to its significant unhoused population and rising housing costs. For those living in poverty, high rental rates have translated into large proportions of their income allocated to housing costs, leaving little remaining for basic living expenses, let alone bolstering savings accounts to build wealth.¹⁹ Rising home sales prices have translated into larger down payment requirements, leading to homeownership challenges for households with median and higher incomes.²⁰ These challenges point to a root problem of limited housing supply. Indeed, several recent reports have estimated an undersupply of housing in the State that ranges from about 3 million to 4 million units. This undersupply represents the amount of housing that was needed over the last several decades to maintain housing costs in alignment with the rest of the country.^{21 22}

Large-scale demographic trends are exacerbating this undersupply of housing. The Millennial generation, which comprises at least 72 million people nationwide, is entering their prime home-buying years. Between 2019 and 2029, approximately 46 million Millennials will turn 34, the median home-buying age in 2019. This represents the largest ever national cohort of Americans at prime home-buying age, ensuring a strong source of demand for housing over the next several years.²³

At the beginning of 2020, the COVID-19 Pandemic caused abrupt and severe economic impacts, including mass unemployment and major disruptions to retail and office markets, with many state and local governments instilling stay-at-home orders, and

¹⁹ Kimberlin, Sara and Esi Hutchful, 2019. New Census Figures Show More Than 1 in 6 Californians Struggle to Afford Basic Necessities. *California Budget and Policy Center*. [online] Available at [https://calbudgetcenter.org/resources/number-of-californians-living-in-poverty-has-been-declining-but-more-than-1-in-6-residents-still-struggle-to-afford-basic-necessities/#:~:text=Approximately%207.1%20million%20Californians%20lived,Supplemental%20Poverty%20Measure%20\(SPM\)](https://calbudgetcenter.org/resources/number-of-californians-living-in-poverty-has-been-declining-but-more-than-1-in-6-residents-still-struggle-to-afford-basic-necessities/#:~:text=Approximately%207.1%20million%20Californians%20lived,Supplemental%20Poverty%20Measure%20(SPM)) [Accessed January 2021].

²⁰ Levin, Matt, 2021. Commentary: Five things I've learned covering California's housing crisis that you should know. *Cal Matters*. [online] Available at <https://calmatters.org/housing/2021/01/california-housing-crisis-lessons/> [Accessed January 2021].

²¹ Taylor, Mac, 2015. California's High Housing Costs: Causes and Consequences. *Legislative Analyst Office*. [online] Available at <https://lao.ca.gov/reports/2015/finance/housing-costs/housing-costs.pdf> [Accessed January 2021].

²² Dillon, Liam, 2018. California lawmakers killed one of the biggest housing bills in the country. *Los Angeles Times*. [online] Available at <https://www.latimes.com/politics/la-pol-ca-big-housing-bill-dies-20180417-story.html> [Accessed January 2021].

²³ Zillow Research. May 2021. History Not Repeating: Why Today's Housing Market Won't Turn into 2008's. [online] Available at <https://www.zillow.com/research/sustainable-housing-demand-2021-not-2008-29424/> [Accessed January 2021].

companies allowing nonessential employees to work remotely. The national and California housing markets declined briefly but recovered and remained strong throughout 2020 and into 2021, driven by historically low mortgage interest rates, the aforementioned low housing inventory, and increased residential turnover related to changing consumer preferences following the work-from-home directives. By reducing the cost of borrowing money for a mortgage, low interest rates encourage more households to look into purchasing a home, as well as encourage home buyers to borrow larger amounts. Both of these actions increase competition for homes, driving up sale prices. This increased demand for housing is compounded by a low housing supply, which sees more buyers competing for relatively fewer homes.

As businesses make plans to reopen physical office spaces, many employers and employees are opting for a more permanent establishment of the increased flexibility of remote working, reducing the need for office and professional workers to be located near the main headquarters office of an employer.²⁴ As such, many technical and professional workers are relocating from more expensive urban and coastal cities to more affordable communities. Nationally, more than 2 million renters who could not afford to buy homes near their jobs in major metropolitan areas were able to search for housing in more outlying, affordable areas, as many jobs allow workers to be primarily remote.²⁵ The switch to remote work, in addition to the shuttering of many urban amenities during the Pandemic, such as restaurants, theaters, and museums, led many households in expensive urban areas to search for housing in the more affordable suburbs of these same regions.

At the same time, the Pandemic has deepened socioeconomic inequalities across the nation. While many people have retained their jobs, increased savings, prioritized debt repayment because of economic uncertainties, and invested in a surging stock market, millions of Americans remain unemployed and face permanent job losses and housing and food insecurity.²⁶ These trends may prompt many lower income households to leave their current place of residence in search of areas with a lower cost of living or different employment opportunities. The Pandemic has certainly elevated the need for the creation of new affordable housing opportunities, as well as assistance programs and policies, in a State already grappling with an affordable housing crisis.

²⁴ McKinsey Global Institute. February 2021. The Future of Work after COVID-19. [online] Available at <https://www.mckinsey.com/featured-insights/future-of-work/the-future-of-work-after-covid-19> [Accessed July 2021].

²⁵ Dowell, Earlene K.P. October 2021. Remote Working, Commuting Time, Life Events All Affect Home Buyers' Decisions. U.S. Census Bureau. [online] Available at <https://www.census.gov/library/stories/2021/10/zillow-and-census-bureau-data-show-pandemics-impact-on-housing-market.html> [Accessed January 2022].

²⁶ Eisen, Ben. Covid-19 Upended Americans' Finances, Just Not in the Ways We Expected. *The Wall Street Journal*. [online] Available at <https://www.wsj.com/articles/covid-upended-americans-finances-just-not-in-the-ways-we-expected-11609081200?mod=e2fb> [Accessed January 2021].

Vacaville Residential Market Trends

Over the past decade, buoyed by the success of the technology, advanced manufacturing, life sciences, and tourism industries, home prices throughout the region have increased significantly, and the Bay Area is now the most expensive metropolitan area for housing in the nation.^{27 28} In the Bay Area, the County has the most affordable home market, as shown in **Table 3-1**.²⁹ However, over the past decade, as more and more households are priced out of the most expensive parts of the Bay Area, many have sought housing in more traditionally affordable markets, such as the County.³⁰

²⁷ Bay Area Council Economic Institute. 2020. Tracking Impacts of the COVID-19 Recession on the Bay Area Economy. [online] Available at <http://www.bayareaeconomy.org/files/pdf/BayAreaEconomicProfile2020.pdf> [Accessed January 2022].

²⁸ SPUR. 2021. What It Will Really Take to Create an Affordable Bay Area. [online] Available at <https://www.spur.org/publications/spur-report/2021-04-19/what-it-will-really-take-create-affordable-bay-area> [Accessed January 2021].

²⁹ Defined as the 9-county San Francisco Bay Area, which includes San Francisco, San Mateo, Santa Clara, Sonoma, Alameda, Contra Costa, Marin, Napa, and Solano Counties.

³⁰ Please note that Vacaville and Solano County cannot solve the regions housing crisis alone. But increasing housing production will help to slow price growth locally and cannot provide an example for neighboring jurisdictions to increase housing production while maintaining quality-of-life and local character. More subsidized affordable housing is certainly needed, but market-rate housing production and subsidized affordable housing production need not compete for priority – they are both necessary and complementary and serve very important needs.

Table 3-1. Home Values by County in the San Francisco Bay Area Region (2021)

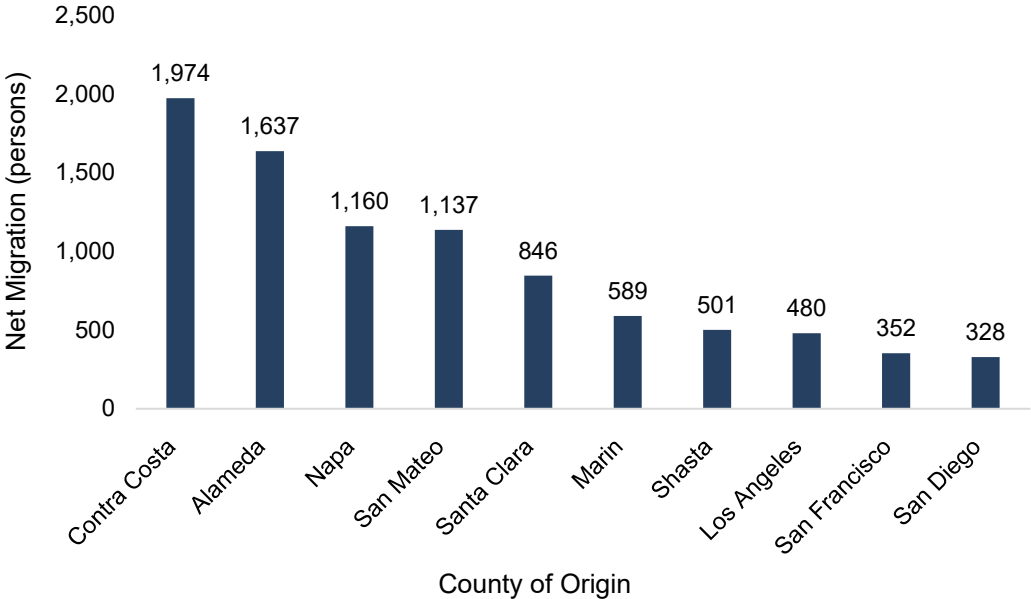
Rank	County	Zillow Home Value Index [1]
1	San Mateo County	\$1,583,656
2	San Francisco County	\$1,502,230
3	Santa Clara County	\$1,467,021
4	Marin County	\$1,441,720
5	Alameda County	\$1,121,267
6	Contra Costa County	\$906,202
7	Napa County	\$844,955
8	Sonoma County	\$755,493
9	Solano County	\$557,324

Source: Zillow; EPS.

[1] As of July 2021. The Zillow Home Value Index represents the typical value of a home or condominium, defined as the home with a value between the 33rd to 67th percentile.

As seen in **Figure 3-1**, the top 6 counties of origin for new residents in the County are other Bay Area counties with higher housing prices. This migration and demand for more attainably priced housing have increased competition for housing in the County, including Vacaville. Although post-Pandemic migration data are not yet available from the Census Bureau, the nationwide move to more affordable suburbs of expensive metropolitan areas likely intensified this trend, contributing to increased demand for housing in the County and Vacaville.

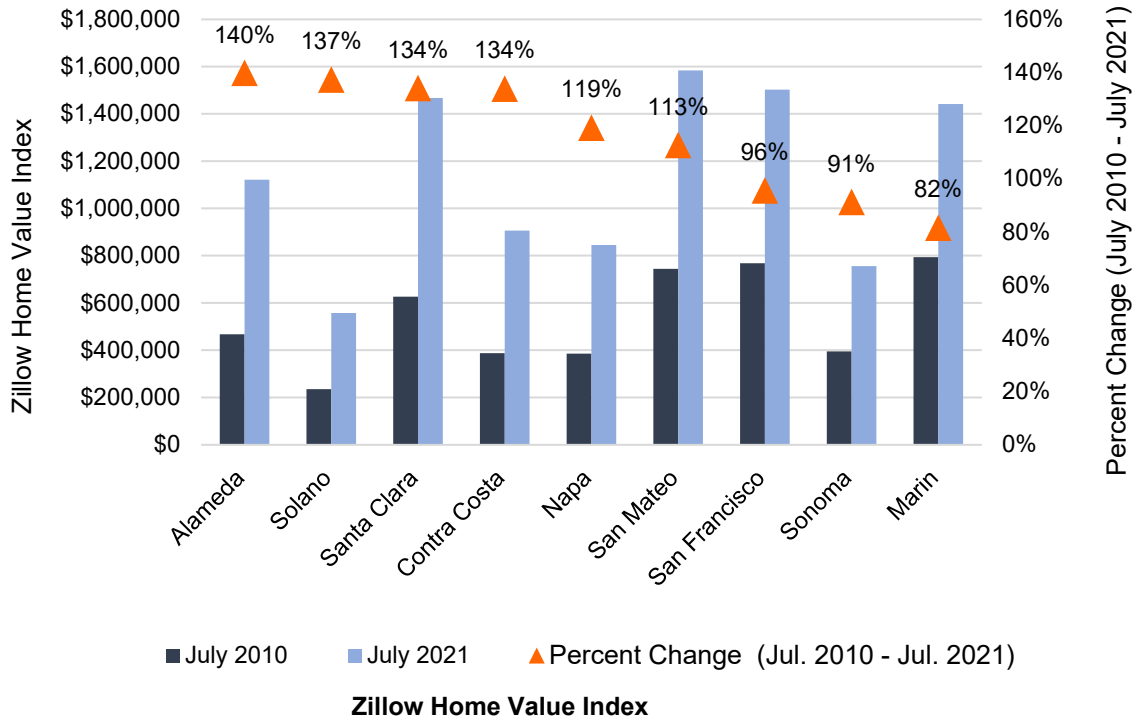
Figure 3-1. Top Origins of Domestic Migration to Solano County (2019)



Source: U.S. Census Bureau County-to-County Migration Flows from 2015-2019 American Community Survey Data; EPS.

Although the County remains the most affordable county for home buyers in the Bay Area, prices are increasing more rapidly here than almost anywhere else in the region. As seen in **Figure 3-2**, only Alameda County experienced faster home price growth over the past 11 years.

Figure 3-2. Home Value Changes by County in the San Francisco Bay Area Region (2010–2021)

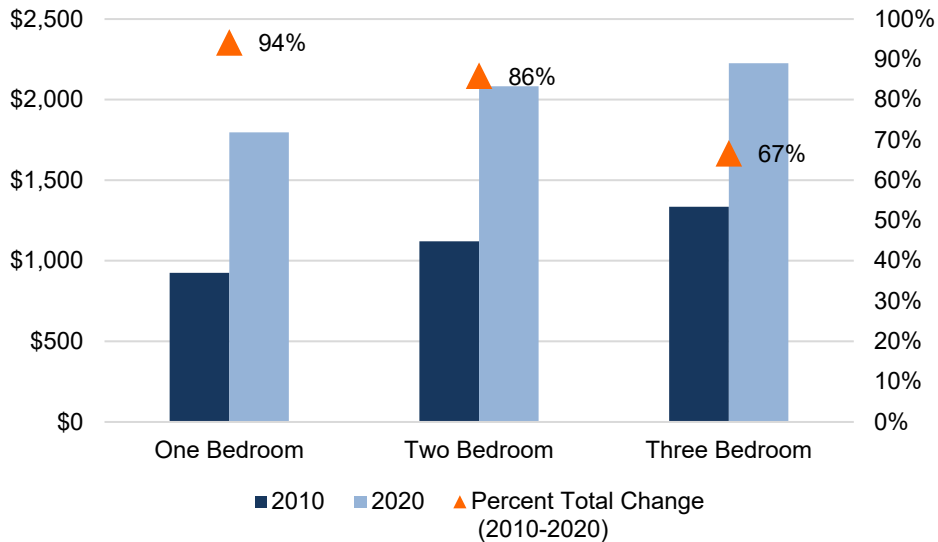


Source: Zillow; EPS.

The City experienced a nearly 23 percent increase in average median home prices from 2019 to 2021 (as of August) and a continuing decline in overall residential vacancy.

Available data on rentals reflect strong demand for rental housing in Vacaville as well. Although post-Pandemic data on rental prices in Vacaville do not yet exist, City-administered surveys from the past decade show that the median rent for 1-bedroom apartments in the City nearly doubled between 2010 and 2020, as shown in **Figure 3-3**.

Figure 3-3. Median Rent By Unit Size: City of Vacaville (2010 and 2020)



Source: City of Vacaville Market Rate Apartment Vacancy and Rent Survey (2020); EPS.

In addition to drawing in residents seeking more affordable housing relative to the rest of the Bay Area, Vacaville’s continuing economic development also attracts a significant amount of workers in pharmaceutical manufacturing, retail, and construction industries, as described in **Chapter 2**.

As previously discussed, the Pandemic created significant economic disruption. In general, knowledge sectors such as biotechnology suffered relatively little disruption. As a whole, the retail sector declined, but the local impact varies greatly by geography. In major metropolitan centers with retail largely catered to incoming office employees, the disruption to retail was much greater than in suburban areas dominated by housing. In some locales, the work-from-home orders may have increased the strength of the local retail sector, as workers who had previously commuted were spending more time and money closer to home. Comprehensive data on post-Pandemic retail performance in Vacaville is not available, and it is uncertain whether a decline in retail, precipitating a decline in retail wages and thus housing demand, has occurred.

Residential Market Conditions

The following section examines the characteristics and trends of residential uses in the City to establish the context for evaluating future residential development needs.

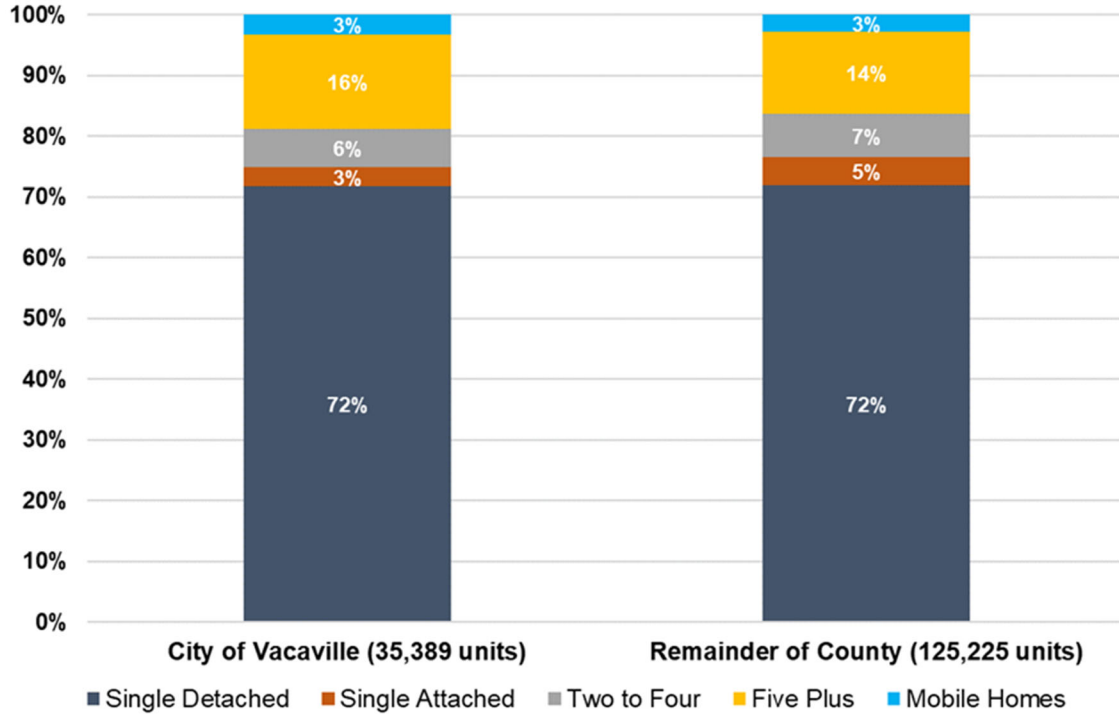
Existing Housing Inventory/Housing Units

The City's current housing supply comprises almost 35,400 units, representing about 20 percent of all housing units in the County. Between 2010 and 2020, the City added a total of 2,575 units, or approximately 250 units per year, on average, representing an 8 percent increase in housing supply (see **Appendix B Table B-1**). Among other jurisdictions in the County, only Fairfield and Rio Vista had greater housing unit growth rates, and Vacaville's housing unit growth accounted for nearly a third of the total growth in the County (see **Appendix B Table B-2**). In Vacaville, the growth in housing stock came almost exclusively in 2 types: single-family detached and buildings with 5 or more units. Recent development projects in Vacaville have added more than 400 multifamily housing units in the Allison Priority Development Area around the Vacaville Transportation Center at Travis Way and Allison Drive.³¹

The vast majority (about 72 percent) of housing units in Vacaville are single-family detached units, as seen in **Figure 3-4**, with the average size of new single-family homes being approximately 2,300 square feet. The proportion of housing units in Vacaville that are single-family detached units is consistent with the proportion countywide but is much higher than the State, where 58 percent of all housing units are single-family detached units. A significant and growing proportion of units in the City are in multifamily buildings with 5 or more units, as shown in **Appendix B Table B-3**. Less common housing types include attached single-family units and small, 2- to 4-unit, multifamily buildings, which when combined make up less than 10 percent of the City's housing stock.

³¹ City of Vacaville Community Development Department.

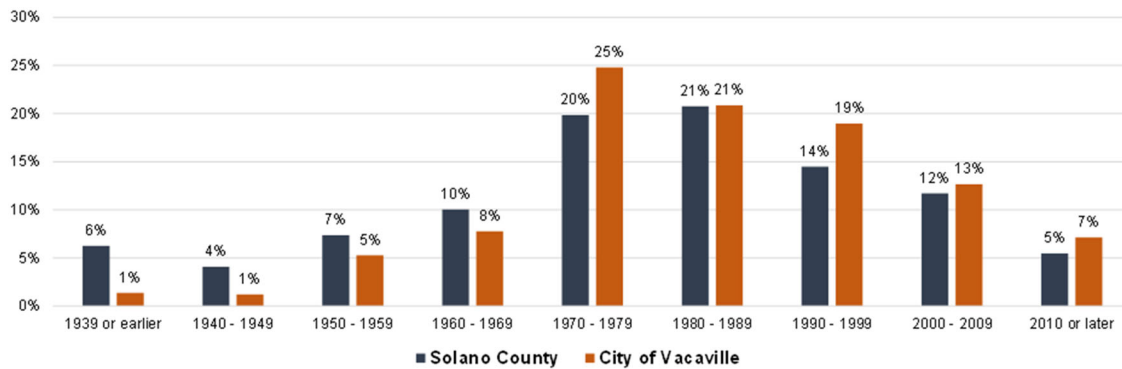
Figure 3-4. Housing Units by Number of Units in Structure: City of Vacaville and Remainder of Solano County (2020)



Source: California Department of Finance Table E-5; EPS.

A quarter of Vacaville’s housing was built between 1970 and 1979, and another 40 percent was built between 1980 and 1999, as shown in **Figure 3-5**. Overall housing production has declined every decade since 1970.

Figure 3-5. Housing Units Years Constructed: City of Vacaville and Solano County (2019)



Source: American Community Survey Table DP04; EPS.

There are distinct differences in the type of housing that is occupied by renters versus owner-occupied housing. As seen in **Appendix B Table B-4**, renters are much more likely to live in older housing units. While approximately 37 percent of owner-occupied housing units were constructed after 1990, just 30 percent of renter households live in housing constructed after this year. In addition, owner-occupied houses are much larger than renter-occupied houses. Nearly 90 percent of owner-occupied housing units have 3 or more bedrooms, compared to just 41 percent of renter-occupied housing units (see **Appendix B Table B-5**).

Vacancy Rates

Residential vacancy rates in both the City and the County have declined significantly since 2010, as shown in **Table 3-2**. Vacaville's vacancy rate has consistently been lower than the County's vacancy rate, suggesting a higher demand for housing relative to supply in the City. The City's current overall vacancy rate of 4.2 percent is slightly below the 5.0 percent threshold that many housing experts believe to be an ideal vacancy rate.³² Higher vacancy rates provide prospective buyers and renters with more options when searching for homes, helping to stabilize prices. Below this 5.0 percent rate, those looking for housing have fewer options, allowing landlords or sellers to charge higher prices. Research has consistently found that a vacancy rate below this 5.0 percent threshold leads to increasing rents and sales prices.

³² Phillips, Shane. 2020. Does the Los Angeles Region Have Too Many Vacant Homes? UCLA Lewis Center for Regional Policy Studies Working Paper Series. <https://escholarship.org/uc/item/87r4543q> [Accessed October 2021].

**Table 3-2. Overall Vacancy Rate:
City of Vacaville and Solano County (2010-2021)**

Item	Total Vacancy Rate	
	City of Vacaville	Solano County
Year		
2010	5.2%	7.2%
2011	5.2%	7.0%
2012	5.1%	6.8%
2013	4.8%	6.4%
2014	4.7%	6.3%
2015	4.7%	6.2%
2016	4.6%	5.9%
2017	4.5%	5.8%
2018	4.4%	5.4%
2019	4.3%	5.3%
2020	4.2%	5.3%
2021	4.2%	5.3%

Source: California Department of Finance; EPS.

Within the rental market, which represents approximately 38 percent of Vacaville’s housing units, or about 12,400 housing units, vacancy rates in Vacaville are even lower.³³ Based on a City-administered survey of for-rent apartment units, the overall vacancy rate in the City has only exceeded 3 percent once in the last decade, in 2010, as shown in **Table 3-3**. The most recent year for which data are available, 2021, showed that Vacaville’s overall for-rent apartment vacancy rate was just 1.9 percent. For households with special needs, such as low-income and senior households, finding an available apartment is especially difficult. Since 2016, the vacancy rates for senior-only and income-restricted apartments have never risen above 0.7 percent. As shown in **Appendix B Table B-6**, the City’s rental apartment survey typically returns responses from approximately 5,500 units. However, data from the Census show that, of the approximately 12,400 rental units, nearly 6,000 are in non-apartment buildings, such as single-family homes, duplexes, or mobile homes.³⁴ Detailed vacancy rates for these types of rental units are not available, although they comprise a significant portion of the City’s rental supply.

³³ See **Appendix A Table A-7**.

³⁴ See **Appendix A Table A-8**.

Table 3-3. Rental Apartment Vacancy Rates: City of Vacaville (2010–2021)

Item	Vacancy Rates by Apartment Type			Overall Vacancy Rate
	Market-Rate	Below Market-Rate [1]	Senior-Only [1]	
Year [2]				
2010	3.5%	-	1.2%	3.3%
2011	1.7%	-	0.9%	1.6%
2012	-	-	-	-
2013	-	-	-	-
2014	2.3%	-	0.0%	2.1%
2015	1.2%	0.8%	0.0%	1.0%
2016	1.4%	1.7%	0.0%	1.3%
2017	1.7%	0.7%	0.2%	1.4%
2018	2.9%	0.5%	0.2%	2.2%
2019	2.7%	0.6%	0.4%	2.2%
2020	2.2%	0.4%	0.0%	1.7%
2021	1.9%	0.4%	0.9%	1.8%

Source: City of Vacaville Market Rate Apartment Vacancy and Rent Survey (2021), EPS.

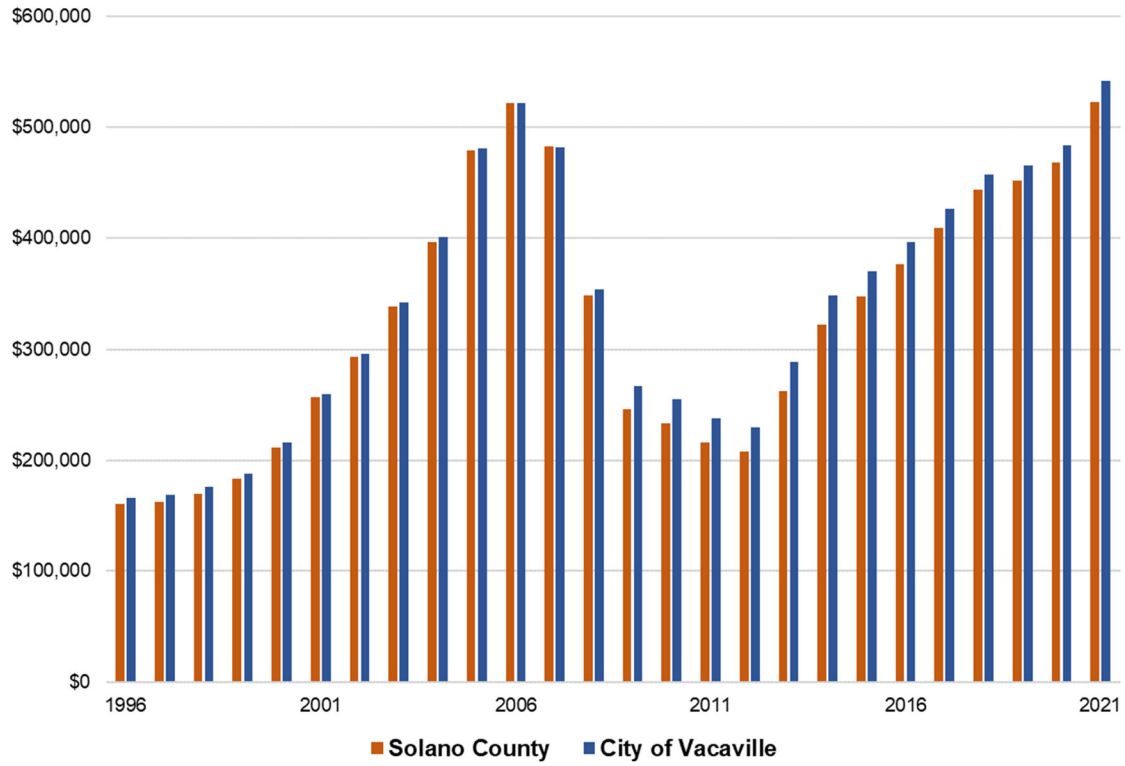
[1] Survey does not include 359 age-restricted below market-rate apartment units.

[2] No data was collected by the City for any apartment type in 2012-2013, and below market-rate units were not surveyed between 2010 and 2014.

Home Value and Sales Price

The Zillow Home Value Index (ZHVI) provides the value for a “typical” home in Vacaville and the County between 1996 and 2021 (see **Figure 3-6**). Home values in both jurisdictions rose rapidly starting in 2000, reaching a peak in 2006, before falling steeply as a result of the recession, and reaching a low point in 2012. Home values in the City did not decline as steeply as in the County during this period and are still valued higher than in the County today. In addition, 2021 is the first year that home values in Vacaville and the County have equaled or exceeded the inflation-adjusted pre-recession peak of 2006.

Figure 3-6. Zillow Single-Family Home Index: City of Vacaville and Solano County (1996–2021)



Source: Source: American Community Survey Table B25056; EPS.

