

2013-2021  
HOUSING NEEDS ASSESSMENT



City of Winters  
318 First Street  
Winters, CA 95694

October 2013

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## I. INTRODUCTION

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The Housing Needs Assessment (HNA) lays the groundwork for public evaluation of the City of Winters's (City's) housing production efforts by providing a rich source of demographic and housing-related data and land use information. The following sources of information were relied on to complete this HNA:

- United States Census Bureau (US Census) 2000 and 2010 Census and American Community Survey (ACS) data;
- Sacramento Area Council of Governments (SACOG) Housing Element data, which has been reviewed and approved by HCD for use in housing elements without further HCD review (Appendix A);
- State Employment Development Department (EDD);
- State Department of Finance (DOF);
- City of Winters Community Development Department;
- State Department of Housing and Community Development (HCD);
- United States Department of Housing and Urban Development (HUD) including Comprehensive Housing Affordability Strategy (CHAS) data;
- Yolo County Homeless & Poverty Action Coalition (HPAC); and
- Other sources including affordable housing developers and providers.

The consulting firm of Economic Planning Systems prepared the City's HNA in 2008. This 2013-2012 Housing Element updates the data from the 2008 HNA where appropriate and carries forward EPS-produced information, where that information is still relevant.

Following this introductory chapter, the HNA is organized into the following five chapters:

- **Chapter II** includes an analysis of existing housing needs using demographic, economic, and housing permit data. **Chapter II** also includes the discussion of housing needs for special populations;
- **Chapter III** provides a description of the affordable housing programs administered by the City and an inventory of income-targeted housing units;
- **Chapter IV** describes the projected need and areas for potential development;
- **Chapter V** describes potential constraints to residential development; and
- **Chapter VI** discusses energy conservation opportunities and City efforts towards sustainable development practices.

## SUMMARY

Overall, the City is characterized by its steadily growing population, the high percentage of family (versus non-family) households, and persons of Latino heritage. The small town has a diverse economic base which includes manufacturing, retail, and public

sector jobs. Employment is expected to increase providing the City with a healthy jobs/housing balance.

The residential make up of the City is predominantly single-family. Single-family homes in the City are relatively affordable compared to cities like Davis and Dixon. The City is also fortunate to have a substantial inventory of income-restricted rental units with 108 more units for very low and low income families having been developed in 2008 and 2011. The City works closely with affordable housing developers to produce and preserve affordable units.

The special needs populations most represented in the City are large households and female-headed households. There is also a significant farmworker population in the City. There were no homeless people counted during the 2009 homeless survey.

The City has a significant capacity for future residential development and several projects have been proposed. The slow down in the residential real estate market has sidelined most of these projects; however, the City is working with developers to re-negotiate development agreements in an attempt to provide greater incentives for development.

The City is working to enhance its historic small town charm, and integrate smart growth practices, through efforts to redevelop its downtown core. The City has adopted a downtown Master Plan and a commercial condominium-conversion ordinance both aimed at downtown revitalization. As part of that effort, the City will be adopting a form-based code to provide greater certainty for developers and provide incentives through its redevelopment agency for in-fill and re-use projects.

## II. HOUSING NEEDS AND OPPORTUNITIES

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### DEVELOPMENT HISTORY

The City is a modestly growing farming community approximately 35 miles west of Sacramento. The City's history is integrally tied to agriculture and related industries that dominated (and to some extent, still dominate) western Sacramento, Yolo, and northern Solano counties. Its character is closely linked to its location in a rich agricultural area at the foot of the Napa Mountains and to its location along a major interstate travel route. Today, the City is located in an area that still contains many active farms and agricultural operations that have historically affected population trends in the City.

Most of the City's development has occurred within the last 25 years. This growth and change has affected the City's character as well as population size. In earlier decades, much of the population, lifestyle, and employment were related to the production and transportation of agriculture and agricultural goods. During the last several decades, residential growth and development in the City have been tied to the suburban expansion of Sacramento, Yolo, and Solano counties. New arrivals have come looking for affordable single-family homes within reasonable commutes to employment centers in the surrounding counties.