Home sales activity in the City reflects Zillow’s report of home value trends. The median sales price increased from \$335,400 in 2014 to \$562,900 in 2021 (through August 2021), an increase of 68 percent. This is not simply reflective of differences in home size or quality, as shown by the median price per square foot, which has increased 66 percent over the same time frame. As shown in **Table 3-4**, the market has tightened significantly in the last 2 years, with the average inventory dropping from 202 available units to 135 available units and a decline in the average number of days on the market from 35 days to 26 days, since 2019. As a result of the tightening market, Vacaville has had on average only 1.1 months of supply in 2021, down from 1.9 months in 2019.³⁵

Table 3-4. Residential For-Sale Market: City of Vacaville (2014–2021)

Item	Homes Sold	% Change from Previous Year	Average of the Monthly Median Sale Price	% Change from Previous Year	Median Price per Square Foot	Inventory	Days on Market	Months of Supply
Year								
2014	1,211	-	\$335,348	-	\$199	183	20	1.8
2015	1,461	20.6%	\$359,542	7.2%	\$213	256	33	2.2
2016	1,514	3.6%	\$398,000	10.7%	\$226	221	36	1.8
2017	1,447	(4.4%)	\$413,625	3.9%	\$243	192	34	1.6
2018	1,295	(10.5%)	\$446,313	7.9%	\$263	203	29	2.0
2019	1,363	5.3%	\$458,500	2.7%	\$269	203	35	1.9
2020	1,504	10.3%	\$494,917	7.9%	\$285	150	24	1.3
2021	1,591	5.8%	\$570,458	15.3%	\$332	149	28	1.1
Average/Total Change [1]	1,423	-	\$235,110	70.1%	\$134	194	30	1.7

Source: RedFin; EPS.

[1] In this row, averages are in bold italics, and total change is in bold font.

³⁵ Months of supply measures how many months it would take the current inventory of homes to sell, given the current pace of home sales. According to Redfin, 4 to 5 months of supply is average, with lower numbers indicating a surplus of buyers relative to sellers.

Residential Rental Rates

Consistent and reliable data on rental prices for all housing types are limited. Unlike home sales prices, leases are not public record, and no central repository exists to collect and verify rental rates by jurisdiction. However, available data from the American Community Survey demonstrate that rents have risen significantly since 2010. As shown in **Appendix B Table B-7**, the proportion of renters paying \$2,000 per month or more quadrupled between 2010 and 2019. In 2010, nearly 60 percent of all renters paid less than \$1,249 per month, whereas, in 2019, only 35 percent of renters paid that amount.

Data from CoStar confirm this trend, as shown in **Appendix B Table B-8**.³⁶ Data from CoStar for 2021 reflect that the average asking rent increased by more than 50 percent since 2010, with average annual growth rates of approximately 4.2 percent per year. As of 2020, the latest full year for which data are available, the average asking rent in Vacaville was \$1,820 per month.

In addition to survey data from CoStar and the American Community Survey, the City also conducted a survey of for-rent apartment buildings from 2010 to 2020. As shown previously in **Figure 3-3**, the City's survey finds rent increases even more dramatic than those reported by CoStar. Between 2010 and 2020, the City's survey found that median market-rate rent for a 1-bedroom apartment nearly doubled, and all types of apartments saw rent increases above the 50 percent reported by CoStar.

Housing Costs and Income in Vacaville

The income needed to afford the typical home in Vacaville, which costs \$570,500, is approximately \$154,000 per year.³⁷ This household income figure is more than 150 percent of the 2021 estimated median household income in the City, which is approximately \$99,700 per year, meaning that fewer than half of the City's households could afford the typical house in Vacaville.³⁸ However, the average rental unit in Vacaville is more attainable for the typical Vacaville household. The current average asking rent of around \$1,820 would require an annual income of \$72,840, which would allow the renter to pay exactly one-third of their income in rent. The income needed for an average rental unit in Vacaville is approximately 72 percent of the City's median income.

³⁶ CoStar is a third-party source for real estate information and analytics. The CoStar data reflect multifamily rentals and do not include information on single-family attached or detached units.

³⁷ Housing Payment Assumptions: 5 percent down payment; 30-year fixed mortgage at 4.0 percent; property tax and insurance at 1.25 percent; private mortgage insurance (PMI) at 1.5 percent; and maximum 30 percent of income spent on principal, interest, taxes, and insurance.

³⁸ The 2021 median household income is estimated based on Vacaville's 2019 median household income of \$91,302, per the 2019 American Community Survey Data, projected to 2021. The 2021 projection is based on the increase between the California Department of Housing and Community Development's (HCD) area median income for the County for 2019 (escalated to 2021 dollars using mid-year 2019 to mid-year 2021 CPI) and 2021 of 9.2 percent.

4. Housing Gaps and Barriers

The following section examines gaps and issues in the City’s housing market as identified through research of third-party resources, a thorough review of the City’s land use regulations, and discussions with project stakeholders including residents, property owners, development communities, the City Community Development Department (CDD) and Economic Development Department, and City councilmembers. The outcome of this research will be used to help establish residential housing needs and solutions to impediments to meeting current and projected future housing needs.

Identified Housing Gaps

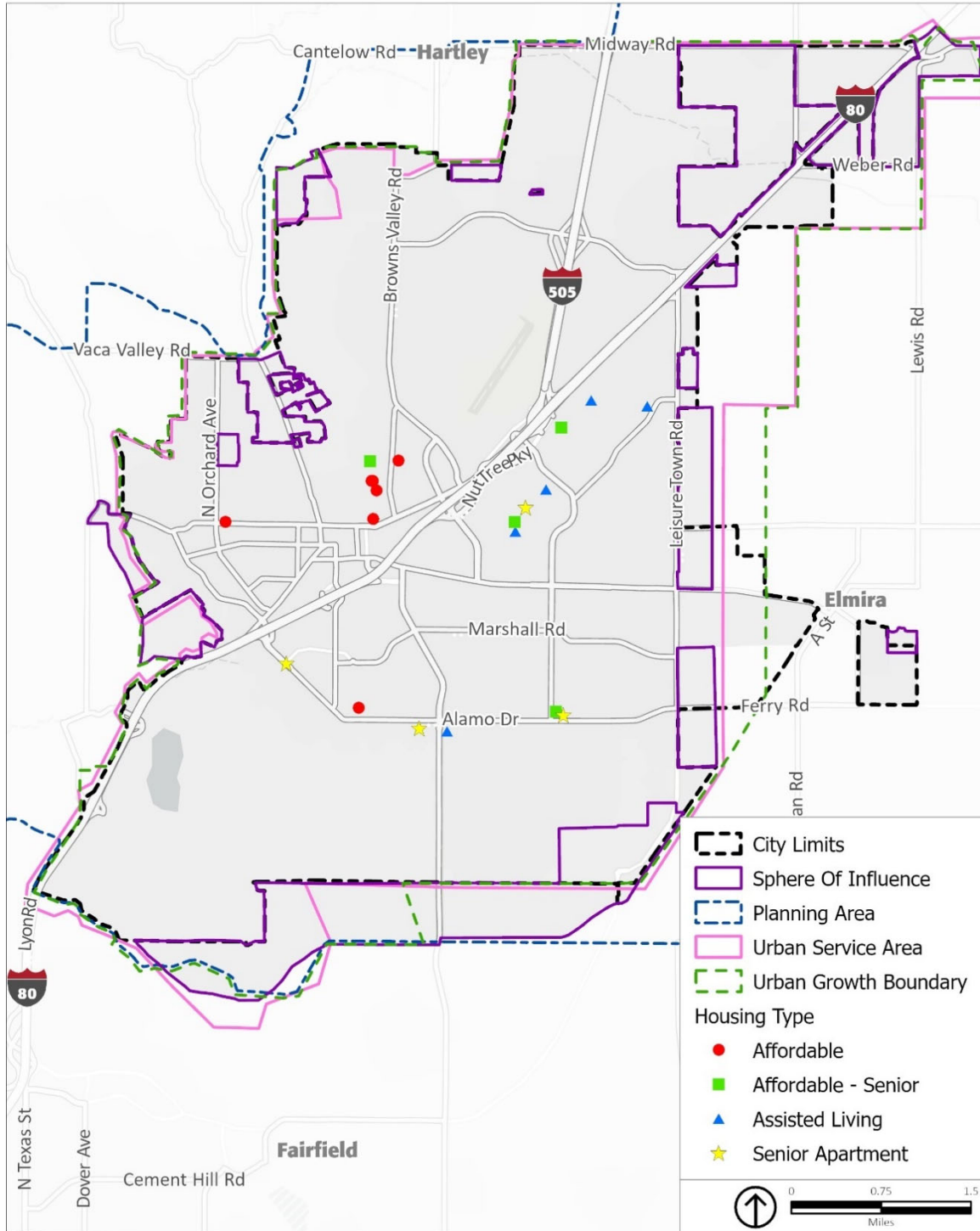
Affordable Housing

An ongoing issue in the State and the City is the lack of affordable housing, as discussed in **Chapter 3**. Providing affordable housing, whether subsidized by the government or affordable by design (e.g., housing that is affordable based on physical design, tenancy, or financing elements , as discussed later in the “missing middle” section of this chapter), is a necessity now with more than half of renters and a quarter of homeowners defined as housing cost-burdened (refer to **Chapter 2** for more detail).³⁹ In addition, the City should consider the needs of other populations, including homeless or near homeless and persons with disabilities, by increasing access to permanent supportive, transitional, rapid re-housing, Safe Haven, and emergency shelters.⁴⁰ Stakeholders expressed the need for housing that is affordable for myriad underserved populations, including students, teachers, young families, low-income families, individuals, seniors, and people with disabilities. Concern was expressed from both members of the community and the City Council that existing affordable housing is clustered geographically in the City as shown in **Map 4-1** and that future affordable projects should be more equitably dispersed.

³⁹ The US Department of Housing and Urban Development defines a household spending more than 30 percent of their income on housing as “cost burdened.”

⁴⁰ HCD defines permanent supportive housing as “housing with no limit on length of stay, that is occupied by the target population, and that is linked to onsite or offsite service that assists the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community,” transitional housing as, “buildings configured as rental housing developments, but operated under program requirements that require the termination of assistance and recirculating of the assisted unit to another eligible program recipient at a predetermined future point in time that shall be no less than six months from the beginning of the assistance Rapid re-housing,” Safe Haven as, “a form of supportive housing that serves hard-to-reach homeless persons with severe mental illness who come primarily from the streets and have been unable or unwilling to participate in housing or supportive services,” and emergency shelters as, “housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person.”

Map 4-1. Existing Affordable, Senior, and Assisted Living Housing Locations: City of Vacaville (September 2021)



Source: City of Vacaville, ESRI, PlaceWorks 2022

A prominent topic related to affordable housing in California is allowing the construction of Accessory Dwelling Units or Junior Accessory Dwelling Units (ADUs/JADUs) for properties zoned for single-family units.⁴¹ Representatives from CDD indicated the City currently contains a nominal number of ADUs, adding that the development of ADUs is driven by market forces typically built by single-family homeowners, not the development community, and that residents may not be aware of this option. The City has an opportunity to educate the community on this housing type and how to navigate the development process.

The other housing types discussed below were seen as gaps in the City and can help provide affordability in the City by increasing the supply and providing a diversity of types.

Missing Middle Housing

The topic of missing middle housing has become prominent in recent discussions regarding California's housing crisis. Missing middle housing is a term used to describe, "a range of house-scale buildings with multiple units—compatible in scale and form with detached single-family homes—located in a walkable neighborhood."⁴² Missing middle housing types include duplexes, fourplexes, cottage courts, and courtyard buildings, which help provide diverse housing options for the community (see **Figure 4-1** for examples).

Missing middle can also be used to describe housing that is affordable by design. Affordable by design residential units can include the following:

- **Physical design of units.** Units that have a smaller square footage or lot size, or attached units such as condominiums, townhomes, and apartments.
- **Tenancy.** Housing setups such as cohousing or single room occupancy (SROs) where common areas are typically shared.
- **Financing elements.** This includes alternative financing structures housing cooperatives where each tenant owns a share of the housing, but not their unit outright and rent-to-own units, where tenants typically pay rent for a certain amount of time with the option to purchase the home before the lease expires, in some cases part of the rent is applied toward the purchase price.

Stakeholders stated that the City's housing inventory lacks the missing middle housing types, a statement corroborated with the composition of existing housing types in the City (see **Table B-1** in **Appendix B**), which shows that single attached units and buildings with 2 to 4 units represent less than 10 percent of the City's housing supply.

⁴¹ As of 2021, the State passed SB9, a law allowing the development of up to 4 dwelling units on most parcels currently zoned for single units.

⁴² Parolek, D. 2010. What is Missing Middle Housing? Obtained from <https://missingmiddlehousing.com/> [January 2022].

Figure 4-1. Examples of Missing Middle Housing Types



Source: missingmiddlehousing.com.

As discussed in **Chapter 2**, the City’s housing supply is primarily composed of single-family detached housing (about 72 percent). Similar to statewide trends, though the City lacks missing middle housing types, more of all types of housing, even single-family detached units, was expressed by all stakeholder groups.

Mixed Use

Mixed use development blends two or more compatible land use types and can encompass a mix of uses both vertically (i.e., in the same building) or horizontally (i.e., on the same parcel or in the same district). Residential, retail, office, and sometimes light industrial, cultural, and public uses are constructed together to create built environments where residents can live, work, and play. This type of land use is generally found in downtown or main street-type areas. Mixed use development can help increase the housing supply by providing more units at higher densities, as well as meet City and State goals of reducing vehicle miles driven and greenhouse gas emissions, while increasing walkable access to neighborhood retail outlets, services, and alternative modes of transportation.

A mixed-use trade area is a housing gap identified by the community and development stakeholders, expressing that for the mixed use to work, it needs to locate in clustered nodes with higher density buildings. Some developers expressed that consumers do not find attached housing appealing unless it is adjacent to amenities in denser urban areas.

Allowing mixed land uses provides an opportunity for the City to respond to demand for walkable, vibrant communities with transit linkages, proximity to jobs, retail, and entertainment, and access to nearby public services and spaces.

Senior Housing

As discussed in **Chapter 2**, the City's population is aging consistent with broader State and national trends. Detailed population studies show that the aging trend is occurring in suburban jurisdictions throughout the nation, driven by the large cohort of the "Baby Boomer" generation, who were born between 1946 and 1964 and are between 57 and 75 years old.⁴³ A nationwide survey found that 75 percent of people aged 50 and older want to age in place, remaining in their current homes and communities, a trend that is likely to increase in Vacaville.⁴⁴ Many different factors come into play regarding implementing different types of housing for the aging population, for example, assisted living facilities with access to different levels of care and assistance are needed, and affordability, such as a "house rich" single person living in a large house because of life cycles that cannot afford to downsize and remain in the same neighborhood because of current housing costs, which may benefit from intergenerational housing, income-producing ADU/JADU, or shared housing programs. See **Map 4-1** for existing senior and assisted living housing locations.

Transitional and Supportive Housing

Within the online survey, 36 percent of respondents identified supportive housing or transitional housing as a housing gap. California Health and Safety Code Section 50675.2 defines transitional housing as rental housing for stays of at least six months but where the units are recirculated to another program recipient after a set period. It may be designated for a homeless individual or family transitioning to permanent housing. This housing can take many structural forms, such as group housing and multi-family units and may include supportive services to allow individuals to gain necessary life skills in support of independent living.

Supportive housing is permanent rental housing linked to a range of support services designed to enable residents to maintain stable housing and lead fuller lives. Typically, supportive housing is targeted to a certain population, as defined in Health and Safety Code Section 53260—i.e., low-income persons with mental disabilities, AIDS, substance abuse or chronic health conditions, or persons whose disabilities originated before the age of 18. The types of support services that can be provided include medical and mental health care, vocational and employment services, substance abuse treatment, child care, and independent living skills training. Supportive housing could include furnished single-

⁴³ Bergal, Jenni. 2016. Can Car-Centric Suburbs Adjust to Aging Baby Boomers? Stateline. <https://www.pewtrusts.org/en/research-and-analysis/blogs/stateline/2016/06/20/can-car-centric-suburbs-adjust-to-aging-baby-boomers> [Accessed October 2021].

⁴⁴ Harrell, Rodney; Lynott, Jana; Guzman, Shanon; and Lampkin, Cheryl. 2014. What Is Livable? Community Preferences of Older Adults. https://www.aarp.org/content/dam/aarp/research/public_policy_institute/liv_com/2014/what-is-livable-report-AARP-ppi-liv-com.pdf [Accessed October 2021].

room occupancy apartments; a multifamily development where tenants with disabilities live alongside other families with low incomes; a small, more service-intensive building; or scattered-site apartments.

Executive Housing

A housing gap identified by the City Economic Development Department is a lack of executive-style housing needed to attract executive workers at both existing and future companies located in the City. Typically, executive housing is characterized by large custom-built homes with at least 4 bedrooms, high-quality finishes and architectural detail, and situated on large lots offering privacy and, often, a premium location and/or view.

To that end, the City has identified several project areas that could accommodate approximately 230 custom home lots on an estimated 370 acres. These project areas include:

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

Barriers to Development

Various internal and external barriers can impede the development of different housing types. The internal and external barriers discussed below were elicited through the community and developer outreach events, recent news articles, as well as a thorough examination of the City's regulation policies.

Internal barriers included land use regulations limiting development and financial feasibility related to providing requisite infrastructure. Additional internal barriers can include City politics. For instance, community members expressed their feeling that the City does not want to develop missing middle typologies or high density, but rather that single-family detached typology is preferred.

Another key concern in California, including areas in the City, is the location of new housing developments to protect and prevent damage from wildfires. For example, a member of the City Council expressed unease about the 59 single-family-unit Montessa housing project, which was approved in August 2016 and later modified in October 2017,

because it is located in an area that has historically burned or almost burned every year.⁴⁶

One noted external barrier affecting the City includes developers having trouble finding adequate funding to leverage their residential projects. Many of the nuances of these barriers are discussed in more detail below.

Local Land Use Requirements

General Plan

The City's 2035 General Plan, adopted on August 11, 2015, contains 11 land use designations that support residential development. The land use designations range from very low-density, which generally includes single-family homes on large lots, to high-density, which typically includes multifamily or mixed use development.

To encourage housing production, several participants in the developers meeting expressed support for increased densities that exceed densities currently permitted in the General Plan. Increasing densities in more urbanized residential areas of Vacaville may help facilitate housing development. The density permitted in the City's General Plan for each land use designation is listed below. The California Department of Housing and Community Development (HCD) recently identified the default density for development suitable for lower income households in Vacaville to be a minimum of 30 units per acre. Therefore, the City's Housing Element will likely need to include a Housing Program to increase the minimum density to 30 units per acre for Residential High Density.

As mentioned above, the City's Housing Element will need to include a program to increase the minimum density in the Residential High Density to 30 units per acre. In addition to this increase, the City should consider increasing the densities permitted in the Residential Medium, Residential Medium High, and Mixed Use land use designations. HCD's default density could also affect the Manufactured Home Park land use designation and existing manufactured housing parks.

Urban Reserve

The City's 2035 General Plan includes an Urban Reserve designation that is applied to relatively large, contiguous, and undeveloped geographic areas where comprehensive planning must occur before urbanization. The purpose of assigning the Urban Reserve designation, rather than specific land use designations, is to demonstrate that the City eventually expects urban development in these areas, while also allowing flexibility in planning for these uses in the future. This designation applies to the East of Leisure Town Road Growth Area and a small area within the Northeast Growth Area, as shown in the City's General Plan Land Use Map. These lands are not currently within the City limits.

⁴⁶ Hiland, Susan, 2021. Vaca council gives go ahead to Montessa housing project. Daily Republic. <https://www.dailyrepublic.com/all-dr-news/solano-news/vacaville/vaca-council-gives-go-ahead-to-montessa-housing-project/> [Accessed September 2021].

Table 4-1. Land Use Densities

Land Use Designation	Currently Permitted Density
Hillside Agriculture	up to 0.05 residential units per acre
Rural Residential	0.1 to 0.4 residential units per acre
Residential Estate	0.5 to 3.0 units per acre
Residential Low Density	3.1 to 5.0 units per acre
Residential Low Medium Density	5.1 to 8.0 units per acre
Residential Medium Density	8.1 to 14.0 units per acre
Residential Medium High Density	14.1 to 20.0 units per acre
Residential High Density	20.1 to 24.0 units per acre [1]
Residential Golf Course	1.0 to 2.0 units per acre
Manufactured Home Park	6.0 to 10.0 mobile home units per acre
Mixed Use	10.0 to 40.0 units per acre and a maximum floor area ratio of 1.0

[1] The City’s Housing Element will need to include a program to increase the minimum density in Residential High Density to 30 units per acre to meet the California Department of Housing and Community Development’s default affordable density for the city.

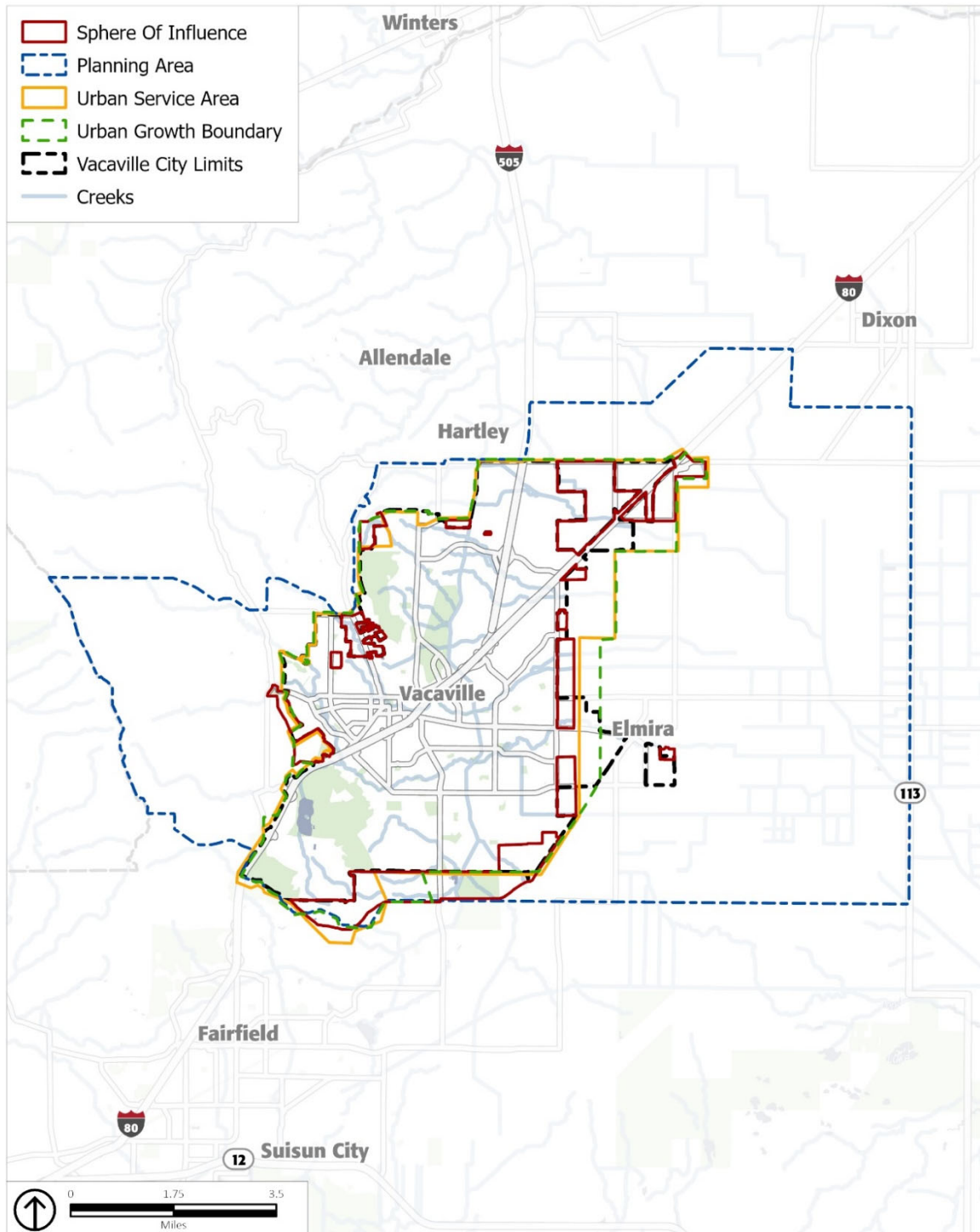
Since the Urban Reserve areas are mainly undeveloped, these areas provide an opportunity for neighborhood-level master planning. The project team recommends planning for the development of these areas with a mix of housing types that range from single-family dwellings to missing middle housing types, including fourplexes, multiplexes, and mixed use. During the workshops, community members expressed a desire for intergenerational neighborhoods that provide varying housing types at different income levels and also include neighborhood-serving uses; Urban Reserve areas could be appropriate for such intergenerational developments. It will also be important to consider open space and recreational opportunities in these areas as their planning progress.

General Plan Boundaries

There are several boundaries indicated in the General Plan that identify existing limitations and future growth and development opportunities. While these boundaries limit the amount of land available for housing production (e.g., Urban Grown Boundary), they are implemented to control outward expansion of development, encourage increased densities in the City’s urbanized area, and protect agricultural lands or open space around

the perimeter of the City. These boundaries are described further below and shown on **Map 4-2**.

Map 4-2. General Plan Boundaries



Source: City of Vacaville, PlaceWorks, November 2021.

To spur residential development within the established boundaries, the City could increase densities to encourage housing production in the urban area of the City, adopt flexible standards or incentives that promote infill development (i.e., reduced parking requirements, lower development fees, or streamlined permitting), and consider coordination with the County to change the boundaries in a way that would increase the amount of land available for housing production.

However, the EPS Team does not feel that there is a strong need to expand development areas beyond those currently shown in the General Plan, because adequate housing capacity can be created by increasing densities and taking other steps outlined in this report:

- **City Limits.** The Vacaville city limits encompass territory that the City serves and regulates. The use of land within the city limits is controlled by the City through its General Plan, Zoning Code, land subdivision process, and other related regulations. Within the city limits, the City can choose to rezone land that would allow residential development.
- **Sphere of Influence.** The Sphere of Influence identifies land beyond the city limits that has the potential for annexation in the future, and for which urban services could be provided. Under State law, the Sphere of Influence is established by the County Local Agency Formation Commission with input from the City.
- **Urban Service Area.** Vacaville's Urban Service Area defines areas where the City and Solano Irrigation District (SID) have committed to providing public services that would accommodate and support new development. This boundary guides where new housing development could occur on the edges of the City. Both the City and SID have committed to not support urban development outside of the boundary, which is considered to be SID's agricultural service area.
- **Urban Growth Boundary.** The Urban Growth Boundary (UGB) establishes the area that is suitable for urban development for a 20-year period that will expire on March 1, 2028. Beyond this boundary, only agriculture or open space uses are typically permitted. The UGB was adopted by the City Council as a result of a voter signature process. During the developers meeting, one developer recommended expanding the UGB to the east because there is potential for housing development in this area. The location of the UGB and the City's UGB policies can only be amended by the voters of Vacaville or by the City Council subject to specific findings.
- **Planning Area.** The Planning Area is the area beyond the other boundaries that may have an impact on the future of the City, as identified by the City. This boundary does not give the City any regulatory power, but it signals to the County and other nearby local and regional authorities that Vacaville recognizes that development within this area may have an impact on the City. State law refers to the Planning Area as "any land outside [the City] boundaries which in the [City's] judgment bears relation to its planning."

General Plan Policies

The City's current General Plan includes policies and actions that are based on a 2035 horizon year. The Land Use Element of the General Plan has policies that encourage the development of a variety of housing types. Some policies limit development in certain areas of the city, such as Policy LU-P17.1, which limits residential development within the East of Leisure Town Road growth area to 2,175 dwelling units, and Policy LU-P3.1, which requires an environmental review when approved development within the city reaches 7,340 residential units. The General Plan, and the General Plan Environmental Impact Report, acknowledge that the City has more land located within its Sphere of Influence than needed to accommodate the development growth rates through 2035. When the General Plan is updated again, the policies that limit the number of residential units will be reanalyzed.

There is one policy in the Land Use Element of the General Plan the project team believes could be changed and reevaluated, either immediately or during the next General Plan Update, to help increase housing production in Vacaville. General Plan Policy LU-P11.4 encourages a minimum separation of 200 feet between residential areas and business parks, industrial parks, and technology parks. The City could consider revising Policy LU-P11.4 to lower the buffer requirement between residential and industrial uses from 200 feet to 50 feet. The Zoning Code could then be amended to include provisions that require an industrial buffer yard between residential and industrial uses. Typical minimum widths of industrial buffer yards are 25 feet within a 50-foot minimum setback area.

Specific Plans

Vacaville's specific plans regulate development in certain areas of the City. There are five specific plans, all of which allow residential development at varying densities. The City is also processing an application for a new specific plan, called the Green Tree Specific Plan, which encompasses an area in the Green Tree Park Policy Plan and would allow residential uses.

As part of the five existing specific plans in Vacaville, the City has adopted the Downtown Specific Plan (DTSP), which focuses on encouraging the development of smaller, high-quality residential projects that can serve as catalysts for furthering economic development Downtown. The DTSP includes development incentives for higher density housing and mixed use development. These incentives include reduced setback and parking requirements, increased permitted densities, and building heights. Qualifying projects consistent with required findings in the DTSP are exempt from the California Environmental Quality Act (CEQA), not subject to public hearings, and are ministerially approved. More information on the incentives and approval process of qualifying projects can be found in Chapters 9.4 and 9.6 of the Downtown Specific Plan.⁴⁷

⁴⁷ City of Vacaville. 2022. Downtown Specific Plan, City of Vacaville. <https://www.ci.vacaville.ca.us/home/showpublisheddocument/19459/637877026433689652> [Accessed May 2022].