Housing in the City is characterized primarily by single-family homes. With market conditions favoring single-family home construction, homebuilders in the community have preferred to serve the single-family home market. Rental units for very-low income households are available within the City at several non-profit sponsored apartment communities and adjacent to the City in Yolo County Housing's (a California Housing Authority) El Rio Villa.

### POPULATION CHARACTERISTICS

#### POPULATION TRENDS

The growth rate in the City between 1990 and 2000 was 32 percent, slightly higher than County's growth rate of 20 percent. Much of the population growth experienced by the City during the past 20 years has been due to its convenient location along Interstate 505, low development costs, and a desire by many residents to enjoy single-family homeownership in a smaller community setting. Population growth and change in the City also has been affected in the past by changes in the agricultural economy and agricultural employment trends.

**Table 1** provides population growth information for the City and County between 1990 and 2020. SACOG projections, as refined by EPS, project a 20-percent population increase for the City between 2000 and 2010 and a 23-percent increase between 2010 and 2020. The County is projected to grow at a much slower rate of 11-percent between 2000 and 2010, and a 17-percent growth-rate increase between 2010 and 2020. According to projections, the City is expected to reach a population of approximately 9,054 by 2020.

The number of households in the City increased from 1,506 in 1990 to 1,907 in 2000 (27-percent increase). SACOG/EPS projections show a 13-percent increase in households in the City by 2010 and a 31-percent increase between 2010 and 2020.

The number of persons per household in the City decreased from 3.21 in 2000 to 3.03 in 2010. Projections show an increase in persons per household by 2020. In comparison, the County has had fewer persons per household since 1990 than the City. Projections for County see a decrease from 2.71 persons per household in 2000 to 2.43 in 2020.

**Table 1**  
**Winters and Yolo County Population Growth (1990–2020)**

Item	1990	2000	2010 [1]	2020 [1]
<b>Population</b>				
Winters	4,639	6,125	6,624	9,054
Yolo County	141,092	168,660	200,849	219,532
<b>Households</b>				
Winters	1,506	1,907	2,186	2,821
Yolo County	50,972	59,375	70,872	90,415
<b>Persons per Household</b>				
Winters	3.08	3.21	3.03	3.21
Yolo County	2.63	2.71	2.53	2.43

Source: SACOG, 2012; Census, 2010; EPS (2020 forecast).

## ETHNICITY

An analysis of the City's population shows that slightly more than half the population (51%) is White, closely followed by Hispanic or Latino (44%); other ethnicities represent 1% or less of the City's population (Table 2). Two percent are mixed race (of two or more races).

**Table 2**  
**Comparison of Race by City and, County Population (2010)**

Race	Winters		Yolo County	
	Number	Percent	Number	Percent
Non-Hispanic				
White	3,119	51%	97,942	58%
Black	30	<1%	3,133	2%
Native American	32	1%	1,165	1%
Asian	60	1%	16,390	10%
Pacific Islander	10	<1%	443	<1%
Other Race	8	<1%	396	<1%
Two or More Races	146	2%	5,484	3%
[1] Hispanic or Latino	2,720	44%	43,707	26%

Source: SACOG, 2012

[1] This is a 2000 Census category only.

## AGE OF POPULATION

A comparison of the ages among the City and County populations shows general similarities (Table 3). The City's median age (31.1) was slightly higher than the County's (29.5) and lower than the State's (35.2). Individuals younger than 20 comprised 37 percent of the City's population in 2000, compared to 21 percent for the County. 15 percent of City residents were older than 55 in 2000, compared to 16 percent in the County. The larger percentage of minors in the City is consistent with the percentage of families with children and larger household size (Tables 1 and 5).

**Table 3**  
**Age Distribution (2010)**

Age	Winters		Yolo County	
	Number	Percent	Number	Percent
Under 5	479	8%	10,964	7%
5 to 9	575	9%	12,264	7%
10 to 14	630	10%	12,177	7%
15 to 19	552	9%	17,219	10%
20 to 24	349	6%	20,797	12%
25 to 34	820	13%	23,677	14%
35 to 44	1,074	18%	23,866	14%
45 to 54	762	12%	20,301	12%
55 to 59	225	4%	6,647	4%
60 to 64	182	3%	4,966	3%
65 to 74	256	4%	8,056	5%
75 to 84	166	3%	5,753	3%
85 and Over	55	1%	1,973	1%
Median Age	31.1		29.5	

Source: SACOG, 2012

## HOUSEHOLD TYPE AND COMPOSITION

Further insight into the characteristics of the City's population can be gained by examining household composition, such as the proportion of families with children, single adults, and single parents.

From 2000 to 2010, the City's population increased at a slightly lower rate than the number of households, as is reflected by the decrease in household sizes. While the population increased by 8 percent in the decade, the number of households increased by 15 percent. Of the 2,186 households in 2010, **Table 4** shows that the highest percentage consisted of two-person households (29%); the next-largest percentage was three-person households (20%), followed by one- and four-person households (17% apiece).

**Table 4**  
**Number of Persons per Household**

Household Size	2000		2010	
	Persons	%	Persons	%
1 Person	276	14%	365	17%
2 Persons	491	26%	627	29%
3 Persons	355	19%	433	20%
4 Persons	420	22%	365	17%
5 Persons	212	11%	237	11%
6 Persons	85	4%	93	4%
7+ Persons	68	4%	66	3%

Source: 2000 Census; SACOG, 2012

In addition to household size, household composition provides important indicators of population characteristics and trends (Table 5). The 2010 Census reported that 78 percent of all households in the City were family households, a slight decrease from the 2000 proportion of 81 percent. More than half of the families (60 percent) were married-couple households. Although most people in the City lived in family households, 22 percent of the households. The non-family households were primarily single adults (including seniors). Eighteen percent of households were headed by a senior (aged 65 or more).

**Table 5**  
**Household Composition by Type**

Household Type	2000		2010	
	Number	Percent	Number	Percent
<b>Family Households</b>	<b>1,547</b>	<b>81%</b>	<b>1,711</b>	<b>78%</b>
Married Couple Family Households	1,222	64%	1,322	60%
Households with Own Children	725	38%	846	39%
Female Householder, no husband present	244	13%	255	12%
<b>Non-Family Households</b>	<b>360</b>	<b>19%</b>	<b>475</b>	<b>22%</b>
Living Alone	276	14%	365	17%
<b>Total Households</b>	<b>1,907</b>	<b>100%</b>	<b>2,186</b>	<b>100%</b>
<b>Householders 65 and over</b>	<b>311</b>	<b>16%</b>	<b>385</b>	<b>18%</b>
<b>Group Quarters (Persons)</b>				
Institutionalized persons	6	-	0	-
Other persons in group quarters	0	-	6	-
<b>Total Persons in Group Quarters</b>	<b>6</b>	<b>-</b>	<b>6</b>	<b>-</b>

Source: 2000 Census; 2010 Census

## INCOME CHARACTERISTICS

**Table 6** shows that the median income level in the City increased by 22 percent between 2000 and 2010, from \$48,678 to \$59,517. The county-wide median remained lower, but increased at a greater rate of 40 percent (from \$40,769 to \$57,077). Wage growth has been stagnant for much of the State during the first half of this decade.

**Table 6**  
**Median Household Income**

	2000	2006-10 ACS	% Change
Winters	\$48,678	\$59,517	22%
Yolo County	\$40,769	\$57,077	40%

Source: SACOG, 2012.

**Table 7** shows that from 2000 to 2010, City households with incomes above \$100,000 more than tripled, increasing from 11% to 32%. Conversely, 21 percent of the City's households had incomes below \$25,000 in 2000 and 16 percent had incomes below \$25,000 in 2010. These Census figures are not adjusted for inflation which was approximately 13 percent from the end of 2000 to the beginning of 2008.