Zoning Code

The City regulates the type, location, density, and scale of residential development primarily through the Zoning Code.⁴⁸ The City’s zoning regulations are designed to protect and promote the health, safety, and general welfare of residents, as well as implement the policies of the City’s General Plan. The City recently updated its Zoning Code to create a more user-friendly and flexible land use code that is easier to read.⁴⁹ The analysis below reflects the requirements of the newly adopted Zoning Code.

Zoning Districts and Density

The City has 15 zoning districts (outside of the Downtown Specific Plan Area) that permit or conditionally allow residential development at varying density levels, and each zoning district has development standards designed to preserve the character and integrity of existing neighborhoods (see **Table 4-2**). As mentioned above, the City’s Housing Element will need to include a program to increase the minimum density in the Residential High Density zone to 30 units per acre. In addition to this increase, the City should consider zoning additional lands for higher density residential development and increasing the densities permitted in the Residential Medium, Residential Medium High, and Mixed Use zoning designation. HCD’s default density could also affect the Manufactured Home Park land use designation and existing manufactured housing parks.

Table 4-2. Residential Zoning Districts

Zoning Code	Allowed Uses
Agriculture (AG)	Allows single family dwellings and accessory uses to a principle agricultural use on a minimum 20-acre site.
Agriculture Hillside (AH)	Allows one dwelling unit per 20 acres and other accessory uses associated with agriculture.
Rural Residential (RR)	Allows single family homes between 0.1 and 0.4 dwelling units per acre.
Residential Estate (RE)	Allows low density residential development between 0.5 and 3.0 dwelling units per acre.
Residential Low Density (RL)	Allows low density residential development between 3.1 to 5.0 dwelling units per acre

⁴⁸ City of Vacaville Land Use and Development Code, June 2021. Available at <https://www.codepublishing.com/CA/Vacaville/#!/Vacaville14/Vacaville14.html> [Accessed December 2021].

⁴⁹ City of Vacaville Land Use and Development Code, February 2022. Available at https://static1.squarespace.com/static/5d0bcaa7577e540001303958/t/620be8736d79e67eed4168ba/1644947589147/Vacaville_Feb+2022_Final+LUDC.pdf [Accessed March 2022].

Residential Low Medium Density (RLM)	Allows a variety of housing types at densities in the range of 5.1 to 8.0 dwelling units per acre.
Residential Medium Density (RM)	Allows a variety of housing types at densities between 8.1 to 14.0 dwelling units per acre, including duplexes, townhouses, apartments, detached single-unit residential development on small lots.
Residential Medium High Density (RMH)	Allows a variety of housing types at densities in the range of 14.1 to 20.0 dwelling units per acre, including attached and detached single family dwellings, townhomes, condominiums, multi-unit developments, and apartments.
Residential High Density (RH)	Allows a variety of high density residential development, including townhouses, condominiums, and apartments, and other compatible uses. The permitted density is 20.1 to 24.0 dwelling units per acre. [1]
Residential Manufactured Home Park (MHP)	Allows manufactured housing at 6 to 10.0 units per acre.
Mixed Use District (MX)	Allows mixed use centers containing a mix of compatible residential and nonresidential uses in a vertical or horizontal mixed use development configuration. The minimum density is 10 units per acre and maximum is 40 units per acre.
Neighborhood Commercial (CN)	Allows neighborhood centers that provide goods and services to meet the day-to-day needs of residents and visitors. Attached single family and multifamily units are conditionally permitted in this zone. Minimum density is 8.1 units per acre. There is no maximum density identified for this zone.
General Commercial (CG)	Allows a full range of commercial and supportive uses to meet local and regional demand. Attached single family and multifamily units are conditionally permitted in this zone. Minimum density is 8.1 units per acre. There is no maximum density identified for this zone.

<p>Office Commercial (CO)</p>	<p>Allows commercial office centers, a mix of supportive retail and service commercial uses, and other compatible uses. Attached single family and multifamily units are conditionally permitted in this zone. Minimum density is 8.1 units per acre. There is no maximum density identified for this zone.</p>
<p>Business Park (BP)</p>	<p>Allows large-scale, campus-like office and technology development that includes office, research and development, manufacturing, and other large-scale professional uses, along with supportive services and residential uses. Multifamily units are conditionally permitted in this zone.</p>

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

[1] The City's Housing Element will include a program to increase the minimum density in the Residential High Density zone to 30 units per acre to meet the California Department of Housing and Community Development default density for the city.

Within the Downtown Specific Plan area, six zoning districts permit housing development with varying densities from low to high intensity housing development dependent on the zone (see **Table 4-3**). The DTSP includes incentives that allow increased permitted densities if the project meets required findings. Therefore, the project team does not believe any changes are needed to the zoning districts in the Downtown area.

Table 4-3. Downtown Specific Plan Zoning Districts

Downtown Specific Plan	Allowed Uses
<p>Downtown Neighborhood Low (DNL)</p>	<p>Allows a variety of housing types between 3.0 and 8.0 dwelling units per acre depending on the location of the development. Housing development are allowed up to 5.0 dwelling units per acre along Buck Avenue and a maximum of 8.0 dwelling units per acre for all other locations.</p>
<p>Downtown Neighborhood Medium (DNM)</p>	<p>Allows medium to high density residential development between 8.1 and 20.0 dwelling units per acre.</p>
<p>Downtown Neighborhood High (DNH)</p>	<p>Allows high density attached housing between 18.0 and 40.0 dwelling units per acre.</p>

Downtown Mixed Use (DMU)	Allows a mix of high-density housing with active retail, dining, entertainment, cultural, and similar nonresidential uses on a single project site with a Floor Area Ratio between 0.5 and 4.0.
Downtown Core (DC)	Allows a mix of high-density housing and ground-floor retail, entertainment, cultural, civic, recreation, and uses that complement Downtown’s core unique character. Allows residential development between a 0.5 and 4.0 Floor Area Ratio.
Downtown General Commerical (DGC)	Allows a full range of retail, service, entertainment, office, lodging, and related uses to meet local and regional demand. Allows high-density housing between 18.0 and 40.0 dwelling units per acre and mixed use development with a Floor Area Ratio between 0.25 and 4.0.
Downtown Public Facilities (DPF)	Does not allow residential development.
Downtown (Parks and Recreation)	Does not allow residential development.
Downtown Open Space (DOS)	Does not allow residential development.

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

Residential Development Standards

The Zoning Code sets development standards that guide development for each zoning district. These standards include requirements that limit building height, location, lot size, lot dimensions, and building size. **Table 4-4** summarizes the most pertinent residential standards for single-family homes and multifamily housing, while **Table 4-5** summarizes the most pertinent standards for mixed use projects.

As shown in **Table 4-4**, the single-family standards are designed to allow development of single-family homes on a variety of lot sizes. The minimum lot size for single-family homes ranges from 3,600 square feet in the Residential Low Medium density zone to 10 acres in the Residential Rural zone. The maximum height limit ranges from 30 feet to 45 feet in height, and setbacks, site coverage, minimum lot size, and lot dimensions also vary by zone. Increasing height maximums in more urbanized residential zones of

Vacaville, such as the Residential Low Medium density Residential Medium, Residential Medium High, Residential High, and Mixed Use zoning designation, may help facilitate housing development.

Table 4-4. Residential Zoning Districts Development Standards

	Land Use Category & Zone District							
	Residential Rural	Residential Estates	Residential Low	Residential Low Medium	Residential Medium	Residential Medium High	Residential High	Manufactured Housing Park
Minimum Density (units per acre)	0.1	0.5	3.1	5.1	8.1	14.1	20.1	6.0
Maximum Density (units per acre)	0.4	3.0	5.0	8.0	14.0	20.0	24.0	10.0
Minimum Lot Area	2.5 – 10 acres	1 acres – 10,000 sf	10,000 – 5,000 sf	3,600 sf	40,000 sf	40,000 sf	40,000 sf	10 acres
Maximum Building Height (feet)	35	35	35	40	45	45	45	30
Minimum Front Setback (feet)								
Building	50	25	15	15	15	15	15	20
Attached Garage, Front	50	25	20	20	18	18	18	20
Minimum Interior Side (feet)								
Interior	30	10	5/10	5	4	4	7.5	20
Minimum Rear Setback (feet)								
Building	40	20	20	15	15	20	20	20
Garage, Alley	40	5	5	5	5	5	5	5
Lot Coverage								
Maximum Lot Coverage	5-10 %, depending on zone	20-45 %, depending on zone	n/a	n/a	n/a	n/a	n/a	n/a

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

[1] (sf) stands for square feet.

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

Table 4-5. Mixed Use Development Standards

Development Standard	Mixed Use Zoning District
Maximum Nonresidential FloorArea Ratio (FAR)	1.0
Minimum NonresidentialGround Floor Area (% of total ground floor area on site)	25
Minimum Residential Density (dwelling units per acre)	10
Maximum Density (units per acre)	40
Maximum Height (feet)	40, up to 70 with Conditional Use Permit approval
Front Minimum Setback	20

Source: City of Vacaville Land Use and Development Code, November 2021.

Notes: See T 14.09.070A, Development Regulations – Commercial And Mixed Use Zoning Districts in the Land Use and Development Code for a complete list of development standards and related notes.

Table 4-5 shows requirements that apply to mixed use developments. As shown in both tables, the multifamily standards are designed to be less restrictive when compared to the single-family development standards to allow for development of smaller, denser units. The maximum height limit in most multifamily zones is 45 feet; however, the Mixed Use zoning district allows a building up to 70 feet tall with the approval of a Conditional Use Permit. Lot coverage does not apply to multifamily zones, although there is a maximum floor area ratio requirement of 1.0 in the Mixed Use zoning district.

Out of all the multifamily zoning districts, the Mixed Use zone allows the most flexibility, but the density allowance of only 40 dwelling units per acre impedes the potential development of smaller, more urban units appropriate in the downtown and at mixed use nodes. Allowing higher maximum densities in the multifamily zones may spur housing development by allowing developers the opportunity to build a greater number of smaller units that could provide housing for populations in need. The height, lot size, and setback limits found in the other multifamily zones may also constrain housing production; however, the City allows variation in development standards through approval of a Planned Development application if certain findings can be met.

The DTSP also includes development standards and guidelines for new private development downtown. The DTSP also includes development incentives for higher density housing and mixed use development. These incentives include reduced setback and parking requirements, increased permitted densities, and building heights. More information on the incentives and approval process of qualifying projects can be found in Chapters 9.4 and 9.6 of the Downtown Specific Plan.

Residential Design Guidelines

The City adopted objective design guidelines for residential development in January 2019. The design guidelines were most recently updated as part of the Zoning Code update, which was adopted by the City Council on February 22, 2022. The guidelines establish architectural criteria for new residential development, set minimum outdoor recreation space requirements, encourage infill development by allowing flexibility in development standards, and set other standards for new housing developments. The DTSP also includes design regulations and guidelines for private development aimed at enhancing the downtown area.

During the developers meeting, a comment arose about the City’s outdoor recreation space requirements being a barrier to housing production. Per the City’s objective guidelines, permanently maintained useable outdoor recreation space is required as follows:

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

In response to the issue raised during the developers meeting, the City could consider lessening the requirements established in the guidelines and only requiring common outdoor space for multifamily and mixed use developments. However, reducing these requirements could reduce the quality-of-life experience for those units without balconies or private patios. Besides the open space criteria, the EPS Team did not find other constraints to developing housing in the objective design guidelines.

Off-Street Parking Standards

Regulation of off-street parking standards is determined by the City’s Zoning Code and the Downtown Specific Plan, both of which consider the number of bedrooms in a unit. Fewer parking spaces are required for housing projects in the Downtown Specific Plan area than in other parts of the city. **Table 4-6** shows the parking requirements outside of the City’s Downtown area, and **Table 4-7** shows parking requirements within the Downtown area.

Table 4-6. Required Parking Spaces (outside of Downtown)

No. of Bedrooms per Dwelling Unit	No. of Parking Spaces Required
Studio Unit	1
1 bedroom	1
2 or more bedrooms	2
Guest Parking	1 guest space per every 3 dwellings

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

Table 4-7. Required Parking Spaces (in the Downtown)

No. of Bedrooms per Dwelling Unit	No. of Parking Spaces Required
Studio Unit or 1 bedroom unit	1
2 or more bedrooms	1.25
Guest Parking	Multi-family projects with 10 or more units must provide 1 guest parking space per every 10 units.

Source: City of Vacaville Downtown Specific Plan, December 2021

The Zoning Code allows a developer the opportunity to reduce the number of required parking spaces by up to 10 percent if any portion of the new development is located within 1,000 feet of a transit stop with regularly scheduled service (every 30 minutes) during the weekday hours of 7:00 a.m. to 9:00 a.m. and 5:00 p.m. to 7:00 p.m. The Zoning Code also allows uses that have a designated passenger loading area the ability to reduce the parking requirement by 5 parking spaces for every passenger loading area, up to 10 parking spaces. Motorcycle parking can also substitute for up to 5 percent of the required parking spaces.

During the developers meeting, several developers identified parking requirements as a barrier to housing production; however, not all agreed the City’s parking standards are an impediment. If a new housing development needs reduced parking to develop, the City could consider allowing developers to provide creative solutions to parking reductions with supplemental transit passes, increased bicycle parking, or a shared vehicles program.

As noted above, fewer parking spaces are already required for housing projects in the Downtown Specific Plan area than in other parts of the city. This may set a precedent for other parts of the city, and also means that changes to parking requirements are likely not needed Downtown.

Accessory or Junior Accessory Dwelling Units

The City's Zoning Code allows ADUs/JADUs in all residential or mixed use zoning districts. It also establishes ADU/JADU development standards, including yard, setback, height, site coverage, and size requirements. Although the development standards established in the Zoning Code comply with State law, the City can choose to adjust these requirements to help facilitate the construction of ADUs/JADUs.

The City could consider offering design templates to save developers or property owners money otherwise spent creating designs from scratch. Vacaville could also examine options like the California Housing Finance Agency (CalHFA) ADU grant financing program, the City of Clovis' Cottage Home Program, or the Napa/Sonoma's ADU Center to create a City program to encourage ADU's/JADU's construction. The City may also consider a program that provides funding toward ADU/JADU construction such as State HOME funds. In addition, homeowners may not be aware of the development potential on their property. Marketing ADU/JADU development opportunities to residents may increase their awareness of the property's potential.

Also, developers may not see a market for adding these types of units to new subdivisions; however, more information on their marketability may change developers' perspectives. For example, the extensive Tracy Hills project in the City of Tracy includes many neighborhoods that contain ADUs. It might be worthwhile to make Vacaville's developers aware of this project and others similar to it.

Airport Land Use Zones

The County Airport Land Use Plan and the Comprehensive Airport Land Use Plan for Travis Air Force Base are the Airport Land Use Commission (ALUC)'s official land use policy in the airport influence areas for all airports in the County. These plans include descriptions of the referral area boundaries, noise compatibility standards, safety compatibility standards, airspace protection standards, and other land use policies. ALUC decisions and recommendations on General Plans, zoning, and other local projects in the airport influence areas are based on these adopted plans.

The Nut Tree Airport is located northeast of the City's downtown and is guided by the County Airport Land Use Plan (1988). The plan establishes 6 compatibility zones around the airport that guide the acceptable and normally not acceptable uses based on the proximity of the zone to the airport and the takeoff/landing flight path of the aircraft. The zones were set to ensure the development of compatible land uses near the airport. Residential uses are prohibited in zones A, B, and C because these areas are at high and moderate risk of overflight activity and noise. The City could consider working with ALUC to study whether the boundaries can be revised or if the residential uses permitted in each zone can be restudied.

Travis Air Force Base, located outside the city limits, is guided by the Comprehensive Airport Land Use Plan for Travis Air Force Base (2002). The plan establishes 7 zones. The majority of Vacaville is located in zone D, which does not place any restrictions on the

types of land uses allowed, except for land uses that could cause a hazard to flights. The remaining area of the City is located in zone E, which only requires airspace for review for buildings that are taller than 200 feet.

Planned Growth Ordinance

The City adopted a planned growth ordinance in 1991 to ensure that new residential development has adequate infrastructure and public services to serve the new housing units and future residents. This ordinance caps the number of residential units that can be approved in the City. The planned growth ordinance limits the number of housing units that may be built in the City, which could be a barrier to housing production. In October 2019, California adopted Senate Bill 330, which directs cities to not implement zoning or land use regulations that cap the number of housing units that can be approved annually until 2025. On March 10, 2020, the City Council adopted a resolution that suspends the implementation of the planned growth ordinance until December 31, 2024. To help facilitate housing production, the City could consider extending the suspension or possibly repealing the ordinance because the General Plan and Municipal Code set policies and standards to ensure development is adequately serviced by public utilities and infrastructure.

California Environmental Quality Act

The California Environmental Quality Act (CEQA) requires environmental analysis of new development, unless the project is ministerial or categorically exempt, to identify and mitigate significant environmental impacts. Depending on the size and anticipated impacts of the project, the CEQA process can become expensive, further increasing development costs. Developers may be unaware of the full cost the CEQA process will incur based on unexpected environmental impacts. Performing the initial CEQA analysis to clear a site for development may be a barrier to developer investment because of the risks associated with uncertainty in the environmental review's outcome. The City could consider initiating a CEQA analysis of targeted housing sites by creating an inventory of available sites and conducting a CEQA review of preliminary designs to pre-clear sites for the development of housing that addresses the current housing gaps such as missing middle, mixed use, senior, restricted affordable, etc. It is important to note that the DTSP allows CEQA streamlining for qualifying projects in the downtown area that meet required findings. Through a new CEQA analysis, the City could expand the CEQA streamlining opportunity for identified housing sites throughout Vacaville.

Development Fees

Land costs, construction costs, development fees, and market financing contribute to the cost of housing development and can potentially hinder the production of new housing. Although many constraints are driven by market conditions, jurisdictions have some leverage in instituting policies and programs to address such constraints. Some development fees imposed on housing projects in Vacaville are based on the number of bedrooms or total square footage, while others, such as water, drainage, fire, general facilities, police, park and recreation, and traffic impact fees, are charged at a flat rate per unit. The development fees that vary by the number of bedrooms or total square

footage include the building, plumbing, electrical, mechanical, and plan check fees. The City could consider adjusting flat rate fees to be variable, based on unit size and type, and could develop a lower fee structure overall for affordable or infill projects to encourage affordable and infill housing projects. This strategy may incentivize construction of affordable or workforce housing projects because of the nature of their development.

Site Improvements

During the developers meeting, the cost of site improvements was noted as a constraint to housing production in some outlying areas. Site improvements are an important component of new development and include water and sewer connections, circulation, and other infrastructure needed to serve the new development. In the case of a subdivision, such costs may also include major improvements, such as building roads and installing sewer, water, and other utilities. As with land costs, several variables affect site improvement costs, including site topography and proximity to established roads, sewers, and water lines.

The City requires the construction of on-site and off-site public improvements as conditions of approval for residential projects, as needed. Requiring developers to construct site improvements or pay fees toward the provision of infrastructure, public facilities, and services increases the cost of building new housing. While these costs may impact housing affordability, these requirements are an important aspect of maintaining the quality of life desired by City residents and are consistent with the goals and policies of the General Plan.

For example, the City has identified several sites as potential locations for the development of executive style housing, however, the primary impediments relate to the extension of required City water and roadway infrastructure in areas of the City where executive-style housing is likely to be constructed (i.e., the northwestern portion of the City where topography allows for large lots, privacy, and views).

The EPS Team does not recommend changes to site improvement requirements.

Funding

As mentioned during the developers meeting, developers in the City do not have ongoing local funding sources, such as a local housing trust fund or predevelopment loan and grant program, to help support housing production. This is particularly challenging for affordable housing developers because additional funding is usually necessary to help subsidize the cost of constructing affordable units.

To supplement funding that would support housing creation, the City could consider an inclusionary zoning ordinance and/or in-lieu fee. An inclusionary zoning ordinance either requires or encourages housing developers to include a predetermined percentage of low and/or moderate income housing in new residential developments.

The City could allow an in-lieu fee to be paid as an alternative to building the housing units on site. The City could also apply for Permanent Local Housing Assistance (PLHA) funds and other State funding sources such as State Cap-and-Trade-Funded Affordable Housing, Sustainable Communities Program funds, transit-oriented development funds, or could issue an affordable housing ordinance to support housing construction.

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5. Projected Residential Growth

Growth Projections

This Study estimates housing demand based on projected housing unit growth in the City, taking into consideration population projections, as well as economic development factors. This chapter provides background information on historic and existing (as of 2020) growth. At this time, City-sanctioned population projections for the City are not available; therefore, projected growth in the City is based on historical absorption trends and growth projections established for the City’s Regional Housing Needs Allocation (RHNA), which were used to derive a projected level of demand in the City for affordable and market-rate units.

The State Department of Finance publishes population projections through 2060 at the county level. These projections show growth rates in the County increasing from about 6 percent in the decade ending in 2020 to 8 percent in the current decade ending in 2030, with a steadily declining growth rate starting in 2040. The County is forecasted to add almost 100,600 residents from 2020 to 2060, an increase of 23 percent, with an average annual growth rate of 0.5 percent. This overall growth rate is more than double the State’s projected growth rate of 11 percent over the same time frame.

Table 5-1. Population Projections (2020–2060)

Item	City of Vacaville		Solano County			State of California		
	Population [1]	% Growth from Previous Decade	Population [1]	% Growth from Previous Decade	Average Annual Growth (Previous Decade)	Population [1]	% Growth from Previous Decade	Average Annual Growth (Previous Decade)
Year [2]								
2010	92,428	-	413,344	-	-	37,366,938	-	-
2020	98,339	6.4%	439,211	6.3%	0.6%	39,782,419	6.3%	0.6%
2030	-	-	474,331	8.0%	0.8%	41,860,549	5.2%	0.5%
2040	-	-	504,901	6.4%	0.6%	43,353,414	3.6%	0.4%
2050	-	-	525,505	4.1%	0.4%	44,049,015	1.6%	0.2%
2060	-	-	539,781	2.7%	0.3%	44,228,057	0.4%	0.0%
2020 - 2060 Change	-	-	100,570	22.9%	0.5%	4,445,638	11.2%	0.3%

Source: California Department of Finance Table E-5; California Department of Finance Table P-3; EPS.

[1] Includes household population and group quarters population.

[2] Population projections for 2030-2060 are from California Department of Finance Table P-3 and are available only at the county and state level.

Estimated Future Housing Demand in the City

To estimate the future demand for housing in the City over the next decade (2022-2031), a combination of sources were examined, including the City's RHNA for 2023-2031 and historical residential absorption in the City between 2010 and 2020, based on data from the Department of Housing and Urban Development.

Total housing demand by income category was derived by averaging the annual production necessary to achieve the RHNA goal (**Appendix C Table C-1**) and the average annual absorption over the past decade (**Appendix B Table B-7**) shown in **Appendix C Table C-2**. This Study estimates projected housing demand of approximately 324 units per year between 2022 and 2031, or a total of 2,915 housing units in the City, as shown in **Table 5-2**.

The RHNA income category percentages were applied to the total of 2,915 housing units to derive an estimated amount of demand for affordable and market-rate housing. The RHNA income categories are based on the area median income (AMI) for the County and are set by HCD.⁵² See **Appendix C Table C-3** for a detailed table of household income categories by household size in the County. Approximately **42 percent** of future housing units are needed for households considered to fall in the **Very Low- and Low-Income** category and the remaining **58 percent** of units are needed for the **Moderate- and Above Moderate-Income households**.

THE REGIONAL HOUSING NEEDS ALLOCATION PROCESS

The RHNA process begins with HCD, which determines the total housing need by income level for each metropolitan region, based on population projections, as well as adjustments, to ensure that enough housing is constructed in each region to have a healthy housing vacancy rate, alleviate overcrowded households, replace demolished housing units, and reduce housing cost burdens. Typically, each region—the City of Vacaville is part of the Association of Bay Area Governments, the regional government for the 9-county San Francisco Bay Area—then distributes this regional allocation to each local government in the region. Local governments also have the opportunity to form subregions, which receive the allocations from the regional government and then distribute the allocations amongst their local government members. For this 2023-2031 cycle, all local jurisdictions in Solano County formed the Solano County Subregion, which will allocate the subregion's existing and projected housing needs amongst its members, including the City of Vacaville. Each local government must then produce a plan to accommodate the allocated housing in its jurisdiction over the planning period.

⁵² HCD's income limits define income levels based on the AMI. In 2021, the AMI for the County for a family of 3 was \$89,350. The income limits for households are defined as follows: "Extremely Low" is 30 percent or less of AMI, "Very Low" is between 30 percent and 50 percent of AMI, "Low" is between 50 percent and 80 percent of AMI, "Moderate" is between 80 percent and 120 percent of AMI, and "Above Moderate" is more than 120 percent of AMI.

Table 5-2. Projected Housing Demand by Income Level: City of Vacaville (2022–2031)

Item	City of Vacaville	
	Percent of Total Projected New Housing Units [1]	Projected New Housing Units 2022 - 2031 [2]
<i>Formula</i>	<i>A</i>	<i>B = A * Total Units</i>
RHNA Income Category		
Very Low	26.1%	760
Low	15.6%	454
Moderate	15.8%	459
Above Moderate	42.6%	1,241
Total Housing Units	100.0%	2,915
Projected Residential Demand		
Affordable (Very Low, Low)	41.7%	1,214
Market Rate (Moderate, Above Moderate)	58.3%	1,700
Total Housing Units	100.0%	2,915

Source: United States Department of Housing and Urban Development FY 2021 Income Limits; State of California Department of Housing and Community Development, "State Income Limits for 2021"; Solano County 6th Cycle Regional Housing Needs Plan Public Review Draft September 2021, 2023-2031 RHNA Allocation; EPS.

[1] Percentage allocations per the Solano County RHNA. See Table C-2.

[2] Based on the average of historical absorption over the last decade (2010-2020) and RHNA projections for 2023-2031. See Table C-3.

As shown in **Table 5-2**, there is a need for approximately 1,200 affordable housing units and 1,700 market-rate housing units. Based on the current housing market costs discussed in **Chapter 3**, the development of future housing units for Very Low- and Low-Income households would need to be subsidized or affordable by design with limits on rents and sales prices.⁵³ Development for the future Moderate- and Above Moderate-Income households could be unsubsidized and sold or rented at market-rate prices. Based on a continuation of the current proportion of housing types in the City, a majority of future housing demand would comprise single-family units (2,180 units, or 75 percent of total housing unit demand), with the remainder comprising multifamily units (730 units, or 25 percent) new, as shown in **Table 5-3**.

⁵³ Housing developers and advocates differentiate between housing that happens to be affordable because of its condition, age, or location and housing that is subsidized and price-restricted to be affordable to households of certain incomes. Housing constructed with government subsidies and limits on sales price or rent is often referred to as "Capital 'A' Affordable Housing" to distinguish it from "naturally occurring affordable housing." In this report, the use of the word affordable refers to subsidized, price-restricted housing unless otherwise noted.

Table 5-3. Comparison of Projected Housing Demand and Pipeline Supply by Housing Type

Item	Projected Demand (2022-2031)		Residential Units Pipeline [3]					
	Existing Housing Inventory % by Unit Type (2019) [1]	Total Units (2022-2031) [2]	Under Construction	Approved	Total Under Const. and Approved	% of Proj. Demand through 2031	All Pipeline Projects Including Projects Under Review	% of Proj. Demand through 2031
Residential Dwelling Units								
Single-Family	74.9%	2,183	1,799	2,323	4,122	189%	7,153	328%
Multifamily	25.1%	733	60	499	559	76%	1,348	184%
Total Residential Dwelling Units	100.0%	2,915	1,859	2,822	4,681	161%	8,501	292%

Source: California Department of Finance Table E-5; City of Vacaville; EPS.

[1] See Table B-3. Allocation between single-family and multifamily is based on current housing inventory percentage by unit type.

[2] Total projected housing demand by 2031 per Table 5-2 and Table C-2.

[3] Pipeline projects listed by development status can be found in Table C-4.

The City’s future supply pipeline of residential projects includes about 4,700 housing units categorized by the City as under construction or approved by the City’s Planning Division and another 3,700 housing units under review, totaling almost 8,400 units (see **Appendix C Table C-4**). Assuming the current vacancy rate of 4.2 percent and an average of 2.69 persons per household, the construction and occupancy of the entire housing pipeline would house approximately 21,600 additional Vacaville residents.

Approximately 4,120 single-family units in projects currently under construction or approved represent almost twice the projected demand through 2031, if all the units are brought to the market. In comparison, the number of multifamily units in projects that are under construction or approved represents about two-thirds of the projected multifamily housing demand through 2031. If the City can prioritize the approval of development pipeline projects currently under review that contains multifamily housing, and those units are brought to the market, the City will be positioned to meet the estimated demand for multifamily housing units through 2031.

Economic Development Considerations

Additional sources of increased need for housing may stem from the City Economic Development Department’s efforts in bolstering existing and new employment opportunities. For example, the City is working on expanding its existing biomanufacturing cluster and anticipates, “more than \$2 billion in industrial development, 3.5 million square feet of commercial real estate and the addition of 10,000 jobs with a payroll of more than \$1 billion a year.”⁵⁴ Recently, Agenus, Inc., a biotech company, announced that they are building a 300-acre manufacturing center in the City, with an

⁵⁴ Anderson, Ted. 2020. Vacaville creates ‘fast track’ program as part of push for more biotech. San Francisco Business Times. <https://www.bizjournals.com/sanfrancisco/news/2020/11/23/vacaville-creates-fast-track-program-biotech.html/> [Accessed September 2021].

estimated addition of 10,000 jobs to the area.⁵⁵ In addition, the City has identified at least 400 acres of land that is used as agricultural land but zoned for a Technology Park, indicating a significant capacity for continued growth in this sector.⁵⁶ The addition of executive-style housing may help attract companies by providing housing for company executives.

The bulk of those employed in the City's biomanufacturing sector earn wages ranging from about \$60,000 to \$100,000 per year, slightly below the income necessary to afford the median-priced house in the City, assuming a single-income household.⁵⁷ According to City staff, workers in this sector strongly prefer homeownership but cannot afford the typical 3- to 4-bedroom detached house that is available in Vacaville. Younger workers in this sector would prefer "starter homes" such as townhomes or condominiums, which are both more affordable and require less ongoing maintenance.

As discussed in **Chapter 2**, retail comprises a significant portion of jobs within the city limits, with the bulk of retail located along the Interstate 80 corridor. The strength and growth of this industry, and resulting employment, can depend on regional and national trends outside of the City's control, such as the volume of traffic along Interstate 80 through Vacaville, the availability of disposable income for those shopping in the City, and the increase in online shopping.

Development Area Considerations

One of the priorities in the City Strategic Plan for Fiscal Year 2021-2026, April 21, 2021, is to manage impacts from growth by promoting climate, sustainability, and green energy, as well as leverage the use or sale of City-owned surplus property. One facet of sustainability is to preserve open space by creating infill development, or development in areas that are already developed or within existing City boundaries. **Map 5-1** reflects major development projects, specific plan sites, priority development areas, and areas chosen by the community through surveys distributed as part of this Study as the "best sites or areas for new housing in Vacaville."

A total of 93 sites or areas were selected by survey respondents, as shown in **Map 5-1**. A variety of locations were selected throughout the City, with a large concentration in the northeastern and eastern areas of the City. Complementing the City's strategic goals, several participants identified potential new housing locations in infill areas of Downtown and along main corridors, including Alamo Drive and Leisure Town Road, near Nut Tree Plaza, and in the Allison Priority Development Area. There were several sites or areas

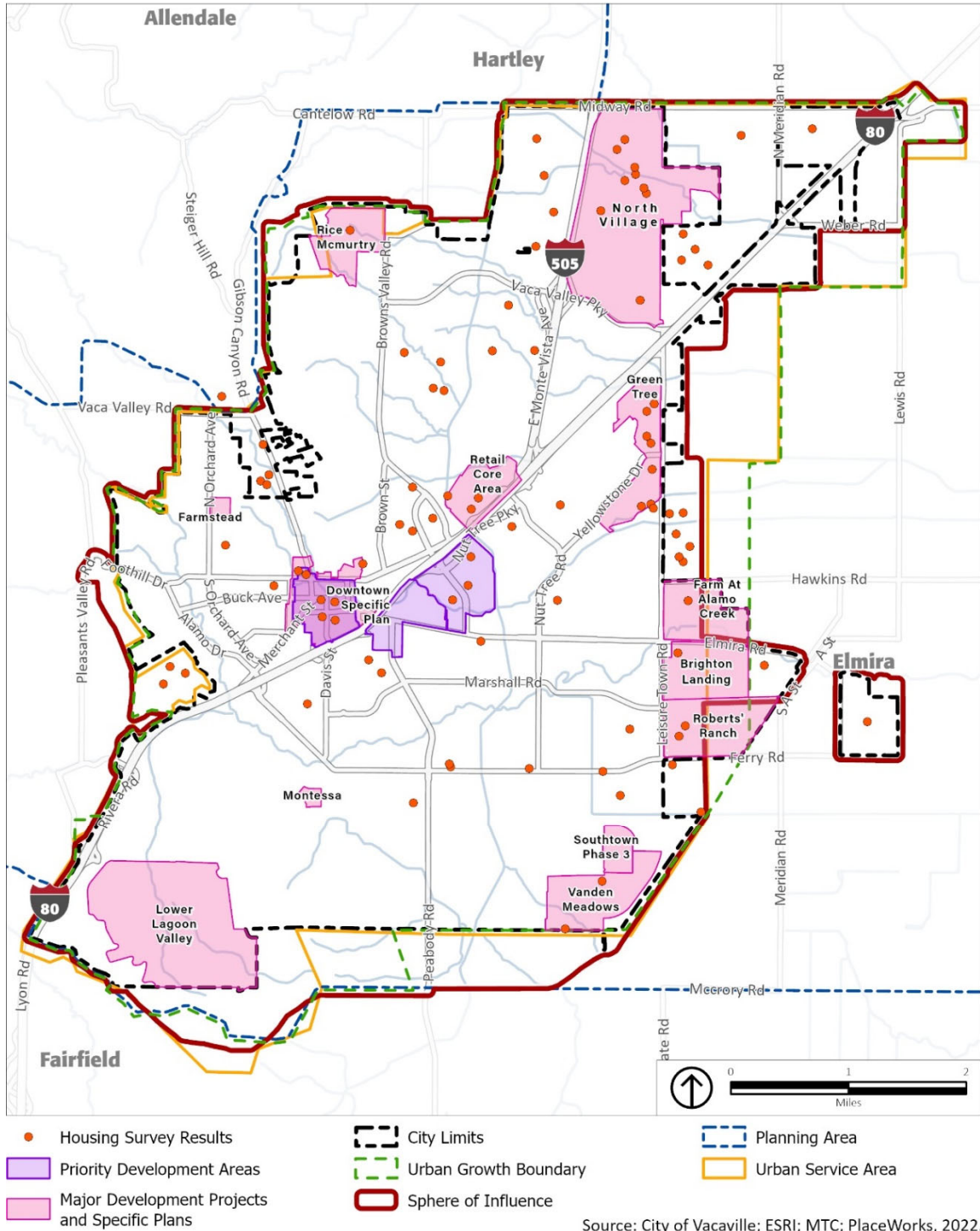
⁵⁵ Greenwald, David, 2021. Vacaville Lands a Major Bay Area Biotech Company. Davis Vanguard. <https://www.davisvanguard.org/2021/07/vacaville-lands-a-major-bay-area-biotech-company/> [Accessed September 2021].

⁵⁶ Interview with City Economic Development Department. October 25, 2021.

⁵⁷ Ibid.

selected in planned or existing subdivision areas, including Vanden Meadows, Brighton Landing, Robert's Ranch, Rice McMurtry, and North Village.

Map 5-1. Prospective Development Areas: City of Vacaville



6. Proposed Housing Strategy

Like many communities in the State and across the nation, housing demand in the City has continued to outpace supply over the last several decades. This undersupply has increased housing costs, impacting affordability and disproportionately affecting the most vulnerable populations. Further, residential development patterns in the City have long favored single-family home construction, providing only one of many options for meeting the housing needs of all the City's residents.

As described in **Chapter 5**, the City can expect housing demand to continue over the next decade, with projected housing demand of approximately 324 units per year between 2022 and 2031, or a total of 2,915 housing units in the City through 2031. Based on the income characteristics of existing households, this demand translates into a need for more than 1,200 affordable housing units serving very low- and low-income households (42 percent of total units), and 1,700 market-rate housing units serving moderate- and above-moderate households (58 percent of total units). Based on a continuation of historical development patterns, most of these houses would comprise single-family units, with a quarter of new housing constructed as multifamily units. And, the pipeline supply of housing in the City is predominantly single-family housing. While some of this housing may serve existing and projected future residents, specific actions can be undertaken to serve all segments of the population.

The City does not Build housing nor control local market dynamics. However, the City can take steps to help increase the overall production of housing and encourage a diversity of housing choices by ensuring that enough land is zoned for residential development, making it easier and cheaper to build housing, and incentivizing the types of housing that are both underrepresented and the highest in demand to meet the socio-economic characteristics of existing and projected future residents.

The proposed Vacaville Housing Strategy is the culmination of key technical analyses, a robust review of the City's existing regulatory framework, and input from stakeholders, including residents, developers, City Council and staff, and other key stakeholders. As a result of this quantitative and qualitative research and input, the EPS Team has prepared a proposed housing strategy to meet three overarching goals:

- **Goal 1:** Encourage a diversity of housing choices.
- **Goal 2:** Address regulatory and financial barriers to needed housing production.
- **Goal 3:** Implement new initiatives and programs to address housing needs.

These goals and associated strategies serve as a framework to guide the City in proactively and effectively addressing identified housing needs over the next decade.

Goal 1: Encourage a Diversity of Housing Choices

As described previously, the City's housing supply is primarily composed of single-family detached housing. This residential development pattern has remained dominant, despite an upswing in multifamily housing construction, with three-quarters of all new housing developed as detached single-family units over the last decade. Stakeholders consulted for this Study indicated that the City's housing inventory lacks a variety of housing types to meet different segments of the population. These housing types include affordable housing (both subsidized/rent-restricted and affordable by design), missing middle types of housing, mixed use housing, senior housing, and executive housing.

As discussed in previous chapters, there are many socioeconomic and residential market trends present in the City that support the need for a focus on increasing the diversity of housing in the City. For example, the City's population is aging, and there is a strong preference among most seniors to remain in their current communities. And, despite an aging population, there is a sizable portion of the City's population who are young adults, beginning their careers and seeking smaller, rental, or mixed use housing types. The average household size in the City has trended downward, and more than half of all current households are small 1- and 2-person households, supporting typologies that are sized and affordable for small or single-income households.

The current housing supply in the City does not serve these individuals well. Older households without children lack options to move into smaller homes with lower maintenance needs, while young households have few choices when seeking to balance housing affordability with other desires such as outdoor space and privacy. Increasing the variety of housing types throughout the City will allow households to remain in their community while their housing needs change throughout their lifetime.

Strategy 1.1: Encourage or require a diversity of housing types in individual development projects.

Update planning regulations to encourage or require new subdivisions to include two-, three-, and four-plexes, or other targeted missing housing types that are designed to look cohesive with adjacent single-family homes. Prior to adoption, discuss proposed updated regulations, with the residential development community to solicit input and achieve support. Explore the option of working with private and nonprofit developers to offer unique tenure and financing arrangements, including shared housing, cooperative housing, build-to-rent (single-family rentals), and the rent-to-own concept.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development.

- **Potential Partner(s):** Private residential developers.
- **Potential Funding Source(s):** Existing City staff time; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

Strategy 1.2: Facilitate the increased construction of ADUs/JADUs.

ADUs/JADUs are an affordable and innovative approach to add more housing, particularly in single-family residential neighborhoods. They are particularly well-suited for young adults, small childless families, and older adults; some of whom want to live near extended families while maintaining privacy.

The City revised its Zoning Code on February 22, 2022 to allow ADUs/JADUs in all residential or mixed use zoning districts. The City can help facilitate the increased construction of ADUs/JADUs by considering the following actions:

- Streamlining permitting and reducing permitting fees for this particular housing type.
- Offering design templates or local- or State-approved templates to save money otherwise spent creating designs from scratch.
- Examine options like the CalHFA ADU grant financing program, the City of Clovis' Cottage Home Program, or the City of Oakland's consolidated ADU application format to create a City program to encourage ADU/JADU construction.
- Marketing ADU/JADU development opportunities to residents, who may not be aware of the development potential on their property, may increase their awareness. Similarly, marketing financial assistance programs available through CalHFA and CalHOME could provide the funding needed for households to proceed with construction.
- Creating a user-friendly page on the City's website to convey the incentives and resources available to support the construction of ADU/JADUs.
- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development; Housing and Community Services.
- **Potential Partner(s):** California Housing Finance Agency (CalHFA).
- **Potential Funding Source(s):** Existing City staff time; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

Strategy 1.3: Provide information to bolster community support related to the range of missing housing types in the City.

Led by City staff, potentially in conjunction with consultants, as appropriate, provide information and conduct information sessions with City staff, the City Council, and the community on various housing topics, focused on bolstering community support for affordable and other needed housing. Information sessions could provide a forum for

discussion regarding residential development costs and the cost of operating affordable housing, as well as addressing housing projects in light of housing needs. This campaign could include City Council working sessions; social media content; information available on the City website; and outreach to local journalists, media outlets, and community organizations.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Housing and Community Services; City Manager; Public Relations.
- **Potential Partner(s):** Consultants (e.g., housing, urban economics, public outreach); private residential developers, including for-profit and non-profit affordable housing developers.
- **Potential Funding Source(s):** Existing City staff time; new General or other City Fund appropriation (if additional staffing or consulting resources are warranted).

Strategy 1.4: Provide incentives to support the development of missing housing types in the City.

There are a variety of incentives that could be implemented by the City to plan for and encourage construction of missing housing types in the City. Examples of incentives include proactively identifying sites in the City; securing direct funding through federal, State, and regional grants; donating or allowing deferred payment to purchase City-owned land to private developers to address feasibility challenges; expediting permit review; implementing fee reductions and waivers or offering fee deferrals; and other incentives identified by the City for projects containing targeted missing housing types.

The City's 2021 Downtown Specific Plan includes regulatory incentives focused on increased density and intensity standards, and financial incentives including deferred fee payments, fee reductions, and/or certain fee waivers. The City should clearly publicize these existing incentives available for development in Downtown Specific Plan and any further incentives that are adopted citywide. In addition, the City should clearly publicize the provisions in the City's Density Bonus ordinance, which is based on the State density bonus mandate allowing for increased residential densities in exchange for building or donating land for affordable or senior units.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Community Development; Housing and Community Services; other departments, as appropriate.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** Existing City staff time; new General or other City Fund appropriation (if additional staffing resources or direct funding is warranted); grant funding.

Goal 2: Address Barriers to Needed Housing Production

In addition to increasing the variety of housing in Vacaville, this analysis shows that the City needs an increase in overall housing supply to serve existing and future residents. As discussed in **Chapter 3**, the City's overall vacancy rate has dropped significantly over the past 10 years, while for-sale housing prices have increased, indicating that Vacaville's existing housing stock is in high demand. Without increases in the housing supply, continued migration from the inner Bay Area and job growth in Vacaville will put further pressure on the housing supply, increasing prices and creating intense competition for available homes. In addition, the price of the typical home in Vacaville is already out of reach of a household earning the City's median household income. Increasing the supply to match current and future demand will help to slow further price increases.

Strategy 2.1: Encourage infill development.

Facilitate infill housing development in the City through the preparation of specific plans, as appropriate. Convene a working group of residential developers to discuss and resolve impediments to construction. Leverage available State and federal funding sources to conduct infrastructure analyses and targeted studies to understand existing capacity and conditions in infill areas to identify and prioritize needed improvements to support infill development. Adopt flexible standards or incentives that promote infill development (i.e., reduced parking requirements; reduced development and permitting fees; streamlined permitting).

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** Existing City staff time.

Strategy 2.2: Allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in parking requirements.

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

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development.

- **Potential Partner(s):** Residential developers; Association of Bay Area Governments.
- **Potential Funding Source(s):** Existing City staff time.

Strategy 2.3: Address barriers associated with development fees to support increased housing development.

Land costs, construction costs, development fees, and financing contribute to the cost of housing development and can potentially hinder the production of new housing. Although many constraints are driven by market conditions, jurisdictions have some leverage in instituting policies and programs to address such constraints. Some development fees imposed on housing projects in the City are based on the number of bedrooms or total square footage, while others, such as water, drainage, fire, general facilities, police, park and recreation, and traffic impact fees, are charged at a flat rate per unit. As proposed in the April 2022 Public Review Draft City Development Impact Fee Update report, the City should consider adjusting flat rate fees to be variable based on unit size and type. The City also could consider developing a lower fee structure or waiving fees for projects containing affordable housing, infill projects, and other targeted missing housing types to improve project feasibility.

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

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Public Works; Community Development.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** Existing City staff time.

Strategy 2.4: Consider increasing minimum and maximum allowable densities and zoning requirements.

Based on an evaluation of existing General Plan and Zoning Code policies, consider increasing minimum and maximum allowable densities and zoning requirements to increase the City's housing capacity, ensure higher density projects (which can lead to greater affordability), and make projects more economically feasible.

These measures would amend City development standards to allow a greater number of dwelling units, particularly multifamily and smaller homes. It is important to note, the City allows density bonuses on top of the maximum density permitted by the Zoning Code, if certain criteria are met.

1. Increase maximum densities in the higher density residential zones (i.e., Residential Medium High, Residential High, and Mixed Use zones), particularly in the downtown or mixed use nodes of the City. The City could consider maximum densities of 60 to 100 units per acre in downtown and mixed use areas, and up to 40 units per acre in high-density areas that are not intended to be high-activity areas.
 2. Increase minimum and maximum densities in lower density zones, such as the Residential Rural, Residential Estates, Residential Low, and Residential Low Medium density zones, to allow for townhomes, duplexes, or other creative housing solutions that can be sold at a lower cost than detached, single-family homes to the populations in need of housing.
 3. Adjust zoning requirements to allow taller buildings and reduced setbacks in moderate- and higher density zones.
 4. Prioritize infill residential development by allowing an increase in densities and a streamlined development review process.
 5. Change the City's existing regulations, which already do a good job of encouraging ADUs/JADUs, to lessen setback and parking requirements for ADUs/JADUs in some areas.
 6. Review City General Plan land use policies immediately or during the next General Plan Update which may limit the number of residential units that may be built in a particular area, including imposing minimum lot size requirements, limiting residential development in areas impacted by the Nut Tree Airport, requiring 200-foot buffers between residential and industrial areas, and placing a maximum residential unit count that may be built in the City. These land use policies include: LU-P3.1, LU-P 11.4, and LU-P17.1, as described further in **Chapter 4**.
- **Timeframe:** Mid-Term (2 to 5 years).
 - **Lead City Department(s):** Community Development.
 - **Potential Partner(s):** NA.
 - **Potential Funding Source(s):** Existing City staff time.

Strategy 2.5: Consider whether the permitted uses and boundaries of the Nut Tree Airport compatibility zones can be re-evaluated to accommodate additional housing.

The Nut Tree Airport is located northeast of the City's downtown and is guided by the County Airport Land Use Plan, which establishes 6 compatibility zones around the airport that guide the acceptable and normally not acceptable uses, based on the proximity of the zone to the airport. The majority of Vacaville is located within zone D, which does not place any restrictions on the types of land uses allowed, with the exception of land uses that could cause a hazard to flights. Residential uses are prohibited in zones A, B, and C. The City could consider working with ALUC to study whether the boundaries can be revised or if the residential uses permitted in each zone can be restudied.

- **Timeframe:** Long-Term (5+ years).
- **Lead City Department(s):** Community Development.
- **Potential Partner(s):** Airport Land Use Commission.
- **Potential Funding Source(s):** Existing City staff time.

Goal 3: Create New Initiatives and Programs to Address Housing Needs

Increasing the supply of housing and the diversity of housing types is important to ensure that market-rate housing can serve the majority of Vacaville residents. However, the socioeconomic conditions and residential market analyses show that City support is needed to create additional housing for underserved populations as well. The vast majority of households earning under \$50,000 per year are paying unsustainable amounts of their incomes towards rent, forcing them to cut back spending on other essentials and putting them at greater risk of eviction and homelessness. If these households are to remain in Vacaville, they will need a much greater supply of subsidized, rent-restricted housing units. Increased market-rate development will increase the overall housing supply, stabilizing rent and housing price escalation, but rents are unlikely to reduce to the point where there will be a significant supply of market-rate units affordable to households earning less than \$50,000 per year.

Strategy 3.1: Create a City staff position to serve as a centralized housing services coordinator for the City.

Establish a new position to serve as a centralized housing services coordinator to further the production of affordable, infill, senior, ADU/JADU, executive, and other needed housing types. Duties of the housing services coordinator would include: evaluating infrastructure, financial feasibility, and other challenges facing development of needed housing and advancing solutions to overcome these challenges; maintaining an inventory of available sites for each needed housing type, recruiting developers, packaging funding for affordable housing projects, and providing technical assistance to homeowners and landowners who seek to build needed housing types.

The housing services coordinator would prioritize securing funds for affordable housing projects such as tax credit programs, California's Cap-and-Trade-Funded Affordable Housing and Sustainable Communities Program, State transit-oriented development funds, Senate Bill 2, the Governor's other new and evolving housing programs, and applicable federal programs, including the Housing and Urban Development HOME Program. For example, applying to become a Federal HOME Participating Jurisdiction would allow the City to receive an annual allocation of Federal HOME funds directly each year in lieu of having to competitively apply through the State.

The housing services coordinator would also evaluate and take steps to participate in other potential programs that could help the City acquire funding and facilitate partnerships to build needed housing, including the California Community Housing Agency and HCD's Prohousing designation program.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Housing and Community Services.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** New General or other City Fund appropriation.

Strategy 3.2: Continue to focus on opportunities to streamline the permitting process.

The City should continue to explore ways to increase the production of housing through expediting the planning approval process, reducing housing project costs, and reducing development risk. The City should continue to reduce the time and expense of the planning approval process by offering ministerial-/staff-level review of infill or other targeted housing types and optimizing the electronic plan review and online permitting processes. The City should continually strive to streamline and simplify the building permit process using best practices from other cities to improve aspects of the process, including coordination with departments, consistency, and timeliness, to make the development experience as efficient and certain as possible.

- **Timeframe:** Near-Term (1 to 2 years).
- **Lead City Department(s):** Community Development.
- **Potential Partner(s):** NA.
- **Potential Funding Source(s):** Existing City staff time; Senate Bill 2.

Strategy 3.3: Consider completing a City-sponsored and -funded CEQA analysis to clear desired infill sites.

The CEQA requires environmental analysis of new development, unless the project is ministerial or categorically exempt, to identify and mitigate significant environmental impacts. Depending on the size and anticipated impacts of the project, the CEQA process can become expensive, further increasing development costs. Developers may be unaware of the full cost the CEQA process will incur based on unexpected environmental impacts. Performing the initial CEQA analysis to clear a site for development may be a barrier to developer investment because of the risks associated with uncertainty in the environmental review's outcome. The City could consider initiating its own CEQA analysis of affordable housing sites by creating an inventory of available sites and conducting a CEQA review of preliminary designs to pre-clear sites for affordable housing development. There was general support among participating developers for a citywide CEQA document that would clear infill sites and areas where the City would like to see residential development.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Community Development; Housing and Community Services.
- **Potential Partner(s):** Development Community.
- **Potential Funding Source(s):** Existing City staff time; Senate Bill 2.

Strategy 3.4: Consider an inclusionary housing ordinance that requires a certain percentage of housing to be included in every project to meet very low-, low-, and moderate-income levels.

Inclusionary zoning is a local zoning ordinance or land use policy that either requires or encourages housing developers to include a specified percentage of very low-, low-, and/or moderate-income housing in new residential developments. An inclusionary ordinance is one of the strongest tools available to cities for implementing affordable housing policies and creating new affordable units.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Community Development; Housing and Community Services.
- **Potential Partner(s):** Consulting technical support.
- **Potential Funding Source(s):** Existing City staff time.

Strategy 3.5: Consider creating local housing construction funding sources to assist in funding needed housing.

The City should take steps to evaluate the feasibility of enacting new measures that would raise local funding for the construction of affordable and other needed housing types. Funding sources to be evaluated could include a housing trust fund, an affordable housing commercial linkage fee, an increase in the City's sales tax or transient occupancy tax rate, a General Obligation (GO) bond, or other identified dedicated funding source.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Housing and Community Services.
- **Potential Partner(s):** California Department of Housing and Community Development (HCD).
- **Potential Funding Source(s):** New General or other City Fund appropriation.

Strategy 3.6: Consider creating supportive housing-related programs for underserved populations.

Supportive programs should be available for underserved populations, including students, young families, low-income families and individuals, teachers, seniors, and people with

disabilities. Programs could include first time buyers' and rental assistance, preservation of naturally occurring affordable housing, and tenant protections for seniors and low-income renters.

The City also should consider creating programs or establishing partnerships to address the high number of seniors living in single family homes and their desire to age in place, including ensuring adequate licensed home care, opportunities for shared housing arrangements, and other related programs.

- **Timeframe:** Mid-Term (2 to 5 years).
- **Lead City Department(s):** Housing and Community Services.
- **Potential Partner(s):** California Department of Housing and Community Development (HCD).
- **Potential Funding Source(s):** New General or other City Fund appropriation.

Implementation of the Housing Strategy

The proposed Vacaville Housing Strategy was developed based on input from the community and City Council and staff and consideration of what could be realistically implemented to facilitate the production of needed housing types over the next decade. The identification of near-term implementation actions is an initial step towards realizing the goals of encouraging a diversity of housing choices, addressing barriers to needed housing, and creating new housing-related initiatives and programs. Successful implementation will require the leadership of the City Council and City staff to continue to prioritize these implementation actions, as well as the financial and partner program resources of the public and private sectors. Successful implementation will also require the City to identify and measure metrics of success for each strategy, dedicate resources to provide ongoing management and calibration to ensure the City is meeting its goals, and work in partnership with public agencies, the development community, the community, and other identified stakeholders.

As a first step, the City should approve the Housing Strategy presented herein and ensure alignment with the forthcoming Housing Element. The following priority implementation actions are those identified to be undertaken in the next 1 to 2 years.

Goal 1 Priority Implementation Actions

Strategy 1.1: Encourage or require a diversity of housing types in individual development projects.

- With consideration to housing demand estimates over the next decade, Community Development should identify target quantities of a diversity of housing types to be constructed in individual development projects, including two-, three-, and four-plexes, or other missing housing types.

- Convene a working group composed of representatives from the residential development community to solicit input and achieve support for updating planning regulations and facilitating needed housing types.
- Discuss with the residential development community the feasibility and incentives needed to construct prototypes not typically constructed in the City, including shared housing, cooperative housing, build-to-rent (single-family rentals), and the rent-to-own concept.
- With residential development community, City Council, and community support, Community Development should submit for City Council approval updated planning regulations to encourage or require new subdivisions to include two-, three-, and four-plexes, or other targeted missing housing types that are designed to look cohesive with adjacent single-family homes.

Strategy 1.2: Facilitate the increased construction of ADUs/JADUs.

- Solicit input from the community and otherwise identify ways to streamline the permitting process for ADU/JADU applications.
- Housing and Community Services and Community Development should work with Finance, and potentially retain consulting services, to evaluate the feasibility of reducing or waiving certain permitting fees to lower overall costs to produce this housing type.
- Housing and Community Services and Community Development should work with Information Technology to create a user-friendly page on the City's website to convey the incentives and financial and technical resources, including permit-ready design templates, available to support the construction of ADU/JADUs.
- Conduct research on existing financing programs (e.g., CalHFA ADU grant financing program, the City of Clovis' Cottage Home Program, or the City of Oakland's consolidated ADU application format) to create a similar City program.

Strategy 1.3: Provide information to bolster community support related to the range of missing housing types in the City.

- Identify City capacity or intention to retain consulting services to implement an outreach program to conduct information sessions with City staff, the City Council, and the community on various housing topics. The objective of these meetings will be to bolster community support for affordable and other needed housing.
- Develop a comprehensive outreach program consisting of a series of forums to convey need for diversity of housing types, solicit input and concerns regarding needed housing types, and provide information regarding residential development costs.
- Identify the scope of the outreach program, including the quantity and type of meetings and other methods of communicating information (i.e., social media, publications, community organizations).

Goal 2 Priority Implementation Actions

Strategy 2.1: Encourage infill development

- Identify residential development capacity totals in infill locations citywide.
- Secure State and federal funding (e.g., Strategic Growth Council funding; Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan Infrastructure Bill) for the purpose of evaluating infrastructure constraints related to infill residential development capacity.
- In conjunction with the **Strategy 1.1**, utilize working group of residential developers to discuss and resolve impediments to infill construction, including a discussion of amended development standards and financial incentives.
- Identify and facilitate through Capital Improvement Plan updates prioritized needed infrastructure improvements to support infill residential development capacity.

Strategy 2.2: Allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in parking requirements

- Community Development staff should proactively determine a menu of options that would be available to developers to reduce the City's parking requirements, if feasibility or other constraints are properly documented.

Strategy 2.3: Address barriers associated with development fees to support increased housing development

- As proposed in the April 2022 Public Review Draft City Development Impact Fee Update report, the City should approve development impact fees to be variable based on unit size and type for single-family housing types.
- In conjunction with **Strategy 1.1**, Housing and Community Services and Community Development should work with Finance, and potentially retain consulting services, to evaluate the feasibility of reducing or waiving certain permitting fees to lower overall costs to produce affordable housing, infill projects, and other targeted missing housing types to improve project feasibility.
- The City should add all development-related fee requirements to the City's website, including the Community Benefit Contribution Fee and the Benefit District Fee, which are not clearly shown on the City's typical fee schedule.

Goal 3 Priority Implementation Actions

Strategy 3.1: Create a City staff position to serve as a centralized housing services coordinator for the City

- Housing and Community Development should prepare a business case, including a detailed job description, required and desired qualifications, and a total compensation and benefits package total, to create a new position to serve as a centralized housing services coordinator for the City.

- Present business case for near-term City approval and conduct recruitment efforts to fill position.
- Housing and Community Services should identify ongoing, annual housing target and funding objectives and oversee centralized housing services coordinator duties, including: evaluating infrastructure, financial feasibility, and other challenges facing development of needed housing and advancing solutions to overcome these challenges; maintaining an inventory of available sites for each needed housing type, recruiting developers, securing and packaging funding for affordable housing projects, providing technical assistance to homeowners and landowners who seek to build needed housing types, and pursuing partnerships to build needed housing, including the California Community Housing Agency and HCD's Prohousing designation program.

Strategy 3.2: Continue to focus on opportunities to streamline the permitting process.

- In conjunction with **Strategy 1.2**, solicit input from City staff, residential developers, and the community to identify ways to streamline the permitting process for the construction of needed housing types.
- Conduct research on best practices from other cities to improve aspects of the process, including coordination with departments, consistency, and timeliness, to make the development experience as efficient and certain as possible.



APPENDICES:

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Supplemental Tables
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APPENDIX A:

Study Area Profile Supplemental Tables

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Table A-1
Housing Needs Assessment and Strategy
City of Vacaville
Population Trends in Solano County (2010 - 2021)

Jurisdiction	Total Population												2010 - 2020 Change	
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total	Percent
Vallejo	115,942	115,684	116,798	116,796	117,675	118,298	118,493	118,865	118,685	118,535	118,151	117,846	1,904	1.6%
Fairfield	105,321	105,835	107,111	109,148	110,508	111,889	112,961	115,151	116,067	116,885	117,553	118,005	12,684	12.0%
Vacaville	92,428	92,262	92,594	92,758	93,187	93,845	95,388	96,774	97,350	97,706	98,339	98,041	5,613	6.1%
Suisun City	28,111	27,970	28,167	28,399	28,576	28,821	28,904	29,065	29,077	29,035	28,907	28,882	771	2.7%
Benicia	26,997	26,871	27,057	27,160	27,290	27,422	27,436	27,507	27,386	27,248	27,114	27,111	114	0.4%
Dixon	18,351	18,264	18,392	18,542	19,006	19,100	19,248	19,497	19,672	19,905	19,932	20,197	1,846	10.1%
Unincorporated Solano County	18,834	18,769	18,890	18,957	19,091	19,183	19,228	19,303	19,255	19,221	19,152	18,365	(469)	-2.5%
Rio Vista	7,360	7,368	7,486	7,733	8,050	8,291	8,657	9,024	9,321	9,670	10,063	10,080	2,720	37.0%
County Total	413,344	413,023	416,495	419,493	423,383	426,849	430,315	435,186	436,813	438,205	439,211	438,527	25,183	6.1%

Source: California Department of Finance Table E-5; EPS.

**Table A-2
Housing Needs Assessment and Strategy
City of Vacaville
Detailed Population and Household Trends (2010 - 2021)**

Item	City of Vacaville							Solano County						
	Total Population	Group Quarters Population [1]	Household Population	Year-over-Year Total Population Change	Households	Year-over-Year Household Change	Persons Per Household [1]	Total Population	Group Quarters Population	Household Population	Year-over-Year Total Population Change	Households	Year-over-Year Household Change	Persons Per Household
Year														
2010	92,428	8,022	84,406	-	31,089	-	2.72	413,344	12,452	400,892	-	141,758	-	2.83
2011	92,262	7,737	84,525	(0.2%)	31,306	0.7%	2.70	413,023	12,303	400,720	(0.1%)	142,496	0.5%	2.81
2012	92,594	7,206	85,388	0.4%	31,462	0.5%	2.71	416,495	11,808	404,687	0.8%	143,159	0.5%	2.83
2013	92,758	6,684	86,074	0.2%	31,680	0.7%	2.72	419,493	11,435	408,058	0.7%	144,192	0.7%	2.83
2014	93,187	6,383	86,804	0.5%	31,820	0.4%	2.73	423,383	11,189	412,194	0.9%	145,073	0.6%	2.84
2015	93,845	6,230	87,615	0.7%	31,976	0.5%	2.74	426,849	11,050	415,799	0.8%	145,736	0.5%	2.85
2016	95,388	6,578	88,810	1.6%	32,460	1.5%	2.74	430,315	11,244	419,071	0.8%	147,134	1.0%	2.85
2017	96,774	6,924	89,850	1.5%	32,780	1.0%	2.74	435,186	11,766	423,420	1.1%	148,388	0.9%	2.85
2018	97,350	6,481	90,869	0.6%	33,359	1.8%	2.72	436,813	11,314	425,499	0.4%	150,134	1.2%	2.83
2019	97,706	6,769	90,937	0.4%	33,593	0.7%	2.71	438,205	11,462	426,743	0.3%	151,083	0.6%	2.82
2020	98,339	7,122	91,217	0.6%	33,884	0.9%	2.69	439,211	11,760	427,451	0.2%	152,136	0.7%	2.81
2021	98,041	5,394	92,647	(0.3%)	34,518	1.9%	2.68	438,527	9,565	428,962	(0.2%)	152,877	0.5%	2.81
2010 - 2021 Change	5,613	(2,628)	8,241	6.1%	3,429	11.0%		25,183	(2,887)	28,070	6.1%	11,119	7.8%	

Source: California Department of Finance Table E-5; EPS.

[1] Includes household population only.

**Table A-3
Housing Needs Assessment and Strategy
City of Vacaville
Race and Ethnicity (2010 - 2019)**

Item	City of Vacaville					Solano County				
	2010		2019		% Change 2010 - 2019	2010		2019		% Change 2010 - 2019
	Total	% [2]	Total	%		Total	%	Total	%	
Race or Ethnicity [1]										
White	52,780	57.4%	45,786	45.5%	(13.3%)	167,985	40.5%	165,752	37.0%	(1.3%)
Black	9,146	9.9%	8,376	8.3%	(8.4%)	61,181	14.8%	59,764	13.4%	(2.3%)
American Indian and Alaska Native	572	0.6%	741	0.7%	29.5%	1,777	0.4%	1,130	0.3%	(36.4%)
Asian	5,183	5.6%	10,865	10.8%	109.6%	59,395	14.3%	68,374	15.3%	15.1%
Native Hawaiian or Other Pacific Islander	434	0.5%	826	0.8%	90.3%	3,803	0.9%	3,775	0.8%	(0.7%)
Some Other Race	582	0.6%	206	0.2%	(64.6%)	1,190	0.3%	1,052	0.2%	(11.6%)
Two or More Races	3,787	4.1%	6,818	6.8%	80.0%	18,955	4.6%	25,693	5.7%	35.5%
Hispanic or Latino (any race)	19,444	21.2%	27,051	26.9%	39.1%	100,019	24.1%	122,103	27.3%	22.1%
Total	91,928	100.0%	100,669	100.0%	-	414,305	100.0%	447,643	100.0%	-

Source: American Community Survey 1-Year Estimates Table B03002; EPS.

[1] All races include only non-Hispanic/ Latino respondents. Hispanic or Latino respondents of any race are included in the "Hispanic or Latino (any race)" category.

[2] Percentages may not add to 100 due to rounding.

**Table A-4
Housing Needs Assessment and Strategy
City of Vacaville
Age (2010 - 2019)**

Item	City of Vacaville					Solano County				
	2010		2019		% Change 2010 - 2019	2010		2019		% Change 2010 - 2019
	Total	%	Total	%		Total	%	Total	%	
Age Range										
Under 5 years	5,546	6.0%	6,563	6.5%	18.3%	26,732	6.5%	26,732	6.0%	0.0%
5 - 19 years	18,344	19.8%	18,420	18.3%	0.4%	85,749	20.7%	81,875	18.3%	-4.5%
20 - 34 years	20,343	22.0%	21,231	21.1%	4.4%	84,720	20.4%	93,767	20.9%	10.7%
35 - 54 years	29,374	31.7%	27,128	26.9%	(7.6%)	118,192	28.5%	112,749	25.2%	-4.6%
55- 64 years	10,085	10.9%	13,319	13.2%	32.1%	51,394	12.4%	59,906	13.4%	16.6%
65 and years	8,931	9.6%	14,008	13.9%	56.8%	47,518	11.5%	72,614	16.2%	52.8%
Total	92,623	100.0%	100,669	100.0%	8.7%	414,305	100.0%	447,643	100.0%	8.0%
Median Age	36.4		37.6			36.6		38.5		

Source: American Community Survey 1-Year Estimates Table DP05; EPS.

**Table A-5
Housing Needs Assessment and Strategy
City of Vacaville
Educational Attainment (2010 and 2019)**

Item	City of Vacaville					Solano County				
	2010		2019		% Change 2010 - 2019	2010		2019		% Change 2010 - 2019
	Total	%	Total	%		Total	%	Total	%	
Educational Attainment [1]										
Less than 9th Grade	2,873	4.7%	3,344	4.8%	0.1%	16,073	5.9%	17,068	5.5%	6.2%
9th - 12th grade, No Diploma	4,890	8.0%	5,145	7.3%	5.2%	20,976	7.7%	16,421	5.3%	(21.7%)
High School Graduate (Inc. Equivalency)	16,811	27.5%	16,057	22.9%	(4.5%)	68,105	25.0%	73,322	23.6%	7.7%
Some College, No degree	17,972	29.4%	20,642	29.5%	14.9%	76,823	28.2%	82,680	26.6%	7.6%
Associate's Degree	6,419	10.5%	7,586	10.8%	18.2%	28,059	10.3%	31,394	10.1%	11.9%
Bachelor's Degree	8,497	13.9%	11,001	15.7%	29.5%	41,680	15.3%	59,359	19.1%	42.4%
Graduate or Professional Degree	3,668	6.0%	6,240	8.9%	70.1%	20,432	7.5%	30,463	9.8%	49.1%
Total	61,130	100%	70,015	100%	15%	272,421	100%	310,707	100%	14%

Source: American Community Survey 1-Year Estimates Table S1501; EPS.

[1] Totals and percentages for population 25 years and over only.

Table A-6
Housing Needs Assessment and Strategy
City of Vacaville
Income Distribution (2010 and 2019)

Item	Median Household Income Nominal	Median Household Income (\$2019)	Less than \$49,999 [1]	\$50,000 - \$74,999	\$75,000 or more	Less than \$15,000	\$15,000 - \$24,999	\$25,000 - \$34,999	\$35,000 - \$49,999	\$50,000 - \$74,999	\$75,000 - \$99,999	\$100,000 - \$149,999	\$150,000 - \$199,999	\$200,000 or more
City of Vacaville														
2010	\$71,706	\$87,638	30.2%	23.1%	46.7%	6.0%	5.7%	6.9%	11.6%	23.1%	14.7%	19.8%	7.7%	4.5%
2019	\$91,302	\$91,302	26.0%	13.5%	60.4%	7.1%	3.9%	5.6%	9.4%	13.5%	15.5%	21.8%	12.0%	11.1%
Solano County														
2010	\$63,384	\$77,467	37.0%	21.3%	41.7%	9.4%	7.5%	8.5%	11.6%	21.3%	14.2%	17.1%	6.9%	3.5%
2019	\$86,652	\$86,652	26.9%	16.0%	57.1%	6.6%	4.3%	6.3%	9.7%	16.0%	15.6%	20.5%	10.9%	10.1%

Source: American Community Survey Table 1-Year Estimates Table S1001; EPS.

[1] Distributions based on nominal dollars.

**Table A-7
Housing Needs Assessment and Strategy
City of Vacaville
Housing Tenure (2010 - 2019)**

Item	City of Vacaville				Solano County			
	2010		2019		2010		2019	
	Total	%	Total	%	Total	%	Total	%
Tenure								
Renter occupied	10,262	36.1%	12,433	38.2%	52,587	37.5%	56,851	37.8%
Homeowner occupied	18,168	63.9%	20,127	61.8%	87,615	62.5%	93,542	62.2%
Total	28,430	100%	32,560	100%	140,202	100%	150,393	100%

Source: American Community Survey Table 1-Year estimates Table DP04; EPS.

**Table A-8
Housing Needs Assessment and Strategy
City of Vacaville
Tenure by Units In Structure (2019)**

Item	City of Vacaville			Solano County		
	Owner-Occupied	Renter Occupied	Share Renter Occupied	Owner-Occupied	Renter Occupied	Share Renter Occupied
Unit Type						
Detached Single-Family	18,443	5,196	22.0%	83,412	24,032	22.4%
Attached Single-Family	568	409	41.9%	3,255	3,613	52.6%
Duplex	8	285	97.3%	358	2,393	87.0%
3 to 4 unit building	168	1,646	90.7%	545	7,229	93.0%
5 + unit building	188	4,517	96.0%	1,346	19,552	93.6%
Mobile Home	887	303	25.5%	3,120	826	20.9%
Boat, RV, Van, Other	24	56	70.0%	113	71	38.6%
Total	20,286	12,412	38.0%	92,149	57,716	38.5%

Source: American Community Survey 2015-2019 5-Year Estimates, Table 25032; EPS.

**Table A-9
Housing Needs Assessment and Strategy
City of Vacaville
Household Size and Tenure (2010 and 2019)**

Item	2010		2019		Change (2010 - 2019)
	Total	%	Total	%	
Renter Occupied Households					
1-person	3,083	30.6%	3,373	27.2%	9.4%
2-person	2,680	26.6%	3,329	26.8%	24.2%
3-person	1,687	16.8%	2,413	19.4%	43.0%
4+ -person	2,612	26.0%	3,297	26.6%	26.2%
Total	10,062	100.0%	12,412	100.0%	23.4%
Owner Occupied					
1-person	3,769	18.9%	3,923	19.3%	4.1%
2-person	6,890	34.6%	7,171	35.3%	4.1%
3-person	3,622	18.2%	3,435	16.9%	-5.2%
4+ -person	5,653	28.4%	5,757	28.4%	1.8%
Total	19,934	100.0%	20,286	100.0%	1.8%
Total					
1-person	6,852	22.8%	7,296	22.3%	6.5%
2-person	9,570	31.9%	10,500	32.1%	9.7%
3-person	5,309	17.7%	5,848	17.9%	10.2%
4+ -person	8,265	27.6%	9,054	27.7%	9.5%
Total	29,996	100.0%	32,698	100.0%	9.0%

Source: American Community Survey Table 5-Year estimates Table B25009; EPS.

Table A-10
Housing Needs Assessment and Strategy
City of Vacaville
Household Size and Tenure by Age of Householder (2019)

Item	Owner Occupied		Renter Occupied	
	Total	Share	Total	Share
1-person household				
15 to 54 years	958	36.9%	1,637	63.1%
55 to 64 years	903	61.3%	570	38.7%
65 to 74 years	996	62.4%	600	37.6%
75 years and over	1,066	65.3%	566	34.7%
2-or-more-person household				
15 to 54 years	8,705	54.4%	7,306	45.6%
55 to 64 years	3,908	78.5%	1,070	21.5%
65 to 74 years	2,575	87.0%	386	13.0%
75 years and over	1,175	80.9%	277	19.1%

Source: American Community Survey 5-year estimates 2015-2019, Table B25116.

**Table A-11
Housing Needs Assessment and Strategy
City of Vacaville
Living Arrangements for Adults 18 Years and Older**

	2015		2019	
	City of Vacaville	State of California	City of Vacaville	State of California
All over 18				
Lives Alone	10.2%	10.6%	9.8%	10.6%
Living with Spouse	46.5%	43.4%	54.3%	43.5%
Living with Unmarried Partner	7.5%	6.0%	6.5%	6.1%
Living with Parents	14.6%	15.0%	14.8%	15.4%
Living with Other Relatives	17.4%	17.1%	11.8%	16.7%
Living with Nonrelatives	3.8%	7.9%	2.7%	7.7%
Total Over 18	66,929	29,225,910	70,310	29,816,567
18-34 Year Olds				
Lives Alone	2.5%	5.1%	4.1%	5.3%
Living with Spouse	24.0%	19.6%	33.9%	19.0%
Living with Unmarried Partner	10.3%	8.4%	9.2%	8.3%
Living with Parents	34.1%	38.1%	40.4%	39.5%
Living with Other Relatives	21.8%	15.0%	8.7%	14.5%
Living with Nonrelatives	7.1%	13.8%	3.6%	13.4%
Total 18-34 Year Olds	22,384	9,363,171	21,485	9,300,854

Source: American Community Survey 1-Year Estimates Table B09021, EPS.

Table A-12
Housing Needs Assessment and Strategy
City of Vacaville
Overall Rent Burden (2019)

Item	City of Vacaville		Solano County	
	Total Renter Households	Share of Renter Households [2]	Total Renter Households	Share of Renter Households [2]
Rent as a Percentage of Household Income [1]				
Less than 30% of Income	5,555	44.8%	25,558	44%
30% to 50% of Income	3,774	30.4%	15,152	26%
More than 50% of Income	2,711	21.8%	14,592	25%
Total Renter Households	12,412	97%	57,716	96%

Source: American Community Survey 2015-2019 5-Year Estimates, Table 25074; EPS.

[1] The US Department of Housing and Urban Development defines a household spending more than 30 percent of their income on housing as "rent burdened." Households spending more than 50 percent of income on housing are considered "severely rent burdened."

[2] Totals do not add to 100% because a subset of households did not have their income-to-rent ratio computed by the American Community Survey, either because they pay no rent or because they reported zero or negative income.

Table A-13
Housing Needs Assessment and Strategy
City of Vacaville
Rent as a Percentage of Household Income by Household Income (2019)

Rent Burden by Income Bracket [1]	City of Vacaville		Solano County	
	Total Renter Households	Share within Income Bracket	Total Renter Households	Share within Income Bracket
Less than \$20,000				
Less than 30%	252	14%	676	7%
30% to 50%	175	10%	761	8%
More than 50%	1,229	68%	6,550	72%
Total [2]	1,795	92%	9,047	88%
\$20,000 to \$49,999				
Less than 30%	438	13%	2,084	13%
30% to 50%	1,518	45%	6,459	40%
More than 50%	1,341	40%	7,285	45%
Total [2]	3,355	98%	16,349	97%
\$50,000 to \$74,999				
Less than 30%	881	35%	4,756	42%
30% to 50%	1,388	56%	5,627	50%
More than 50%	128	5%	684	6%
Total [2]	2,494	96%	11,340	98%
\$75,000 to \$99,999				
Less than 30%	965	60%	5,595	73%
30% to 50%	584	37%	1,785	23%
More than 50%	13	1%	73	1%
Total [2]	1,597	98%	7,671	97%
\$100,000 or more				
Less than 30%	3,019	95%	12,447	94%
30% to 50%	109	3%	520	4%
More than 50%	-	0%	-	0%
Total [2]	3,171	99%	13,309	97%

Source: American Community Survey 2015-2019 5-Year Estimates, Table 25032; EPS.

[1] See Table 9 for a definition of rent burden.

[2] Totals do not add to 100% because a subset of households did not have their income-to-rent ratio computed by the American Community Survey, either because they pay no rent or because they reported zero or negative income.

Table A-14
Housing Needs Assessment and Strategy
City of Vacaville
Owner's Costs as a Percentage of Household Income by Household Income (2019)

Housing Cost Burden by Income Bracket [1]	City of Vacaville			Solano County		
	Owner- Occupied Households	Share within Income Bracket	Share with Mortgage	Owner- Occupied Households	Share within Income Bracket	Share with Mortgage
Less than \$20,000						
Less than 30%	-	0.0%		815	16.6%	
30% or more	585	100.0%		3,451	70.1%	
Not Computed	-	0.0%		657	13.3%	
Total	585	100.0%	2.8%	4,923	100.0%	2.8%
\$20,000 to \$49,999						
Less than 30%	1,555	57.9%		6,229	48.4%	
30% or more	1,131	42.1%		6,641	51.6%	
Not Computed	-	0.0%		-	0.0%	
Total	2,686	100.0%	6.0%	12,870	100.0%	6.0%
\$50,000 to \$74,999						
Less than 30%	989	37.9%		7,348	55.0%	
30% or more	1,620	62.1%		6,007	45.0%	
Not Computed	-	0.0%		-	0.0%	
Total	2,609	100.0%	11.4%	13,355	100.0%	13.5%
\$75,000 to \$99,999						
Less than 30%	2,003	67.1%		9,292	67.1%	
30% or more	982	32.9%		4,549	32.9%	
Not Computed	-	0.0%		-	0.0%	
Total [1]	2,985	100.0%	76.4%	13,841	100.0%	72.0%
\$100,000 or more						
Less than 30%	10,632	94.4%		44,617	91.9%	
30% or more	630	5.6%		3,936	8.1%	
Not Computed	-	0.0%		-	0.0%	
Total	11,262	100.0%	N/A	48,553	100.0%	N/A

Source: American Community Survey 2015-2019 5-Year Estimates, Table S2506; EPS.

[1] The top income bracket on ACS Table S2506 for share of households with a mortgage by income is \$75,000 or more. The share of households with a mortgage in this row refers to this income bracket, not the \$75,000 to \$99,999 income bracket for the table.

**Table A-15
Housing Needs Assessment and Strategy
City of Vacaville
Detailed Descriptions of National Industrial Classification Systems Industries**

NAICS Code	NAICS Label	Description	Examples of Sub-Industry Categories
11	Ag., Forestry, Fishing and Hunting (11)	Activities of this sector are growing crops, raising animals, harvesting timber, and harvesting fish and other animals from farms, ranches, or the animals' natural habitats.	Crop Production (111); Logging (1133); Hunting and Trapping (1142); Support Activities for Crop Production, Animal Production, and Forestry (1151 - 1153)
21	Mining, Quarrying, Oil & Gas Extr. (21)	Activities of this sector are extracting naturally occurring mineral solids, such as coal and ore; liquid minerals, such as crude petroleum; and gases, such as natural gas; and beneficiating (e.g., crushing, screening, washing, and flotation) and other preparation at the mine site, or as part of mining activity.	Oil and Gas Extraction (211); Metal Ore Mining (2122); Support Activities for Mining (213)
22	Utilities (22)	Activities of this sector are generating, transmitting, and/or distributing electricity, gas, steam, and water and removing sewage through a permanent infrastructure of lines, mains, and pipe.	Electric Power Generation, Transmission and Distribution (2211); Natural Gas Distribution (2212); Water, Sewage, and Other Systems (2213)
23	Construction (23)	Activities of this sector are erecting buildings and other structures (including additions); heavy construction other than buildings; and alterations, reconstruction, installation, and maintenance and repairs.	Construction of Buildings (236); Specialty Trade Contractors (238); Land Subdivision (2372)
31	Manufacturing (31-33)	Activities of this sector are the mechanical, physical, or chemical transformation of materials, substances, or components into new products.	Food Manufacturing (311); Textile Mills (313); Chemical Manufacturing (325); Computer and Electronic Product Manufacturing (334)
42	Wholesale Trade (42)	Activities of this sector are selling or arranging for the purchase or sale of goods for resale; capital or durable nonconsumer goods; and raw and intermediate materials and supplies used in production, and providing services incidental to the sale of the merchandise.	Lumber and Other Construction Materials Merchant Wholesalers (4233); Machinery, Equipment, and Supplies Merchant Wholesalers (4238); Miscellaneous Nondurable Goods Merchant Wholesalers (4294) [including: Farm Supplies (424910), Tobacco and Tobacco Product (424940), etc.]
44	Retail Trade (44-45)	Activities of this sector are retailing merchandise generally in small quantities to the general public and providing services incidental to the sale of the merchandise.	Motor Vehicle and Parts Dealers (441); Grocery Stores (4451); Gasoline Stations (447); Electronics and Appliance Stores (4431)
48	Transportation and Warehousing (48-49)	Activities of this sector are providing transportation of passengers and cargo, warehousing and storing goods, scenic and sightseeing transportation, and supporting these activities.	Air, Rail, Water, and Truck Transportation (481 - 484); Postal Service (491); Warehousing and Storage (4931)
51	Information (51)	Activities of this sector are distributing information and cultural products, providing the means to transmit or distribute these products as data or communications, and processing data.	Publishing Industries (except Internet) (511); Software Publishers (5112); Motion Picture and Sound Recording Industries (512); Telecommunications (517); Data Processing, Hosting, and Related Services (518)
52	Finance and Insurance (52)	Activities of this sector involve the creation, liquidation, or change in ownership of financial assets (financial transactions) and/or facilitating financial transactions.	Credit Intermediation and Related Activities (522); Securities and Commodity Exchanges (5232); Insurance Carriers (5241)
53	Real Estate and Rental Leasing (53)	Activities of this sector are renting, leasing, or otherwise allowing the use of tangible or intangible assets (except copyrighted works), and providing related services.	Real Estate (531); Offices of Real Estate Agents and Brokers (5312); Automotive Equipment Rental and Leasing (5321); Lessors of Nonfinancial Intangible Assets (except Copyrighted Works) (533)
54	Prof., Scientific, and Tech. Services (54)	Activities of this sector are performing professional, scientific, and technical services for the operations of other organizations.	Legal Services (5411); Accounting, Tax Preparation, Bookkeeping, and Payroll Services (5412); Marketing Consulting Services (541613); Research and Development in Biotechnology (except Nanotechnology) (541714)

**Table A-15
Housing Needs Assessment and Strategy
City of Vacaville
Detailed Descriptions of National Industrial Classification Systems Industries**

NAICS Code	NAICS Label	Description	Examples of Sub-Industry Categories
55	Mgmt of Companies and Enterprises (55)	Activities of this sector are the holding of securities of companies and enterprises, for the purpose of owning controlling interest or influencing their management decisions, or administering, overseeing, and managing other establishments of the same company or enterprise and normally undertaking the strategic or organizational planning and decision-making role of the company or enterprise.	Management of Companies and Enterprises (5511); Offices of Bank and Other Holding Companies (551111, 551112); Corporate, Subsidiary, and Regional Managing Offices (551114)
56	Admin., Support & Waste Mgmt Svcs (56)	Activities of this sector are performing routine support activities for the day-to-day operations of other organizations.	Office Administrative Services (5611); Employment Services (5613); Investigation and Security Services (5616); Waste Treatment and Disposal (5622)
61	Educational Services (61)	Activities of this sector are providing instruction and training in a wide variety of subjects.	Elementary and Secondary Schools (6111); Professional and Management Development Training (611430); Technical and Trade Schools (6115); Educational Support Services (6117)
62	Health Care and Social Assistance (62)	Activities of this sector are providing health care and social assistance for individuals.	Offices of Physicians (6211); Offices of Dentists (6212); Outpatient Care Centers (6214); Ambulance Services (621910); Community Food and Housing, and Emergency and Other Relief Services (6242); Child Day Care Services (6244)
71	Arts, Entertainment, and Recreation (71)	Activities of this sector are operating or providing services to meet varied cultural, entertainment, and recreational interests of their patrons.	Performing Arts Companies (7111); Dance Companies (711120); Racetracks (711212); Museums (712110); Amusement and Theme Parks (7131); Gambling Industries (7132)
72	Accommodation and Food Services (72)	Activities of this sector are providing customers with lodging and/or preparing meals, snacks, and beverages for immediate consumption.	Hotels and Motels, and Casino Hotels (721110, 721120); RV Parks and Campgrounds (721211); Restaurants and Other Eating Places (7225)
81	Other Services (except Public Admin.) (81)	Activities of this sector are providing services not elsewhere specified, including repairs, religious activities, grantmaking, advocacy, laundry, personal care, death care, and other personal services.	Automotive Repair and Maintenance (8111); Barber Shops and Beauty Salons (812111, 812112); Drycleaning and Laundry Services (8123); Religious Organizations (8131); Civic and Social Organizations (8134)
92	Public Administration (9A-9B)	Activities of this sector are administration, management, and oversight of public programs by Federal, State, and local governments.	State and Local Government Education (i.e., school districts; educational institutions), Hospitals, and Health Services; Federal Government Military and Other; Executive, Legislative, and Other General Government Support (9211); Justice, Public Order, and Safety Activities (9221); Administration of Environmental Quality Programs (9241); Space Research and Technology (9271)

Source: IMPLAN; North American Industry Classification System (NAICS) Manual, 2017: EPS.

**Table A-16
Housing Needs Assessment and Strategy
City of Vacaville
Jobs Housing Balance (2010 - 2019)**

Year	City of Vacaville			Solano County		
	Jobs	Housing Units	Jobs: Housing Ratio	Jobs	Housing Units	Jobs: Housing Ratio
2000 [1]	22,578	28,675	0.79	117,832	134,513	0.88
2010	27,477	32,814	0.84	122,176	152,698	0.80
2018	33,955	34,884	0.97	153,559	158,786	0.97
2019	34,802	35,095	0.99	140,695	159,586	0.88

Source: California Department of Finance Table E-5, Association of Bay Area Governments Projections 2040; EPS.

[1] Jobs for year 2000 are based on 2002 OnTheMap estimates, the earliest year for which data is available.

**Table A-17
Housing Needs Assessment and Strategy
City of Vacaville
Commuting Patterns (2019)**

Item	City of Vacaville		Solano County	
	Count	% of Total	Count	% of Total
Mean Commute Time (minutes) [1]	28.7		33.2	
Resident Workers				
Residents both Living and Employed in the Study Area	9,748	21.9%	69,749	34.2%
Residents Living in the Study Area but Employed Outside (Outflow)	34,705	78.1%	133,904	65.8%
Subtotal Resident Workers	44,453	100.0%	203,653	100.0%
Employment				
Residents both Living and Employed in the Study Area	9,748	28.0%	69,749	49.6%
Workers Employed in the Study Area but Living Outside	25,054	72.0%	70,946	50.4%
Total Employment in Area (Inflow)	34,802	100.0%	140,695	100.0%
Inflow/Outflow Ratio [2]	100.3%		105.1%	

Source: U.S. Census OnTheMap 2010, 2019; U.S. Census ACS 5-Year Estimates Table S0801 2018; EPS.

[1] Mean commute times derived from US Census American Community Survey data as of 2018.

[2] The inflow/outflow ratio is the percentage of residents living in the specified area that travel outside of that area for work compared to the total employment for that specified area.

Table A-18
Housing Needs Assessment and Strategy
City of Vacaville
Commute Origin for Workers Employed in City of Vacaville (2010 & 2019)

Item	2010		2019		% Change 2010 - 2019
	Number of Workers	Share of Workers	Number of Workers	Share of Workers	
County of Residence					
Solano County	13,908	50.6%	17,284	49.7%	24.3%
Sacramento County	2,889	10.5%	3,649	10.5%	26.3%
Yolo County	1,541	5.6%	1,966	5.6%	27.6%
Contra Costa County	1,077	3.9%	1,734	5.0%	61.0%
Alameda County	797	2.9%	1,111	3.2%	39.4%
San Joaquin County	579	2.1%	948	2.7%	63.7%
Napa County	557	2.0%	889	2.6%	59.6%
Santa Clara County	622	2.3%	824	2.4%	32.5%
Sonoma County	615	2.2%	765	2.2%	24.4%
Placer County	534	1.9%	667	1.9%	24.9%
All Other Locations	4,358	15.9%	4,965	14.3%	13.9%
Total	27,477	100%	34,802	100%	26.7%

Source: US Census Bureau OnTheMap; EPS.

Table A-19
Housing Needs Assessment and Strategy
City of Vacaville
Commute Distance for Workers Employed in City of Vacaville (2010 & 2019)

Item	2010		2019		% Change 2010 - 2019
	Number of Workers	Share of Workers	Number of Workers	Share of Workers	
Commute Distance [1]					
Less than 10 miles	12,155	44.2%	14,967	43.0%	23.1%
10 to 24 miles	3,508	12.8%	4,723	13.6%	34.6%
25 to 50 miles	6,534	23.8%	8,665	24.9%	32.6%
Greater than 50 miles	5,280	19.2%	6,447	18.5%	22.1%
Total	27,477	100%	34,802	100%	26.7%

Source: US Census Bureau OnTheMap; EPS.

[1] Based on distance between workers' residence census block and place of work census block.

Table A-20
Housing Needs Assessment and Strategy
City of Vacaville
Worker Earnings by Place of Work or Residence

Item	Labor Force		Jobs	
	Total [1]	% of total	Total [1]	% of total
Income Group				
Less than \$9,999	5,187	11.7%	5,623	15.0%
\$10,000 to \$24,999	7,270	16.4%	7,212	19.2%
\$25,000 to \$49,999	10,658	24.1%	9,617	25.6%
\$50,000 to \$74,999	8,485	19.2%	5,814	15.5%
\$75,000 or more	12,607	28.5%	9,241	24.6%
Total	44,207	100.0%	37,507	100%

Source: American Community Survey 5-Year Estimates Table B08119 and B08519; ABAG/MTC; EPS.

[1] Includes all workers 16 years of age and over.

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APPENDIX B:

Residential Market Conditions Supplemental Tables

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**Table B-1
City of Vacaville
Housing Needs Assessment and Strategy
Units Permitted by Year (2008 - 2021)**

Item	City of Vacaville					Solano County				
	1-Unit	2-Unit	3- and 4- Unit	5-Unit +	Total	1-Unit	2-Unit	3- and 4-Unit	5-Unit +	Total
Year										
2008	143	-	-	228	371	300	-	4	228	532
2009	304	-	-	-	304	559	-	-	-	559
2010	214	-	-	-	214	438	-	-	-	438
2011	140	-	-	-	140	377	-	-	-	377
2012	97	-	-	-	97	475	-	-	-	475
2013	125	-	-	222	347	491	-	-	235	726
2014	138	-	-	-	138	610	-	-	-	610
2015	369	-	-	56	425	805	2	-	342	1,149
2016	337	-	-	-	337	618	-	-	63	681
2017	276	-	-	-	276	615	-	4	228	847
2018	196	-	-	24	220	584	-	4	228	816
2019	378	-	-	-	378	816	-	4	228	1,048
2020	416	-	-	245	661	855	-	4	228	1,087
2021	251	-	-	220	471	606	-	4	228	838
<i>Average Per Year (2008-2020)</i>	261	-	-	65	326	629	-	2	148	779
Total 2008 - 2021	3,384	-	-	995	4,379	8,149	2	24	2,008	10,183

Source: United States Department of Housing and Urban Development State of the Cities Database; EPS.

Table B-2
Housing Needs Assessment and Strategy
City of Vacaville
Housing Units in Solano County (2010 - 2020)

Jurisdiction	Total Housing Units											2010 - 2020 Change	
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total	Percent
Vallejo	44,433	44,473	44,548	44,584	44,637	44,638	44,656	44,706	44,725	44,741	44,815	382	0.9%
Fairfield	37,184	37,384	37,547	37,819	38,045	38,404	38,682	39,237	39,599	39,847	40,220	3,036	8.2%
Vacaville	32,814	33,020	33,158	33,286	33,409	33,564	34,006	34,317	34,884	35,095	35,389	2,575	7.8%
Suisun City	9,454	9,454	9,454	9,454	9,459	9,493	9,493	9,514	9,549	9,559	9,563	109	1.2%
Benicia	11,306	11,316	11,327	11,326	11,327	11,329	11,331	11,332	11,341	11,344	11,348	42	0.4%
Dixon	6,172	6,178	6,178	6,178	6,297	6,297	6,328	6,389	6,468	6,573	6,614	442	7.2%
Unincorporated Solano County	7,445	7,453	7,460	7,464	7,476	7,483	7,496	7,514	7,528	7,549	7,569	124	1.7%
Rio Vista	3,890	3,914	3,940	4,000	4,132	4,232	4,383	4,546	4,692	4,878	5,096	1,206	31.0%
County Total	141,392	141,876	142,285	142,785	143,455	144,111	145,044	146,223	147,445	148,242	149,266	7,874	5.6%

Source: California Department of Finance Table E-5;EPS.

**Table B-3
Housing Needs Assessment and Strategy
City of Vacaville
Units in Structure (2010 and 2020)**

Item	Single Detached	Single Attached	Two to Four	Five Plus	Mobile Homes
City of Vacaville					
2010	23,441	1,101	2,257	4,879	1,136
2020	25,391	1,103	2,257	5,502	1,136
Percent Increase (2010 - 2020)	8.3%	0.2%	0.0%	12.8%	0.0%
Solano County					
2010	109,059	6,592	11,213	21,252	4,582
2020	115,476	6,809	11,278	22,424	4,627
Percent Increase (2010 - 2020)	5.9%	3.3%	0.6%	5.5%	1.0%
State of California					
2010	7,959,078	966,440	1,110,620	3,076,519	557,647
2020	8,231,434	996,863	1,143,264	3,397,665	560,817
Percent Increase (2010 - 2020)	3.4%	3.1%	2.9%	10.4%	0.6%

Source: California Department of Finance Table E-5; EPS.

Table B-4
Housing Needs Assessment and Strategy
City of Vacaville
Age of Structure by Tenure in City of Vacaville (2019)

Item	Renter Occupied		Owner Occupied	
	Total	Percent of Total	Total	Percent of Total
Year Structure Built				
Built 2014 or Later	204	1.6%	516	2.6%
Built 2010 - 2013	261	2.1%	632	3.1%
2000 - 2009	1,353	10.9%	2,531	12.5%
1990 - 1999	1,847	14.9%	3,843	19.0%
Subtotal Post-1990	3,665	30%	7,522	37%
<hr/>				
Year Structure Built				
1980 - 1989	3,015	24.3%	4,348	21.5%
1970 - 1989	3,426	27.6%	5,358	26.5%
Before 1970	2,306	18.6%	2,973	14.7%
Total	12,412	100%	20,201	100%

Source: American Community Survey 2015 -2019 5-Year Estimates Table B25126, EPS.

**Table B-5
Housing Needs Assessment and Strategy
City of Vacaville
Number of Bedrooms by Tenure in City of Vacaville (2019)**

Item	Renter Occupied		Owner Occupied	
	Total	Percent of Total	Total	Percent of Total
Number of Bedrooms in Unit				
0 (Studio)	367	3.0%	78	0.4%
1	2,662	21.4%	289	1.4%
2	4,364	35.2%	2,464	12.1%
3	3,313	26.7%	8,481	41.8%
4	1,568	12.6%	7,520	37.1%
5 or more	138	1.1%	1,454	7.2%
Total Units	12,412	100%	20,286	100%

Source: American Community Survey 2015 -2019 5-Year Estimates Table B25042, EPS.

Table B-6
Housing Needs Assessment and Strategy
City of Vacaville
Vacancy Rate of Rental Apartments in Vacaville (2010 - 2021)

Item	Market-Rate			Below Market Rate [1]			Senior-Only [1]			All Units		
	Total Units	Vacant	Vacancy Rate	Total Units	Vacant	Vacancy Rate	Total Units	Vacant	Vacancy Rate	Units Respond	Vacant	Vacancy Rate
Year [2]												
2010	4,690	163	3.5%	-	-	-	428	5	1.2%	5,118	168	3.3%
2011	4,899	83	1.7%	-	-	-	428	4	0.9%	5,327	87	1.6%
2012	-	-	-	-	-	-	-	-	-	-	-	-
2013	-	-	-	-	-	-	-	-	-	-	-	-
2014	4,238	97	2.3%	-	-	-	484	0	0.0%	4,722	97	2.1%
2015	4,128	50	1.2%	759	6	0.8%	506	0	0.0%	5,393	56	1.0%
2016	4,664	67	1.4%	781	13	1.7%	506	0	0.0%	5,951	80	1.3%
2017	4,665	77	1.7%	955	7	0.7%	506	1	0.2%	6,126	85	1.4%
2018	3,832	111	2.9%	961	5	0.5%	466	1	0.2%	5,259	117	2.2%
2019	4,696	127	2.7%	1003	6	0.6%	459	2	0.4%	6,158	135	2.2%
2020	4,226	91	2.2%	999	4	0.4%	458	0	0.0%	5,683	95	1.7%
2021	4,549	88	1.9%	924	13	0.4%	428	4	0.9%	5,901	105	1.8%

Source: City of Vacaville Market Rate Apartment Vacancy and Rent Survey (2021), EPS.

[1] These surveys do not include the 359 units that are both age- and rent-restricted.

[2] No surveys were conducted in 2012 and 2013, and the survey did not include below market-rate units before 2015.

**Table B-7
Housing Needs Assessment and Strategy
City of Vacaville
Contract Rent for City of Vacaville and Solano County (2010 and 2019)**

Item	City of Vacaville		Solano County	
	2010	2019	2010	2019
Contract Rent				
Less than \$500	6.7%	7.3%	8.2%	5.3%
\$500 to \$749	4.3%	3.5%	9.2%	4.3%
\$749 to \$999	24.0%	11.4%	25.3%	12.9%
\$1,000 to \$1,249	23.6%	13.5%	21.9%	16.4%
\$1,250 to \$1,499	16.8%	15.3%	14.7%	16.5%
\$1,500 to \$1,999	21.0%	33.4%	16.2%	28.9%
\$2,000 to \$2,499 [1]	3.7%	12.9%	4.4%	11.6%
\$2,500 to \$2,999	N/A	2.3%	N/A	3.3%
\$3,000 or more	N/A	0.4%	N/A	0.8%
Total	100.0%	100.0%	100.0%	100.0%

Source: American Community Survey 5-Year Estimates Table B25056; EPS.

[1] The top rent category from the 2010 5-Year ACS was \$2,000 or more. Data in this row for 2010 reflect that value, not the \$2,000 to \$2,499 value.

**Table B-8
Housing Needs Assessment and Strategy
City of Vacaville
Multifamily Housing Market Summary (2010 - 2020)**

Item	City of Vacaville Multifamily Housing					
	Total Units	% Change, Total Units	New Units	Rent Asked	% Change, Rent Asked	Vacancy Rate
Year						
2010	6,688	-	-	\$1,186	-	6.2%
2011	6,688	0.0%	-	\$1,205	1.6%	6.4%
2012	6,688	0.0%	-	\$1,220	1.2%	6.2%
2013	6,688	0.0%	-	\$1,254	2.8%	5.2%
2014	6,688	0.0%	-	\$1,299	3.6%	4.6%
2015	6,910	3.3%	222	\$1,433	10.3%	4.2%
2016	7,204	4.3%	294	\$1,495	4.3%	5.3%
2017	7,204	0.0%	-	\$1,580	5.7%	5.2%
2018	7,204	0.0%	-	\$1,661	5.1%	4.2%
2019	7,243	0.5%	39	\$1,716	3.3%	4.7%
2020	7,488	3.4%	245	\$1,821	6.1%	4.0%
Average/Total Change			73		53.5%	5.1%

Source: CoStar; EPS.

APPENDIX C:

Residential Demand Supplemental Tables

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Table C-3	Projected Housing Demand Methodology	C-3
Table C-4	Vacaville Residential Development Projects Status	C-4



**Table C-1
Housing Needs Assessment and Strategy
City of Vacaville
Household Income Level Projections Methodology (2022-2031)**

Item	Regional Housing Needs Allocation (2022-2031)	
	Total Units [1]	%
Income Level		
Very Low	677	26.1%
Low	404	15.6%
Moderate	409	15.8%
Above Moderate	1,105	42.6%
Total	2,595	100.0%

Source: Solano County 6th Cycle Regional Housing Needs Plan Public Review Draft September 2021, 2023-2031 RHNA Allocation, Table 9; EPS.

[1] Total units by income category based on RHNA allocation from Solano County 6th Cycle Regional Housing Needs 2023-2031 RHNA Allocation, Table 9.

**Table C-2
Housing Needs Assessment and Strategy
City of Vacaville
Projected Housing Demand Methodology**

Item	City of Vacaville Housing Units		
	Years in Time Period	Average Annual Units	Total Housing Units [1]
Source and Time Period			
RHNA Projection for 2023-2031	8	324	2,595
Historic Absorption from 2010-2020	10	323	3,233
Projected Incremental New Housing Units from 2022-2031 [2]	9	324	2,915

Source: Solano County 6th Cycle Regional Housing Needs Plan Public Review Draft September 2021, 2023-2031 RHNA Allocation; United States Department of Housing and Urban Development State of the Cities Database; EPS.

[1] See Table C-1 for RHNA housing unit allocations. See Table B-1 for further information on historic housing absorption in Vacaville.

[2] Projected housing demand (incremental new housing units) from 2022-2031 are calculated by multiplying the average annual units from the RHNA projections and historic absorption for the City by the number of years in the projection period based on input from City Staff.

**Table C-3
Housing Needs Assessment and Strategy
City of Vacaville
2021 Income Limits for Solano County**

Item	Solano County Income Limits by Household Size							
	1	2	3	4	5	6	7	8
Income Category								
Extremely Low	\$20,450	\$23,350	\$26,250	\$29,150	\$31,500	\$35,580	\$40,120	\$44,660
Very Low	\$34,000	\$38,850	\$43,700	\$48,550	\$52,450	\$56,350	\$60,250	\$64,100
Low	\$54,530	\$62,100	\$69,850	\$77,600	\$83,850	\$90,050	\$96,250	\$102,450
Median	\$69,500	\$79,450	\$89,350	\$99,300	\$107,250	\$115,200	\$123,150	\$131,100
Moderate	\$83,400	\$95,300	\$107,250	\$119,150	\$128,700	\$138,200	\$147,750	\$157,300

Source: State of California Department of Housing and Community Development, "State Income Limits for 2021"; EPS.

**Table C-4
Housing Needs Assessment and Strategy
City of Vacaville
City of Vacaville Residential Development Projects Status**

Item	Residential Units			
	Single Family Units	Multifamily Units	Total	% of Total
PROJECT				
Under Construction				
Pony Express Senior Apartments	-	60	60	0.7%
North Village: Unit 7B/7C	168	-	168	2.1%
Roberts Ranch: Villages A - E	275	-	275	3.4%
Vanden Meadows: Vanden Estates + Villages at Vanden A - B	625	-	625	7.7%
Brighton Landing: Villages 7-11	351	-	351	4.3%
Farmstead	130	-	130	1.6%
Rice McMurtry: Cheyenne + Rogers Ranch	250	-	250	3.1%
Subtotal Under Construction	1,799	60	1,859	22.9%
Approved				
Allison Apartments	-	135	135	1.7%
Lower Lagoon Valley	1,015	-	1,015	12.5%
Farm at Alamo Creek	584	184	768	9.5%
Roberts Ranch	510	-	510	6.3%
Vanden Meadows	155	-	155	1.9%
Southtown Phase 3	242	238	480	5.9%
Montessa	59	-	59	0.7%
Subtotal Approved	2,565	557	3,122	38.5%
Under Review/No Activity				
Oak Grove Senior Apartments	-	60	60	0.7%
North Village: Area Plan 2	1,005	246	1,251	15.4%
Roberts Ranch: Villages F - G	510	-	510	6.3%
Vanden Meadows: Village C + Foxboro Knolls	155	-	155	1.9%
Greentree	904	245	1,149	14.2%
Subtotal Under Review	2,574	551	3,125	38.6%
TOTAL RESIDENTIAL UNITS EXCLUDING COMPLETED UNITS				
% of Total	6,938	1,168	8,106	100.0%
	85.6%	14.4%	-	

Source: City of Vacaville Community Development Department; EPS.

[1] The estimated timing completion of the pipeline projects is unknown and has been simplified for analysis purposes and is based on development status.

APPENDIX D:

Community and Stakeholder Engagement Detailed Notes



Housing Strategy Outreach

Introduction

A key element of the comprehensive housing strategy's success depends on meaningful engagement with the community and stakeholders. From November 2021 to February 2022, the City worked closely with community members and stakeholders to learn about the community's housing needs and study issues surrounding production of housing. The housing strategy incorporates the feedback received from the community and stakeholder outreach.

The outreach summary covers the following topics:

- Outreach Process
- Community and Stakeholder Input
- Online Survey Results

Outreach Process

The housing strategy's public involvement process was designed to help meet the following goals: seek input that will inform the Comprehensive Housing Strategy and Housing Element; educate residents and the development community about various housing types, including the missing middle housing; and use multiple channels that make it easy for people to provide input. To achieve these goals, a community-based outreach approach was used to engage community members and stakeholders.

At the outset of the project, the EPS Team developed an outreach plan to guide the community engagement approach. The outreach plan identified the outreach goals, public outreach process, and methods to spread the word about the outreach events.

Outreach During COVID-19

The coronavirus (COVID-19) outbreak had resulted in the cancellation of in-person public gatherings/events for agencies and municipalities throughout California, creating a new challenge for agencies and jurisdictions to engage with and seek feedback from the community. The EPS Team relied on online and virtual engagement for all aspects of the engagement process.

Public Input Opportunities

This section describes the various project outreach methods used to generate feedback. The input received from each outreach method is described further below:

- Developer Meeting
- Community Workshops
- City Council Study Session
- Online Survey

Developer Meeting

The City invited local and regional housing developers to a developer-specific workshop on November 18, 2021, to hear their perspective on the challenges to building housing in Vacaville and to gather input on potential solutions. The meeting was open to nonprofit and for-profit housing developers and covered a variety of topics related to housing production such as incomes and housing affordability;, housing types (i.e., missing middle housing, executive housing, and affordable/supportive housing), local land use regulations, CEQA, development fees, and funding. A total of 133 developers from all over the Bay Area and Sacramento Regions were invited, and 21 developers attended. Of these 21, all but 1 had experience building in Vacaville.

Community Workshop #1

Staff and consultants facilitated a virtual public meeting on November 30, 2021, to introduce the housing strategy and gather input on the community's housing needs. This meeting included a presentation that featured a live polling exercise in which audience members were asked to describe their role in the community, what type of housing they live in, and what type of housing they believe is missing from Vacaville. The workshop also included a group discussion in which participants were asked the following questions:

- Are there populations that you believe are underserved in Vacaville?
- What type of housing would you like to see built in Vacaville?
- Where should new housing be built in the city?
- What do you see as a constraint to housing production?

Community Workshop #2

Staff and consultants facilitated a virtual public meeting on February 2, 2022, to gather feedback on preliminary recommendations that would help remove barriers to housing production. This meeting included a presentation that featured a live polling exercise in which audience members were asked to describe their role in the community, what type of housing they live in, and what type of housing they believe is missing from Vacaville. The workshop also included a group discussion in which participants were asked the following questions:

- What do you think of the recommendations overall?
- Do you believe that changing the City's regulations in the ways suggested will support housing needs in the city?

- After hearing about the various housing types that exist and Vacaville's future housing demand, do you think that the recommendations will help to address housing gaps in Vacaville?
- After hearing about the populations that are underserved for housing in Vacaville, do you think that the recommendations will address those populations' needs?
- Where should new housing be built in the city? Do you think that the recommendations will help get housing built in those areas?

City Council Study Session

Staff and consultants presented the Housing Strategy scope of work and key findings to date at a meeting of the City Council on January 11, 2022. During the meeting, the EPS Team introduced the housing strategy and presented the input received from the first community workshop and development meeting. The EPS Team also shared preliminary recommendations aimed at encouraging housing production with the City Council. The City Council's feedback on the preliminary recommendations were used to refine the housing strategy recommendations.

Online Survey

The City opened an online survey on November 17, 2021, and invited Vacaville community members to share input on their housing needs. The survey was posted on the City's website and social media and advertised on various flyers and e-blasts. The survey was available in English and Spanish and ran through February 6, 2022, to provide ample time for online input from all interested parties.

The survey included questions to help the EPS Team understand the community's housing priorities. Below are a few of the questions that were asked in the survey:

- Are there people that you believe cannot find housing they need in Vacaville?
- What type of housing would you like to see built in Vacaville?
- What do you believe are the biggest issues that hinder construction of new housing in Vacaville?
- Do you think that the City should change its regulations to encourage housing development? If so, which changes should be considered?

A total of 133 respondents completed the online surveys between November 17, 2021, and February 6, 2022. An analysis of the survey results is included below.

Getting the Word Out

The following items were created to ensure the community was aware of the project, including the outreach events and online survey:

- Project Web Page
- Social Media Posts

- Workshop Flyer
- Project E-blast

Project Web Page

The City created a page dedicated to the Housing Strategy on the City’s website at <https://www.ci.vacaville.ca.us/>. The Web page provided information about the project, outreach events, and the online survey. Links to the Web page were included on the workshop flyers and e-blasts.

Social Media Posts

The City used social media to help spread the word about the Housing Strategy project. Working closely with the EPS Team, PlaceWorks created social media posts that were shared on the City’s Facebook, Twitter, Instagram, and Nextdoor App accounts. The posts included a brief description about outreach events and links to the online survey. The posts, including the survey, were available in both English and Spanish.

Workshop Flyer

In addition to social media efforts, PlaceWorks created a flyer for each community workshop that provided information in an easy-to-read format in both English and Spanish. The flyer included a short project description, QR code to the online survey, and invited recipients to join the community workshop. An 11x17 version of the flyer was posted at several sites throughout the City, including the Carniceria La Reyna grocery store, Mexico Meat Market, Tyolis Produce and Meat, and Walmart. The flyer was also sent via e-mail to several sites for distribution and posting, including Grocery Outlet, Lucky, Nugget, Opportunity House, Raley’s, Sprouts, Ulatis Library, and Vacaville Wash and Dry. In addition to sharing the flyer using social media, the City created a banner advertising the first community workshop on the City’s homepage.

Vacaville Unified School District also posted the flyer on both their community website and Facebook site.

Vacaville's Comprehensive Housing Strategy and Housing Element
It's your community...We Need Your Input!

Community Workshop

The City of Vacaville is preparing a comprehensive housing inventory and needs analysis to address current and future housing needs within the community, and is also in the process of updating the General Plan Housing Element that establishes goals, policies, and implementation measures to guide the development of housing in Vacaville.

Please join us for this virtual community workshop to let us know your housing needs and help improve housing opportunities in the city.

Attend the Workshop	Share Your Input Online
<p>When: Tuesday, November 30, 2021</p> <p>Where: Online (via Zoom)</p> <p>Time: 6:00 – 8:00 PM</p> <p>Please register for the workshop by visiting the following link:</p> <p>https://bit.ly/vacavilleworkshop</p>	 <p>https://bit.ly/covhousing</p>

For more information, please contact:
Department of Housing and Community Services
dhr@cityofvacaville.com or (707) 449-5675

This meeting will be held online.
Meeting participants can join by laptop, desktop, tablet, and phone.

Workshop 1 Flyer

Project E-blast

PlaceWorks created several e-blasts in English and Spanish for each community workshop that provided background information about the project, links to the online survey, and contact information. The e-blasts were sent to community members and interested parties before each community workshop. Three e-blasts advertising the developers' workshops were also sent to local and regional developers before the meeting.

Community and Stakeholder Input

Developer Meeting

The City invited local and regional housing developers to a developer-specific workshop on November 18, 2021, to hear their perspective on the challenges to building housing in Vacaville and to gather input on potential solutions. A total of 133 developers from all over the Bay Area and Sacramento Regions were invited, and 21 developers attended. Of these 21, all but 1 had experience building in Vacaville.

The feedback received during the meeting is summarized below, separated by topic.

Missing Middle Housing

- High development fees and slow development review processes are an impediment to building missing middle housing.
- Update the existing zoning regulations to encourage this type of housing.
- There was a divide in the developers meeting on whether there is a market for missing middle housing.
- Single-family detached homes are the preferred and most in-demand products in places like Vacaville. Can achieve good densities between 8 and 15 dwelling units per acre on detached housing developments.
- Attached housing is not appealing unless it is located adjacent to amenities and in denser urban areas with walkability.
- There needs to be effective management for missing middle housing to work.
- Ensure sufficient parking is provided when building these units.
- If there is a way to help finance missing middle housing, especially for-rent units, that would help the development community. Work with the League of Cities to get financing for 60 percent AMI housing. CalHFA financing for housing for 80 percent to 120 percent AMI is also needed. Advocate for a State program that provides financing for 80 percent to 120 percent AMI.

Executive Housing

- Building executive housing does not pencil out because the size of the lots restricts how many units can be built.
- The required infrastructure improvements in areas of the City where larger lots can be built are expensive. For example, water lines in Spring Lane and Vine Street and road requirements on Gibson Canyon Road are costly.
- Hesitancy to purchase an executive house because of Senate Bill 9 because of parking concerns.

Affordable and Supportive Housing

- There is a challenge in getting affordable housing projects approved because of community opposition, timelines, and funding.
- Many local communities desire affordable projects with a lower unit count, but larger projects are much easier to finance and manage.
- Increase the allowed density in the Residential High-Density zone.
- Parking requirement for multifamily affordable projects can be an issue because tenants may not have a car.
- Inform the Council about affordable housing types and processes, including the process of acquiring financing for affordable housing.
- The City does a great job of allowing police screening of potential tenants.
- The City should permit concessions on affordable residential projects even if not requesting a density bonus.

Specific Plans and Policy Plans

- The Policy Plans are crafted in a way that are too restrictive. They do not have the ability to accommodate uses that are not permitted. These plans need to be more flexible and adaptable over time.
- No comments were received regarding Specific Plans.

Urban Growth Boundary

- If the eastern boundary was expanded, there may opportunities for moderate or higher density projects or affordable housing in these new areas.
- One developer does not believe the urban growth boundary is an impediment because there are plenty of infill opportunity areas.

Zoning

- There are areas that are designated neighborhood commercial and allow a residential overlay, which requires a zone change. It would be helpful if the City removed the zone change requirement and allow residential as a permitted use in these areas.
- Density and building height maximums are too low, especially in downtown and at mixed use nodes.
- The design requirements are too restrictive, especially for high-density and mid-market housing products. Review setbacks, site coverage, and open space requirements, as well.
- Re-examine and clarify which airport zones allow or do not allow residential uses.
- If we want to encourage residential, we should allow residential-only projects in mixed use zones. Commercial is hard to finance and not as viable anymore.

Off-Street Parking

- Planning Department has given waivers for affordable housing, so parking has not been a barrier for affordable housing projects.
- Off-street parking is limiting for other projects, especially in high-density projects. One guest parking space for every 3 units is limiting and should be 1 space per 5 units. Some developers did not believe off-street parking requirements are an impediment.

Development Fees and Other Costs

- Make it easier to locate all the fees on the City's website. The City has the Community Benefit Contribution, which is about \$9,700 per home, and it is challenging to find this fee on the website.
- Developers suggest adjusting the fee schedule to lower fees for smaller, higher density projects, affordable housing, and the missing middle housing.
- Deferring building fees until certificate of occupancy would be helpful for affordable housing projects, while financing is secured.
- Waiving fees that do not apply to particular affordable housing projects should be considered. For example, waive the school impact fee for senior housing projects.
- The County's feasibility fee greatly impacts funding issues.
- Consider how construction costs have increased greatly.
- Community Facilities District (CFD) 11 and CFD 12 taxes greatly affect the affordability of housing. There is a lack of transparency on where these fees go.

Funding and Programs

- The City should fund one or more staff positions to have more capacity to apply for funding opportunities.
- Recommend for the City to have a specific dedicated project manager to help shepherd residential projects through the process.
- New City Council members sometimes need education regarding development costs, the cost of operating affordable housing, and existing City regulations on issues such as off-street parking.
- Consider State-sponsored infrastructure financing sources. CFD 11 or CFD 12 currently prohibit the ability for developers to use this financing tool.

JADUs

- Require owner-occupancy of the main unit to reduce conflicts in single-family neighborhoods and encourage responsive management of tenants and issues.

CEQA

- General support among the developers for a citywide CEQA document, which clears infill sites and areas, where the City would like to see residential development.
- Vehicle miles traveled requirements are a key barrier to building housing in the outskirts of the City because of the environmental analysis required.

Community Workshop #1

Staff and consultants facilitated a virtual public meeting on November 30, 2021, to introduce the housing strategy and gather input on the community's housing needs. There were 15 community members that attended the workshop. Three Council members and one Planning Commissioner also attended the workshop. During the group discussion, there were 4 questions presented to community members related to housing. The 4 questions are presented below, followed by a list of community comments. The live polling results are also summarized below.

Polling Responses

- Out of 15 participants, 11 live in Vacaville and own their home. There were also 2 participants that live in Vacaville and rent their home.
- Out of 15 participants, 12 live in a single-family detached home. One participant lives in a townhome or duplex, and 2 participants chose other.
- Out of 15 participants, 11 chose mixed use, supportive housing or transitional housing, and homeless shelters or other housing for the homeless. The majority of participants also chose apartments, duplexes/triplexes/fourplexes, live-work housing, townhomes, small single-family homes, standard single-family homes, and small units such as micro-apartments.

1. Are there populations that you believe are underserved in Vacaville?

- Vacaville needs more housing for:
 - Students and young families.
 - Low-income families, individuals, and seniors.
 - People with disabilities.
- Intergenerational housing developments are needed. Single-family zoning does not allow for intergenerational housing.

2. What type of housing would you like to see built in Vacaville?

- Build neighborhoods that include varying housing types in each development.
- Support for apartments, townhomes, mixed use, and ADUs.
- Build new housing units with fewer bedrooms.
- There is a need for accessible design in housing.
- Ground-floor uses in mixed use projects should provide neighborhood-serving uses, such as a hardware store, instead of bars or high-end boutiques and restaurants.
- In addition to apartments and affordable housing, provide housing for students and young professionals that appeal to employees of the biotech industry.
- One participant does not believe executive housing is needed.
- Ensure adequate parking is provided.

3. Where should new housing be built in the City?

- There is a concern that affordable housing is all clustered in one location of the City.
- Build higher density housing in areas with access to transit and commercial uses.
- Consider fire and flooding hazards when identifying new housing sites.
- Support for building housing in infill sites, such as aging shopping centers.

4. What do you see as a constraint to housing production?

- Building fees can be a constraint to housing production.
- Lessen constraints that may exist for building ADUs.
- Opposition to new housing can be a constraint. Work at the neighborhood level to help them understand the needs of the community.

Additional Comments

- Consider an inclusionary housing ordinance that requires each development to contain a variety of housing types for affordable levels.
- Consider housing for people with disabilities in the extremely low-income category.

- Community land trusts can be used to provide permanent affordable housing.
- Permanent affordable housing is needed for female-headed single-parent households.
- The City should support liaison efforts to provide affordable housing.
- Use the new One Lake development in Fairfield as a model for new housing developments. Woodland is also taking an innovative approach to housing.
- Partner with the Solano Affordable Housing Foundation or similar organizations to help the City put together a package to build affordable housing.

City Council Study Session

Staff and consultants presented the Housing Strategy scope of work and key findings to date at a meeting of the City Council on January 11, 2022. During the meeting, the EPS Team introduced the Housing Strategy and presented the input received from the first community workshop and development meeting. The EPS Team also shared preliminary recommendations aimed at encouraging housing production. Mayor Ron Rowlett, Vice Mayor Jason Roberts, Councilmember Roy Stockton, Gregory Ritchie II, Michael Silva, Nolan Sullivan, and Jeanette Wylie attended the meeting.

The City Council's feedback is summarized below, separated by topic.

Housing Needs

- There is a need for fewer rental and more homeownership opportunities. Consider how we can provide homeownership opportunities in older neighborhoods.
- Diversify housing types throughout the city.
- Do not concentrate low-income residential development in one area.
- Support redevelopment of aging shopping centers.
- Affordable senior housing should remain a priority in the city.

Incentives and Tools

- Incentivize the types of buildings the community would like to see through funding.
- There should be a long-term plan in place to fund future low-income or supportive housing projects.
- Create a positive environment for developers that want to build condos, townhomes, and planned unit developments.
- Consider an inclusionary housing ordinance to provide housing for Vacaville's residents and workers.
- Streamline the permit process and shorten the timeframes.
- Consider how the council can control developers' fees, but not other fees developers accrue when building new homes.

Resources and Funding

- Fund a staff position that is dedicated for grant funding.
- Need more staff resources to deal with the City’s housing issue. Support allocating a portion of the General Fund to help fund this resource.
- Consider grant opportunities that support ADU construction.

Potential Programs

- Support a program that provides workforce training for supportive housing.
- Implement a program that is focused on preservation of existing low-income units. Maybe the City can maintain an annual housing inventory that is brought back to council for review.
- Create a program that aims at preventing housing loss before people become homeless. There should be a dedicated staff member, budget, and plan in partnership with providers and the County to help combat homelessness in the City.
- Support a program that helps seniors and low-income families experiencing housing rate increases or unfair housing practices.
- Implement a program on developer transparency and consumer education related to schools, parks, and community facility districts in newer residential developments.
- Create a first time home buyers’ program.
- Consider a shared housing program that allows seniors the opportunity to rent a portion of their home to community members that need housing.

Other Considerations

- Encourage infill development, limit sprawl.
- Consider opportunities to build dormitories near Solano College.
- Community Facilities Districts are becoming an equity issue in the City. Create a long-term plan that addresses and equalizes these fees.
- The City’s new OpenCounter platform may help ease permitting.
- Support innovative design in new residential developments.
- Maintain control over ADUs to ensure they are compatible with the neighborhood.
- Make Vacaville a greener place that is more walkable.
- Incorporate charging stations and solar.
- Build communities with parks and schools.
- Distribute recycled water, also known as “purple pipes,” throughout the City.
- Look to nonprofit organizations for help with housing issues.
- Educate the community on what funding opportunities are available through the State for homeownership.

Three community members from the audience provided comments following the presentation:

- Continue to build single-family homes and also develop smaller single-family homes.
- Maintain existing parking requirements. Increase the parking standard for ADUs/JADUs.
- Concern with increasing building heights in downtown.
- Support infill development that is accessible to parks.

Community Workshop #2

Staff and consultants facilitated a virtual public meeting on February 2, 2022, to gather feedback on preliminary recommendations that would help remove barriers to housing production, present what was heard from the community and developers so far, and define various housing types, including missing middle housing. There were 23 participants that attended the workshop. Two Council members and one Planning Commissioner also attended the workshop. During the group discussion, there were 5 questions presented to participants related to housing. The 5 questions are presented below, followed by a list of community comments. The live polling results are also summarized below.

Polling Responses

- Out of 23 participants, 10 live in Vacaville and own their home. There were also 4 participants who live in Vacaville and rent their home.
- Out of 23 participants, 12 live in a single-family detached home. Three participants live in an apartment, and 1 participant chose other.
- Out of 23 participants, 10 indicated that they, family, or friends have a need for apartments in Vacaville. Nine selected small single-family homes, and 6 selected duplex, triplex, or fourplex.
- Out of 23 participants, 10 chose supportive housing or transitional housing. There were 9 participants that selected homeless shelters and other housing for the homeless. An additional 8 participants selected housing with 3 or more bedrooms.

1. What do you think of the recommendations overall?

- Unsure if the recommendations will help create low-income housing or housing for people with disabilities.
- Looking for more action from the City regarding affordable and low-income housing to make development affordable.
- We want to create a community where people can afford to stay, and the identity of the City doesn't feel transitory.
- Improve the availability of new missing middle housing types.

- Support the integration of missing middle into single-family residential neighborhoods.
- An emphasis on the construction of ADUs will generate parking issues in neighborhoods.
- Consider the idea that people need and want outdoor spaces.
- Would like to see the homeless and those with disabilities be considered in recommendations.
- Would like to see a transition from the rental industry to a variety of homeownership options in the City.
- A change from single-family to more high-end condos would be preferable.
- If affordable housing can be built first, then the pushback from the community may be lessened down the road.
- Would like to create a community where housing is affordable for all and is consistent with the General Plan.

2. Do you believe that changing the City's regulations in the ways suggested will support housing needs in the City?

- Consider the costs of desirable housing and if the City could create incentives to create a full mix of housing.
- The idea of smaller single-family homes is appealing.
- Parking requirements are at 2 spaces per unit because of demand.
- Three main costs of developing housing are land, construction, and fees and would like the fees to be based on square footage of units.
- Housing for middle income needs an extra financial incentive for developers and perhaps the City could create these incentives.
- How will these recommendations help low-income housing or housing for people with disabilities?
- Density caps should not be removed everywhere but focus on specific areas in the downtown area.
- The City has deficiencies in the number of parks and existing parks are lacking in amenities.
- Having to make compromises for each development is tiresome.
- Efforts to streamline projects does not let staff "vet" each project.

3. After hearing about the various housing types that exist and Vacaville's future housing demand, do you think that the recommendations will help to address housing gaps in Vacaville?

- Consider the idea that parking and creative ways to provide it will still be an issue for young adults.
- Would like the City to maintain its characteristics and identity, meeting housing needs, while not becoming an urban city.
- New housing development should be attractive, affordable, and account for parking.

4. After hearing about the populations that are underserved for housing in Vacaville, do you think that the recommendations will address those populations' needs?

- Improve costs to incentivize developers.
- Focus on providing houses for those who are struggling to find homes.
- Consider how the recommendations will meet the needs.
- Seniors are in need of condos.

5. Where should new housing be built in the City? Do you think that the recommendations will help get housing built in those areas?

- Complex situation on how we address our needs.
- Put in housing on the abandoned golf course near a retirement community.
- There are vacant large parcels that could be zoned for new homes.
- It is important to have grocery stores and services near residential.

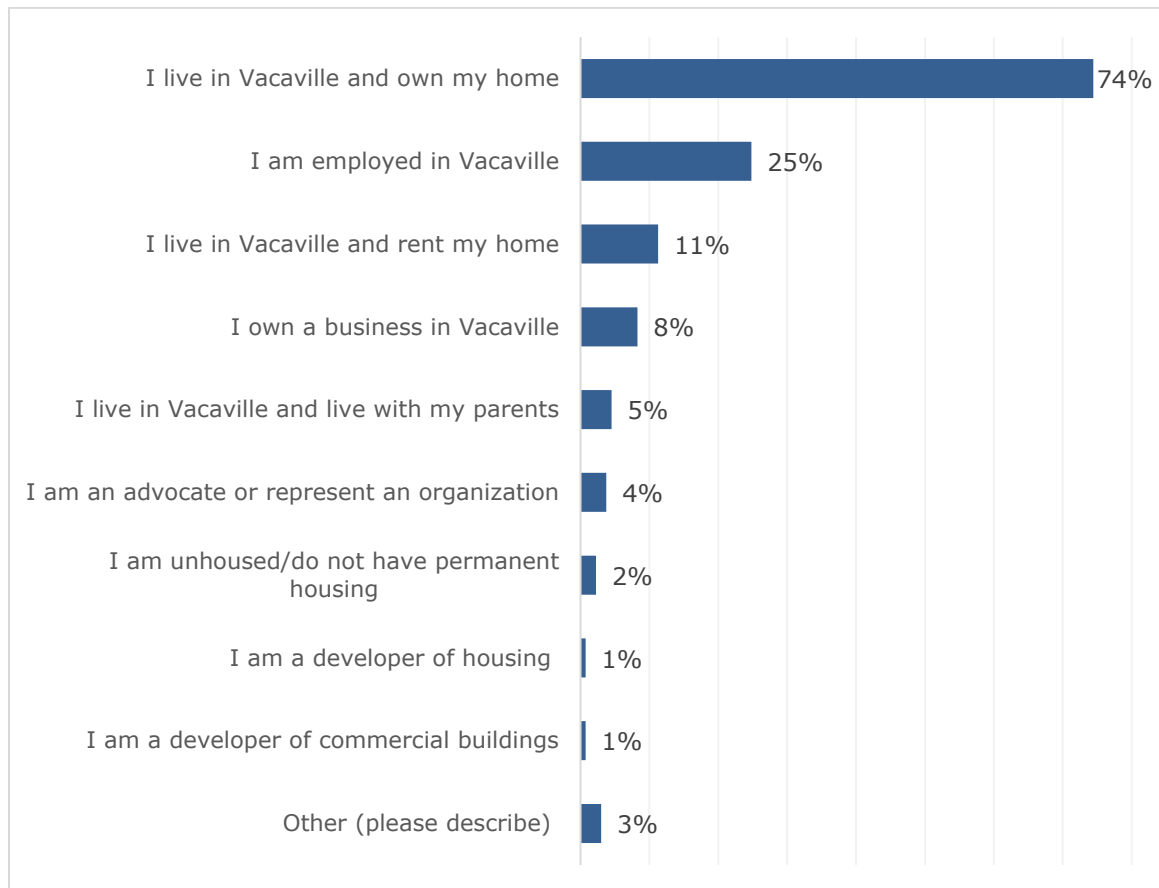
Additional Comments

- Density caps could be removed in certain areas of the City, such as downtown.
- The City has a deficient number of parks.
- Provide a program to help low-income folks achieve homeownership.

Online Survey Results

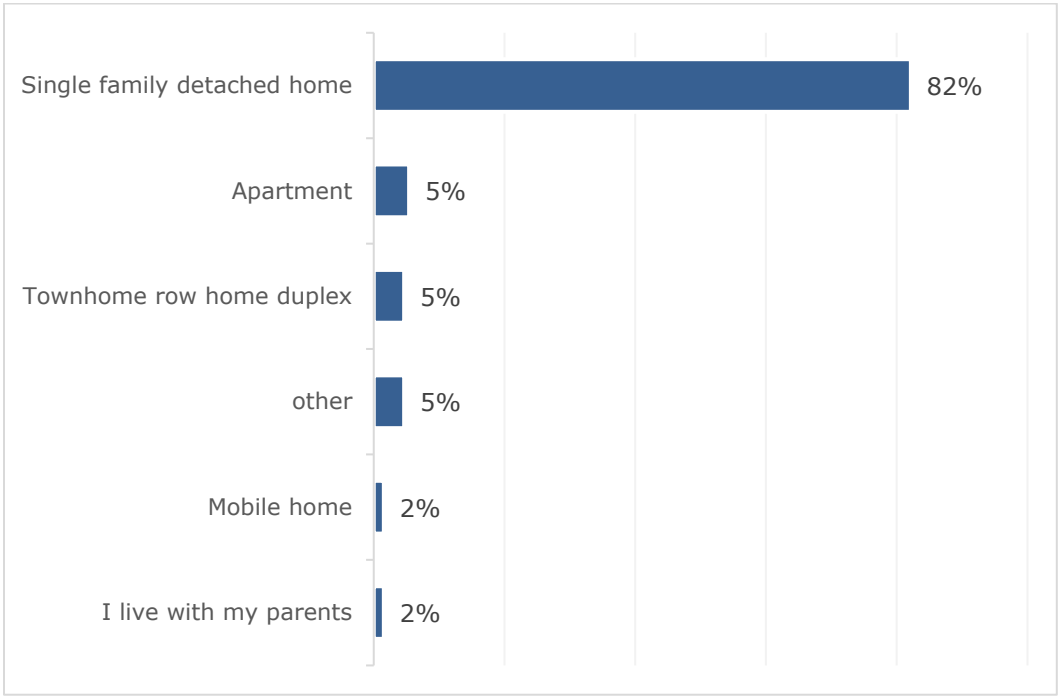
A total of 133 participants responded to the online survey. The first prompt in the survey asked participants to “Describe your role in the Vacaville Community (Select all that apply).” Participants were able to select multiple answers, and all 133 individuals responded. As shown in **Figure 1**, approximately 74 percent of respondents indicated they live in Vacaville and own their home, whereas 11 percent indicated they live in Vacaville and rent their home. Roughly 8 percent of respondents said they own a business in Vacaville. Roughly 5 percent of respondents stated they live in Vacaville and live with parents. Around 4 percent of respondents stated they are an advocate or represent an organization. Around 2 percent of respondents stated they are unhoused or do not have permanent housing. Around 1 percent of respondents stated they are a developer of housing or a developer of commercial buildings. Around 3 percent of respondents stated they are other (please describe).

Figure 1: Describe your role in the Vacaville Community (Select all that apply).



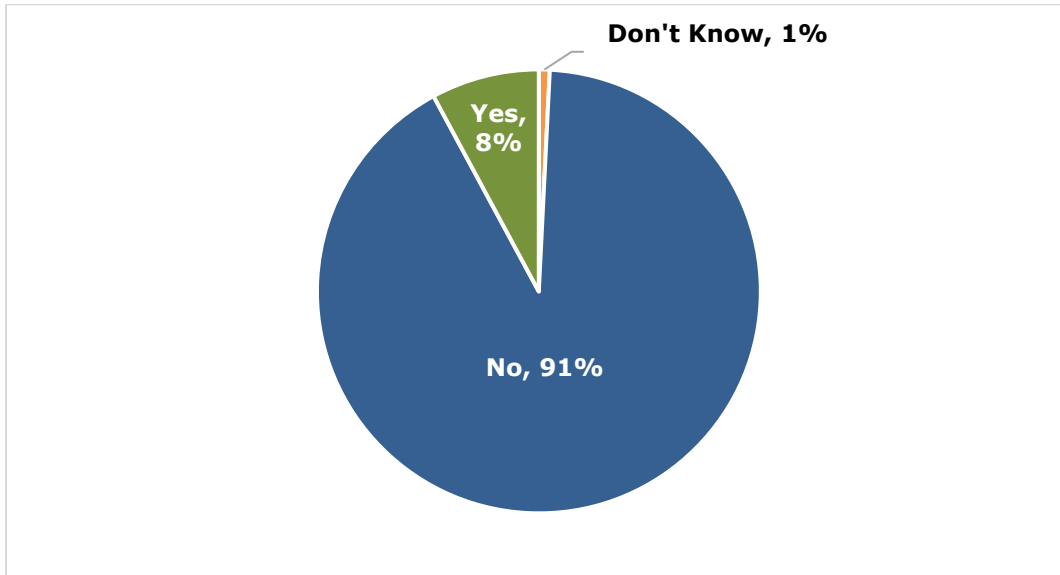
The second question in the survey asked Vacaville residents what type of housing they live in. Several housing options were provided, which included an apartment, mobile home, single-family detached home, townhome row home duplex, I live with my parents, or other. As shown in **Figure 2**, 133 individuals responded, and 82 percent of them indicated they live in a single-family detached home, 5 percent of participants indicated they live in an apartment, another 5 percent in a townhome row home duplex, and an additional 5 percent in other. Only 2 percent indicated they live with parents.

Figure 2: If you are a Vacaville Resident, what type of housing do you currently live in?



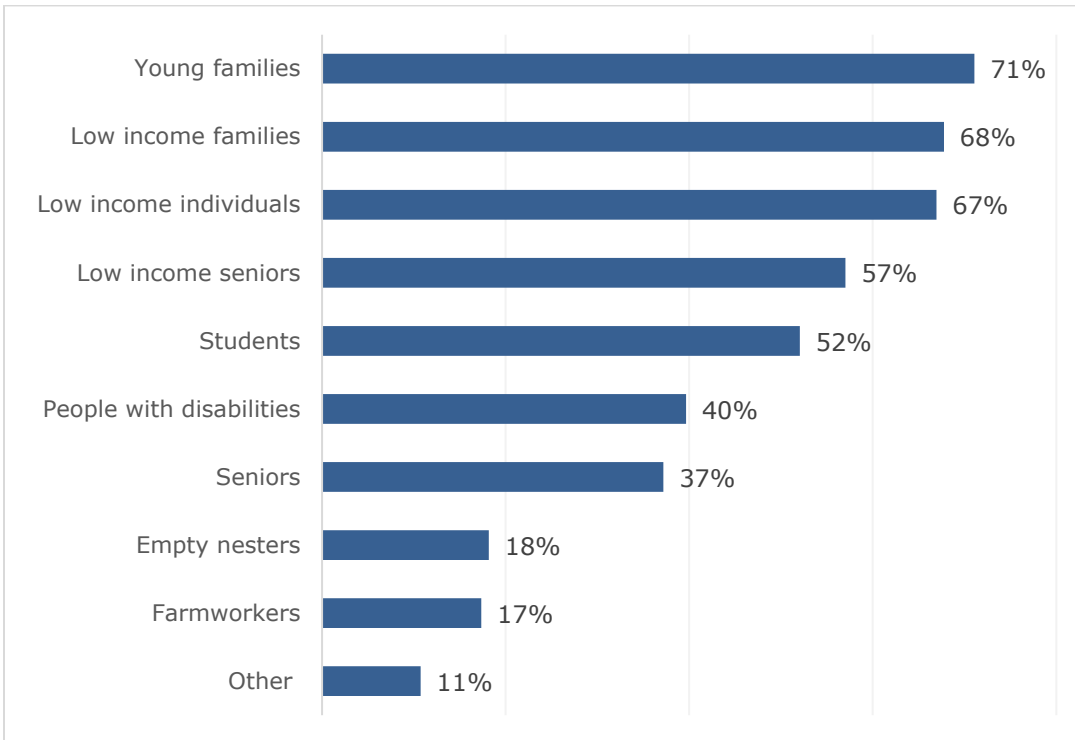
The third question in the survey asked, "Is the home located in a senior (age restricted) community?" Participants were then asked to select Yes, No, or Don't know in response. As shown in **Figure 3**, of the 133 respondents, 91 percent selected No and 8 percent selected Yes. In addition, just 1 percent of participants selected Don't know. A large majority of those surveyed do not live in a senior (age restricted) community.

Figure 3: Is the home located in a senior (age restricted) community?



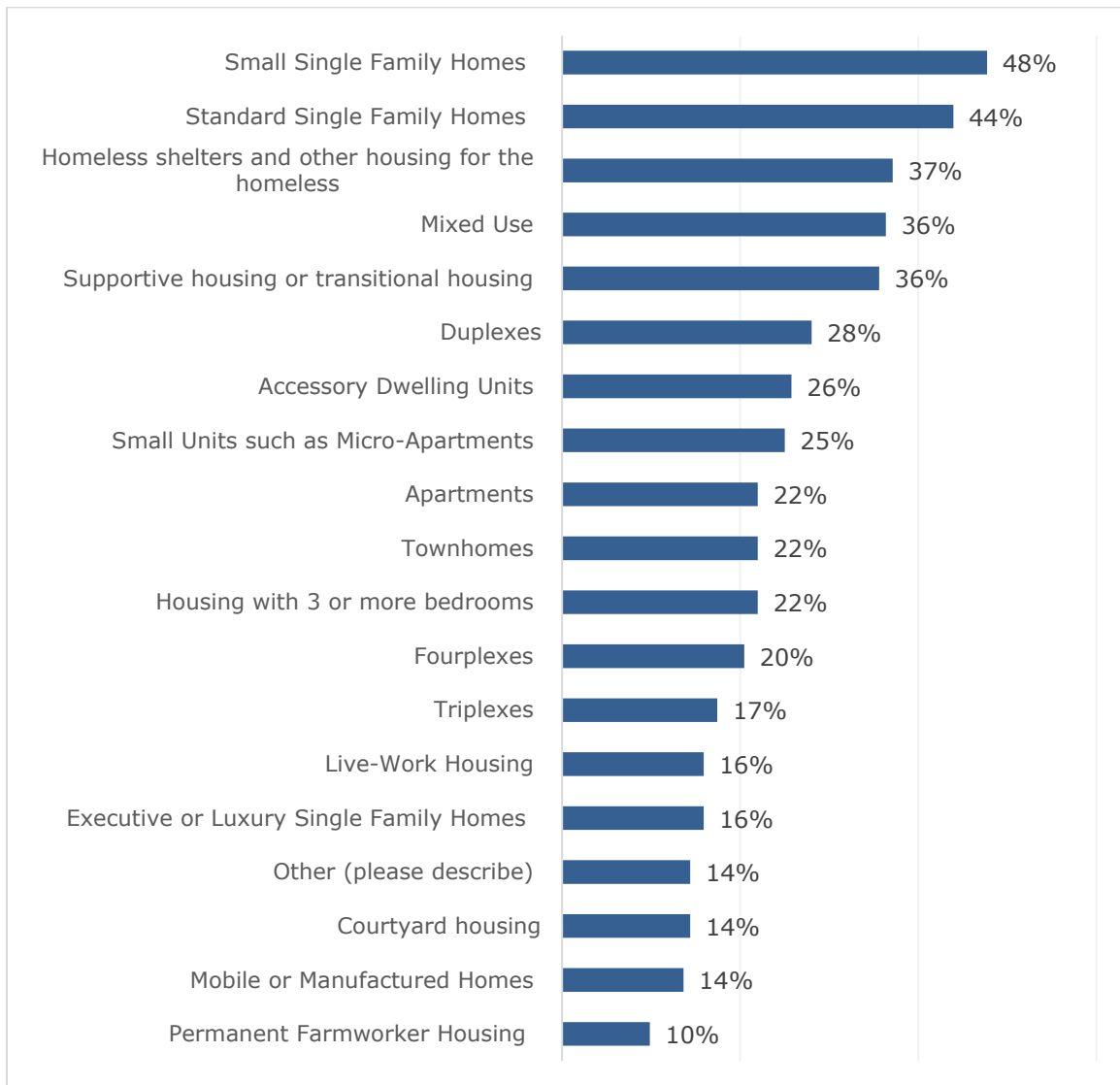
The next question asked participants, “Are there people that you believe cannot find housing they need in Vacaville? (Select all that apply.)” As shown in **Figure 4**, participants were able to select multiple answers, and a total of 133 individuals responded. The top 3 most highly supported options were young families, low-income families, and low-income individuals. Almost 71 percent of respondents selected young families, with more than two-thirds of respondents selecting low-income individuals and low-income families. The groups Empty Nesters and Farmworkers were among those selected the least, indicating a high majority of respondents believed these groups could find the housing they need.

Figure 4: Are there people that you believe cannot find housing they need in Vacaville? (Select all that apply.)



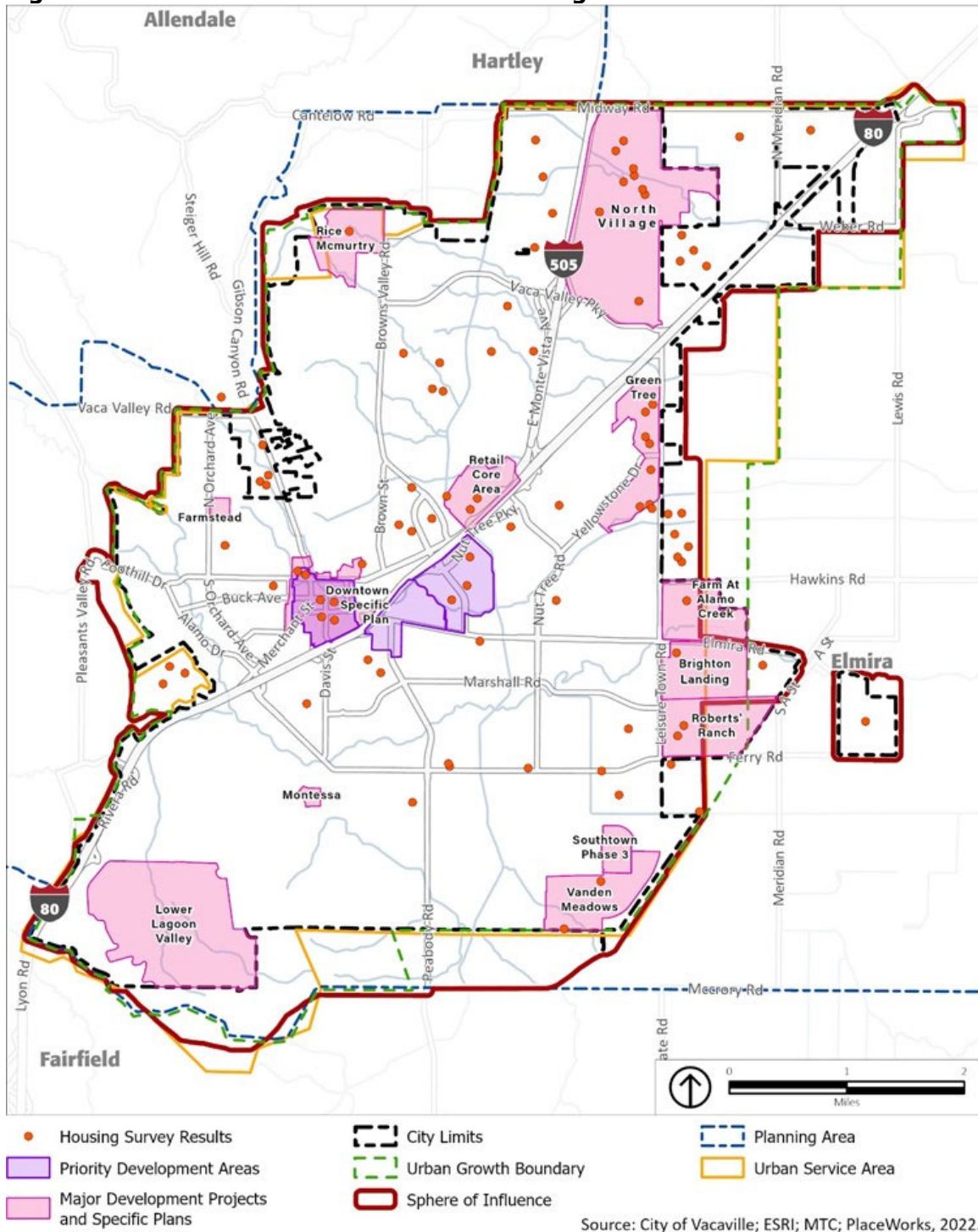
Question 5 prompted participants with, “What type of housing would you like to see built in Vacaville? (Select all that apply.)” Participants could mark multiple answers, resulting in a total of 133 responses. Approximately 48 percent of respondents, as shown in **Figure 5**, indicated they would like to see small single-family homes, and 44 percent indicated they would like to see standard single-family homes. In addition, 36 percent of respondents indicated they would like to see mixed use or supportive housing or transitional housing. Permanent farmworker housing was among the lowest selected at just 10 percent of those surveyed. As depicted in **Figure 5**, most types of middle housing were selected at approximately 15 to 20 percent.

Figure 5: What type of housing would you like to see built in Vacaville? (Select all that apply.)



Question 6 asked participants “Where are the best sites or areas for new housing in Vacaville? (Please mark the sites or areas in the maps below.)” A total of 93 sites or areas were selected by respondents. **Figure 6** below shows a map with the points that were selected. As shown in the map, there were several areas selected all throughout the City, with a large concentration along the northeastern and eastern part of town. Several participants identified potential new housing locations in downtown, along main corridors including Alamo Drive and Leisure Town Road, near Nut Tree Plaza, and in the Allison Priority Development Area. There were several sites or areas selected in planned or existing subdivision areas, including Vanden Meadows, Brighton Landing, Robert’s Ranch, Rice McMurtry, and North Village.

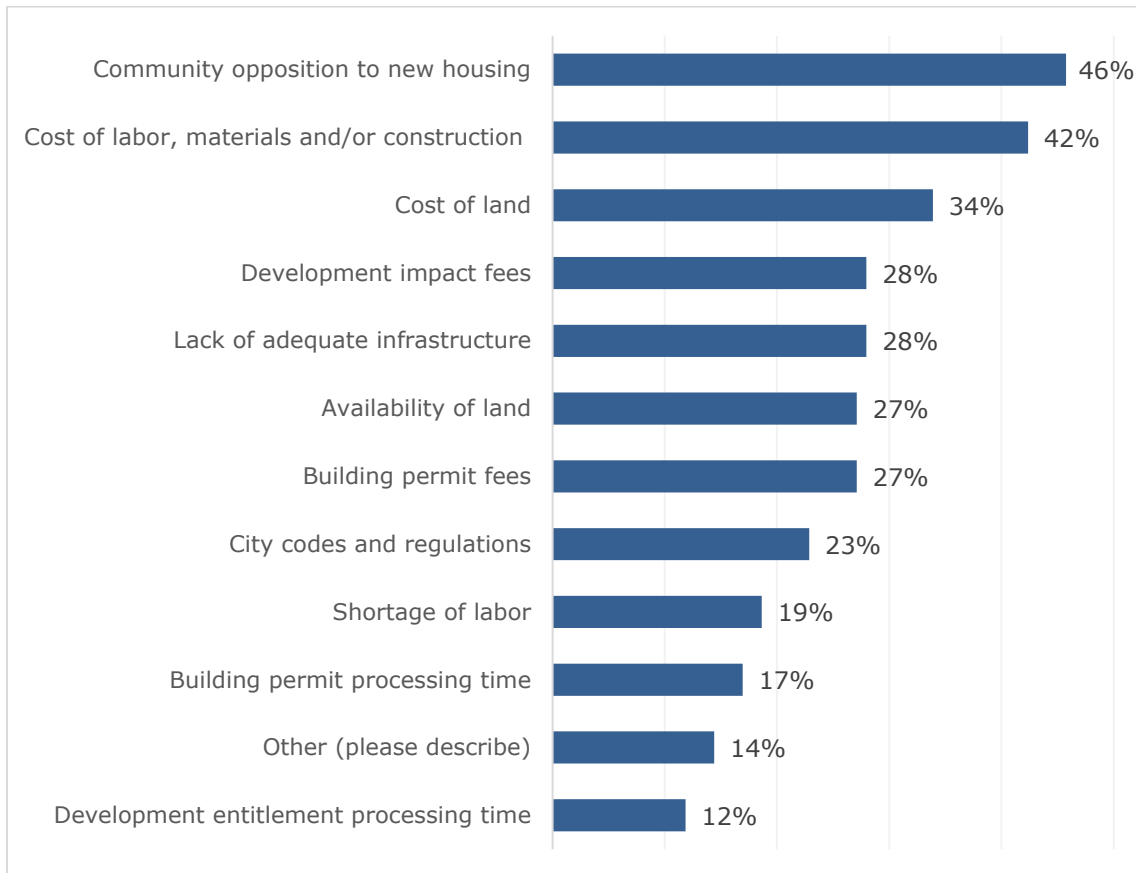
Figure 6: Best Sites or Areas for New Housing



Question 7 asked participants “What do you believe are the biggest issues that hinder construction of new housing in Vacaville? (Check all that apply.)” Participants could again

mark multiple answers, resulting in a total of 133 responses. As shown in **Figure 7**, 46 percent of those surveyed selected community opposition to new housing as the biggest issue hindering construction of new housing in Vacaville. An additional 42 percent felt the cost of labor, materials, or construction also hindered construction of new housing. Only approximately 12 percent felt development entitlement processing time hinders the construction of new housing in Vacaville.

Figure 7: What do you believe are the biggest issues that hinder construction of new housing in Vacaville? (Check all that apply.)



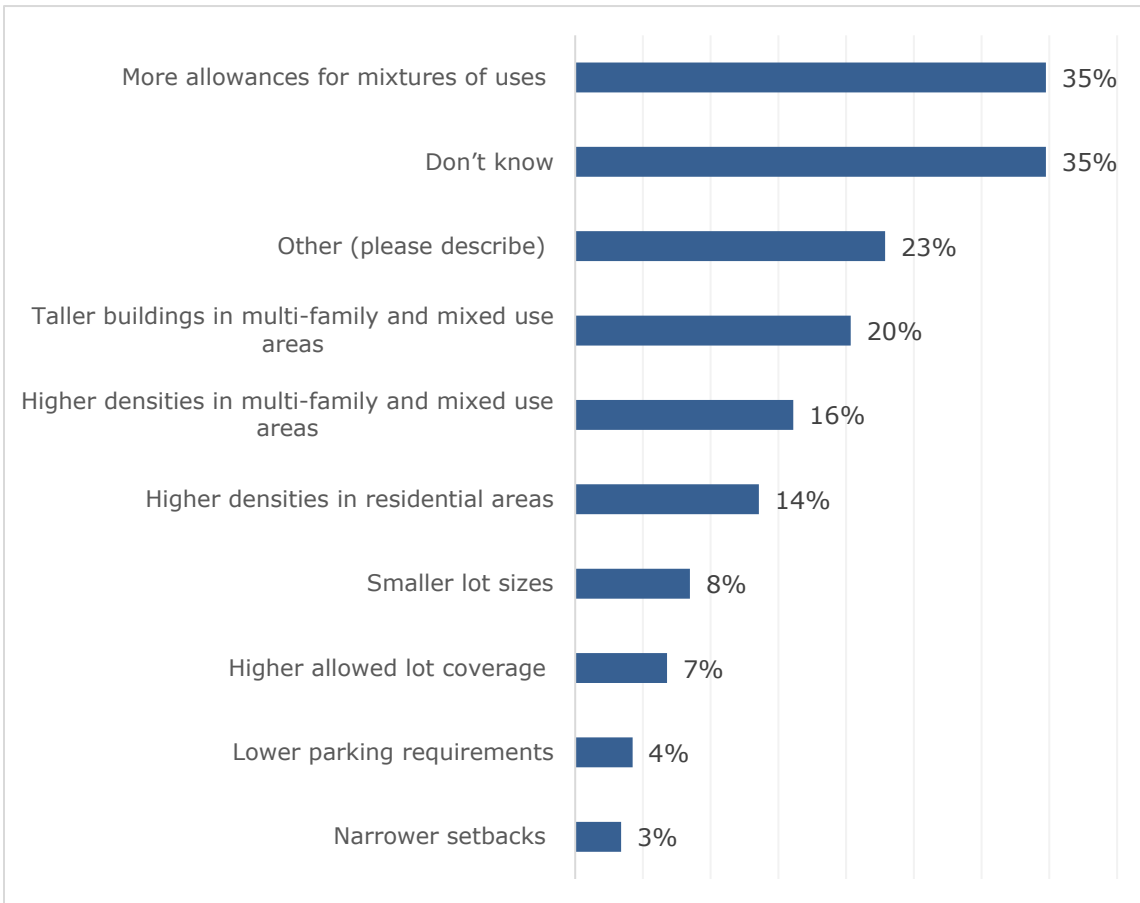
Question 8 asked participants “Which are the three (3) most important housing objectives for Vacaville, of the options listed below? (Select no more than 3 options.)” Participants selected no more than 3 options totaling 133 responses. As shown in **Figure 8**, the highest selected housing objective, at 45 percent of those surveyed, is supporting the construction of affordable housing. Coming in as second most preferred, at 40 percent, is providing housing at lower income levels. The third most preferred housing objective, at 36 percent, is providing more opportunities for homeownership. Only approximately 3 percent selected minimizing evictions and displacement.

Figure 8: Which are the three (3) most important housing objectives for Vacaville, of the options listed below? (Select no more than 3 options.)

Answer	Percentage
Supporting the construction of affordable housing	45%
Providing housing at lower income levels	40%
Providing more opportunities for homeownership	36%
Encouraging development of “missing middle” housing types	33%
Encouraging developments with a mix of residential, commercial and other compatible uses	20%
Providing high-end/luxury housing to attract employers to Vacaville	17%
Supporting the construction of senior (age restricted) housing	15%
Encouraging the development of accessory dwelling units (ADUs)	14%
Supporting the construction of permanent supportive housing, transitional housing, and/or emergency shelter projects	14%
Providing additional rental housing	11%
Providing home weatherization, rehabilitation, and energy conservation programs	11%
Enforcing restrictions on short-term rentals (e.g., AirBnB, VRBO)	9%
Other (please describe)	5%
Minimizing evictions and displacement	3%

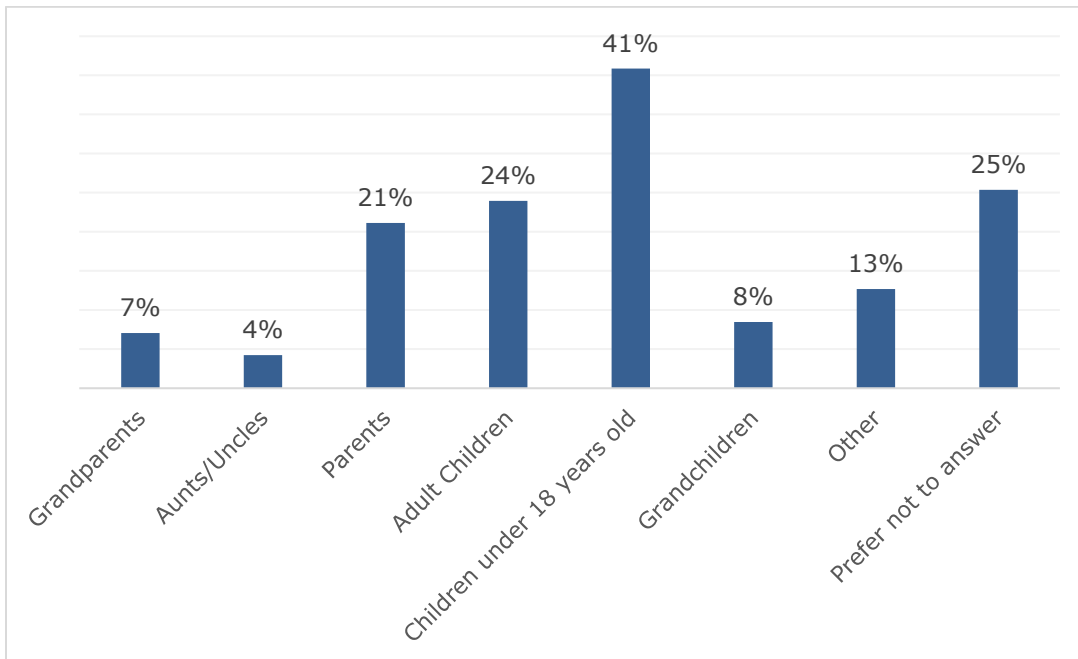
Question 9 in the survey asked participants “Do you think that the City should change its regulations to encourage housing development? If so, which changes should be considered? (Check all that apply.)” The result was a total of 132 responses. As shown in **Figure 9**, participants indicated a preference for more allowances for mixtures of uses at 35 percent. However, approximately 35 percent were unsure and selected Don’t know. Only approximately 3 percent selected narrower setbacks.

Figure 9: Do you think that the City should change its regulations to encourage housing development? If so, which changes should be considered? (Check all that apply.)



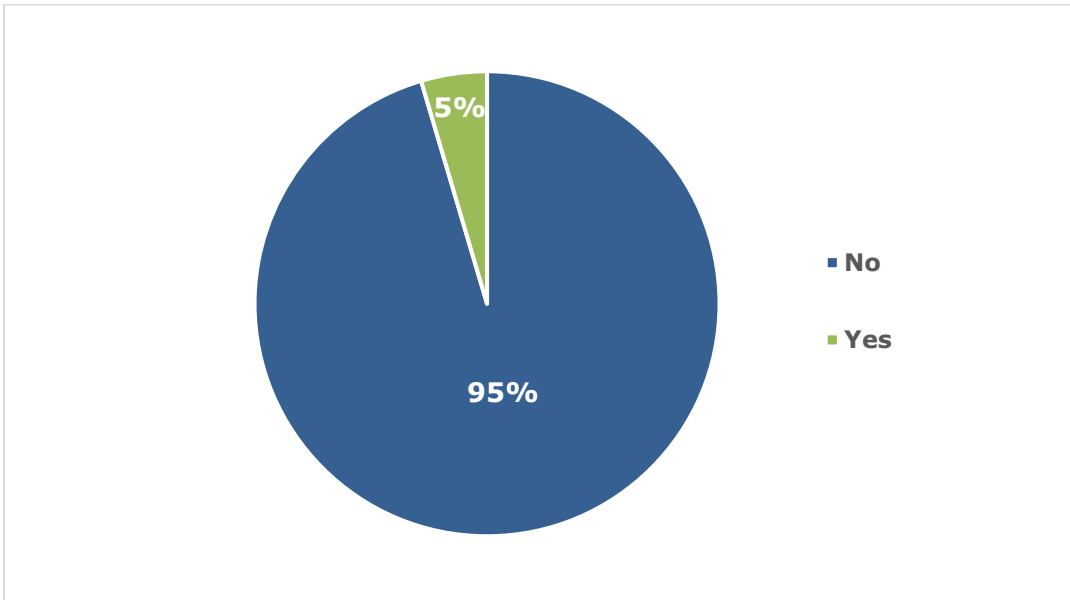
Question 10 asked participants “Do three or more generations of your family live in your household? (i.e., grandparents, parents, and kids.) If so, please check who lives in your household: (Check all that apply).” Of the 133 participants, 71 answered this question and 62 skipped it. As shown in **Figure 10**, of the 71 respondents, 41 percent selected children under 18 years old. Another 24 percent selected adult children and 21 percent selected parents. The top three choices for households with 3 or more generations are children under 18 years old, adult children, and parents. An additional 25 percent chose Prefer not to answer.

Figure 10: Do three or more generations of your family live in your household? (i.e., grandparents, parents, and kids.) If so, please check who lives in your household: (Check all that apply).



Questions 11 through 13 of the survey asked for households with information affiliated with Travis Air Force Base. Question 11 asked participants “Do three or more generations of your family live in your household? (i.e., grandparents, parents, and kids.) If so, please check who lives in your household: (Check all that apply).”. Of the 133 participants, 6 answered Yes and 125 No. As shown in **Figure 11**, only 5 percent of households were affiliated with Travis Air Force Base.

Figure 11: Are you, or is anyone in your household, affiliated with Travis Air Force Base?



Question 12 asked respondents, “Do you need off-base housing? If so, what kind of housing are you looking for? Can you find this housing in Vacaville? If not, what can the City do to assist you with your housing needs?” Only 1 person responded to Question 12, and they said no.

Question 13 asked respondents, “Do you live with roommates who are not family members? If so, how many?” Only 1 person responded to Question 13, and they said no.

Question 14 asked participants, “What other issues should the Comprehensive Housing Strategy and Housing Element Update address that were not discussed in this survey?” Forty-nine participants responded to this question. Themes from the responses (in order of frequency of occurrence) are listed below:

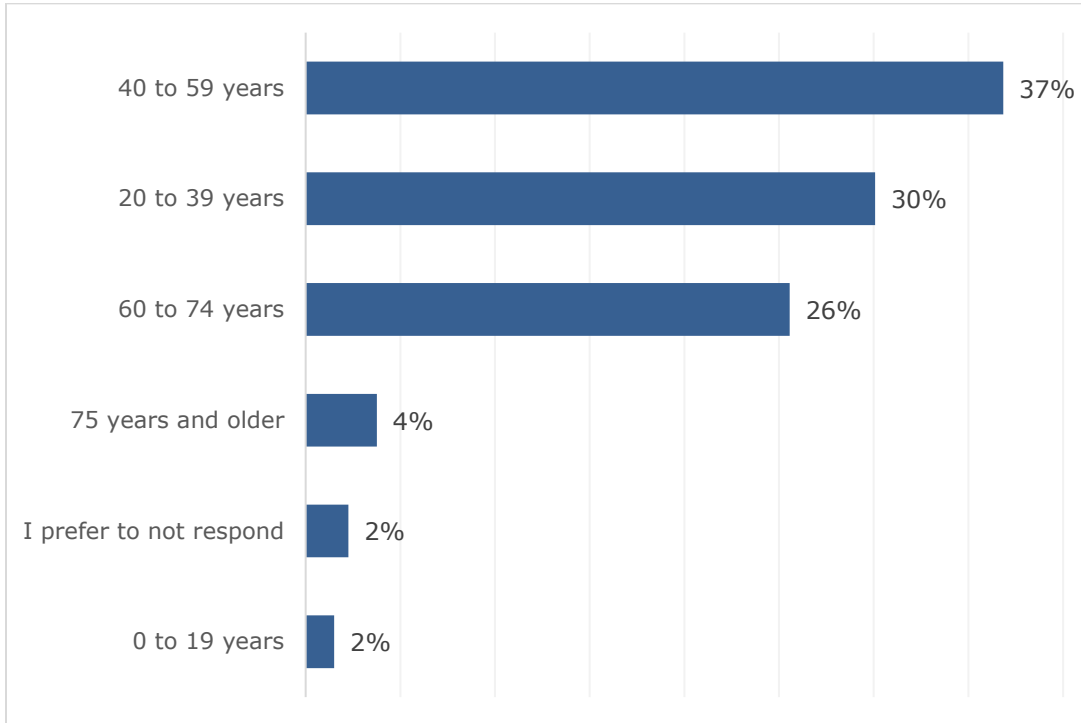
- Construction of more schools.
- Less development.
- A form of rent control as rents are too high.
- Accessible housing development for people with disabilities.
- More housing for the homeless in the form of permanent or winter housing.
- Ensure apartments/housing areas have enough parking spots available.
- Traffic and transportation patterns in the City.
- More money to put into public infrastructure.
- More mixed use and commercial development with residential growth.
- More parks and green spaces.

These are additional points of interest:

- There is too much stress put on municipal services; requiring developers purchase new equipment for the City.
- Would like to see the construction of gated communities.
- Cost of living is too high here.
- There should be a moratorium on building because of the water crisis.
- Avoid restrictive homeowner associations and Declaration of Covenants, Conditions, and Restrictions.
- Spread out low-income housing.
- Research Inclusionary Housing Ordinances.
- Community style housing plans that are walkable to all resources and a variety of homes/apartments that are fully accessible with easy access to countywide transit.

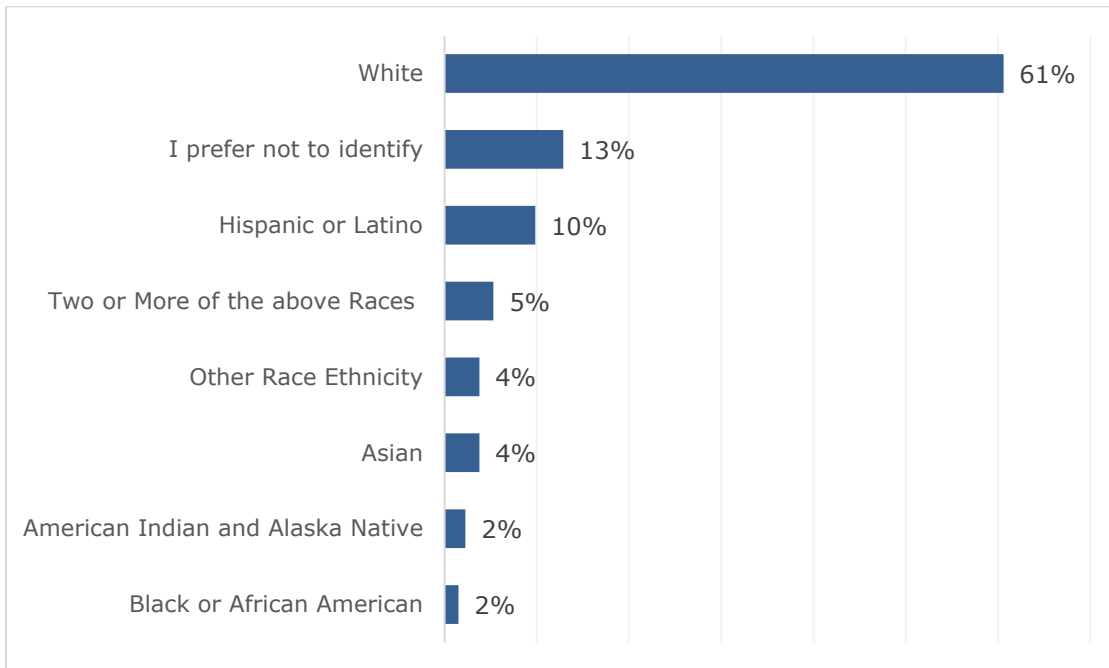
Question 15 asked participants, "How old are you?" A total of 133 responded. As shown in **Figure 12**, 37 percent of participants are 40 to 59 years old, with 30 percent being 20 to 39 years old.

Figure 12: How old are you?



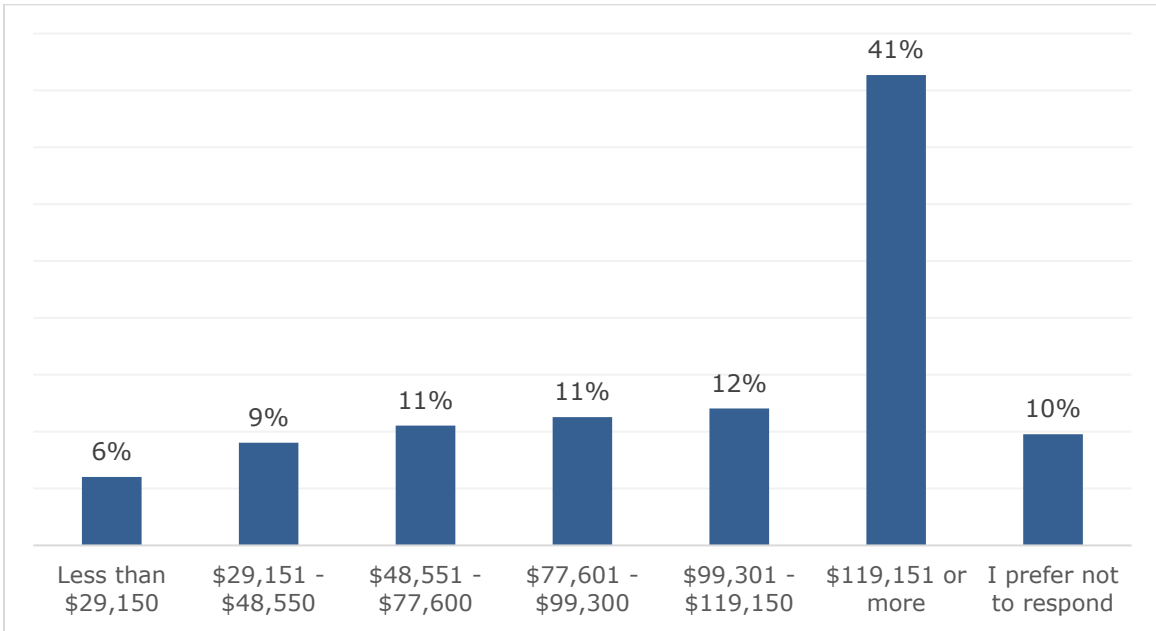
Question 16 asked respondents, "How would you identify your race/ethnicity?" As shown in **Figure 13**, 61 percent of the 133 surveyed selected White, while 13 percent preferred not to identify. Only 10 percent of those surveyed selected Hispanic or Latino. Only 5 percent selected 2 or more of the above races.

Figure 13: How would you identify your race/ethnicity?



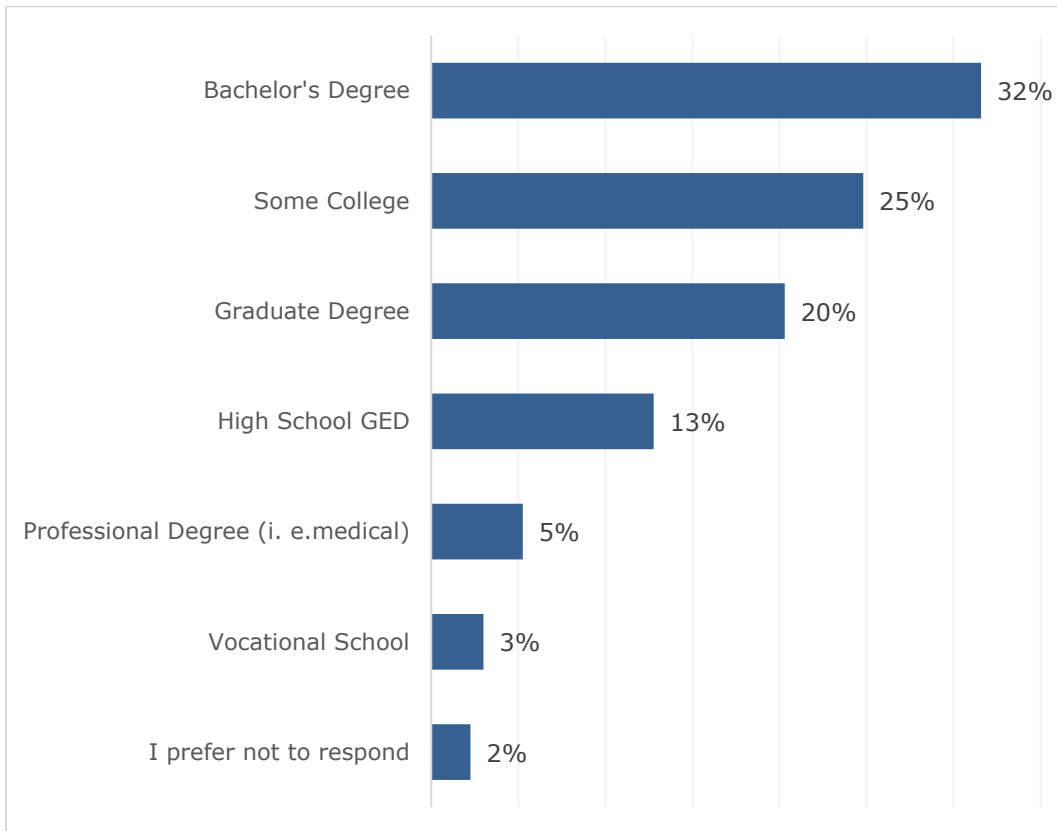
Question 17 asked participants, "What is your household income?" The results of the survey indicate 41 percent selected \$119,151 or more, creating the largest income bracket, as shown in **Figure 14**. Approximately 12 percent selected \$99,301-\$119,150, creating the second largest income bracket. Only 6 percent selected Less than \$29,150.

Figure 14: What is your household income?



Question 18 asked participants, "What is the highest level of education you have completed?" As shown in **Figure 15**, the results of the survey indicates 32 percent selected bachelor's degree and 25 percent indicated some college. Approximately 20 percent selected graduate degree, while only 3 percent selected vocational school.

Figure 15: What is the highest level of education you have completed?



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Housing Strategy Goals and Strategic Actions

Goal 1: Encourage a Diversity of Housing Choices		Implementing Entities		Potential Funding Source(s)	Implementation Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 1.1:	Encourage or require new subdivisions to include duplexes/triplexes/fourplexes (missing middle) designed to look cohesive with adjacent single-family homes	Community Development	Developers	Existing City staff time; new General or other City Fund appropriation	X		
▶ Strategy 1.2:	Facilitate the increased construction of Accessory Dwelling Units (ADUs) and Junior ADUs	Community Development; Housing and Community Services	CalHFA	Existing City staff time; new General or other City Fund appropriation	X		
▶ Strategy 1.3:	Provide information to bolster community support related to the range of missing housing types in the City	Housing and Community Services; City Manager; Public Relations	Consulting technical support; Developers	Existing City staff time; new General Fund appropriation	X		
▶ Strategy 1.4:	Provide incentives to support the development of missing housing types in the City including "missing middle," affordable, supportive, transitional, homeless shelters, and executive housing	Community Development; Housing and Community Services; other departments, as appropriate	NA	Existing City staff time; new General or other City Fund appropriation; grant funding			X

Table 1-1. City of Vacaville Housing Strategy

Goal 2: Address Regulatory and Financial Barriers to Needed Housing Production		Implementing Entities		Potential Funding Source(s)	Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
▶ Strategy 2.1:	Encourage infill development by adopting flexible development standards, incentives (including lower or waived fees), and a streamlined development review process	Community Development	NA	Existing City staff time	X		
▶ Strategy 2.2:	Allow developers the opportunity to provide creative solutions, where feasible, that could result in reductions in required parking such as transit passes, shared vehicle program, or increased bicycle parking	Community Development	Developers; ABAG	Existing City staff time	X		
▶ Strategy 2.3:	Address barriers associated with development impact fees to support increased housing development, including affordable, infill, and other needed housing types	Public Works; Community Development	NA	Existing City staff time	X		
▶ Strategy 2.4:	Consider increasing minimum and maximum allowable densities and zoning requirements in existing General Plan and Zoning Code policies to increase the City's housing capacity, ensure higher density projects (which can lead to greater affordability), and make projects more economically feasible.	Community Development	NA	Existing City staff time		X	
▶ Strategy 2.5:	Consider working with the ALUC to study whether the permitted uses and boundaries of the Nut Tree Airport compatibility zones can be reevaluated to accommodate additional housing	Community Development	Airport Land Use Commission	Existing City staff time			X

Table 1-1. City of Vacaville Housing Strategy

		Implementing Entities		Potential Funding Source(s)	Implementation Timeline [1]		
		City Department(s)	Potential Partner(s)		Near-Term	Mid-Term	Long-Term
Goal 3: Create New Initiatives and Programs to Address Housing Needs							
▶	Strategy 3.1:	Create a City staff position to serve as a centralized housing service coordinator for the City to help secure State funding and facilitate the equitable allocation of housing needed to meet underserved populations	Housing and Community Services	NA	New General or other City Fund appropriation	X	
▶	Strategy 3.2:	Consider opportunities to streamline the permitting process	Community Development	NA	Existing City Staff time; Senate Bill 2	X	
▶	Strategy 3.3:	Consider completing a City-sponsored and -funded CEQA analysis to clear desired infill sites	Community Development; Housing and Community Services	Development community	Existing City Staff time; Senate Bill 2		X
▶	Strategy 3.4:	Consider an inclusionary housing ordinance that requires a certain percentage of housing to be included in every project to meet very low, low, and moderate income levels	Community Development; Housing and Community Services	Consulting technical support	Existing City staff time		X
▶	Strategy 3.5:	Consider creating local housing construction funding sources.	Housing and Community Services	California Department of Housing and Community Development	New General or other City Fund appropriation		X
▶	Strategy 3.6:	Consider creating supportive housing-related programs for underserved populations.	Housing and Community Services	California Department of Housing and Community Development	New General or other City Fund appropriation		X

Source: City of Vacaville; Housing Strategy Stakeholders; Housing Strategy Project Team.

[1] For the implementation timeline, Near-Term is approximately 1-2 years; Mid-Term is 2-5 years; and Long-Term is 5+ years.