**Table 7**  
**Household Income**

Income	2000		2006-10	
	Number	Percent	Number	Percent
Under \$24,999	405	21%	331	16%
\$25,000 to \$49,999	570	30%	440	21%
\$50,000 to \$74,999	435	23%	523	25%
\$75,000 to \$99,999	281	15%	130	6%
\$100,000 or more	204	11%	673	32%

Source: SACOG, 2012

Five income categories are typically used for comparative purposes that are based on a percentage of the county median income and adjusted for household size (**Table 8**). These categories are referred to as "extremely low-income," "very low-income," "low-income," "moderate-income," and "above moderate-income." The median income on which these five categories are based represents the mid-point at which half of the households earn more and half earn less.

**Table 8**  
**Definition Used for Comparing Income Levels**

<b>Income Category</b>	<b>Definition</b>
Extremely Low Income	Up to 30% of County Median Income
Very Low-Income	31% to 50% of County Median Income
Low-Income	51% to 80% of County Median Income
Moderate-Income	81% to 120% of County Median Income
Above Moderate-Income	121% and above of County Median Income

"inc level defs"

Source: HCD.

**Table 9** provides the percentages of County and City residents that are within these income ranges as estimated by the HUD Comprehensive Housing Affordability Strategy (CHAS) database for 2005-2009. As shown in Table 9, the City has a higher proportion of extremely low, moderate, and above moderate income residents, in comparison to the County. The County has higher proportions of very low and low income residents. The majority of extremely low and low income households in Winters are renters; however, there is a larger proportion of very low income owner households than very low income renter households. The majority of moderate and above moderate income households own their home.

**Table 9**  
**Income Range by Income Category (2010)**

<b>Income</b>	<b>Owner</b>		<b>Renter</b>		<b>Total</b>	
	<b>Households</b>	<b>% of Total</b>	<b>Households</b>	<b>% of Total</b>	<b>Households</b>	<b>% of Total</b>
<b>Winters</b>	1,408	66%	734	34%	2,142	100%
Extremely Low Income	24	2%	220	30%	244	11%
Very Low Income	145	10%	55	7%	200	9%
Low Income	139	10%	189	26%	328	15%
Moderate Income	475	34%	70	10%	545	25%
Above Moderate Income	625	44%	200	27%	825	39%
<b>Yolo County</b>	36,895	55%	30,610	45%	67,505	100%
Extremely Low Income	2,035	3%	8,285	12%	10,320	15%
Very Low Income	2,600	4%	5,825	9%	8,425	12%
Low Income	4,780	7%	5,870	9%	10,650	16%
Moderate Income	6,720	10%	5,720	9%	12,440	18%
Above Moderate Income	20,760	31%	4,910	7%	25,670	38%

Source: SACOG, 2012

HCD publishes annual income range estimates which are used as the basis for income targeting on many affordable housing-related programs. These limits define the dollar

amount of each income level based on a percentage of the estimated median income for the county in which the jurisdiction is located. **Table 10** provides limits for the County for 2013. According to HCD, the estimated 2013 median income for a family of four is \$76,900 in the County.

**Table 10**  
**Yolo County Income Limits (2013)**

Household Size	Extremely Low-Income (30% of Median)	Very Low-Income (50% of Median)	Low-Income (80% of Median)	Moderate-Income (120% of Median)
1 Person	\$16,150	\$26,950	\$43,050	\$64,600
2 Persons	\$18,450	\$30,800	\$49,200	\$73,850
3 Persons	\$20,750	\$34,650	\$55,350	\$83,050
4 Persons	\$23,050	\$38,450	\$61,500	\$92,300
5 Persons	\$24,900	\$41,550	\$66,450	\$99,700
6 Persons	\$26,750	\$44,650	\$71,350	\$107,050
7 Persons	\$28,600	\$47,700	\$76,300	\$114,450
8 Persons	\$30,450	\$50,800	\$81,200	\$121,850

Source: California Dept. of Housing and Community Development, 2013.

## POVERTY

The poverty level of income is a federally defined measure of the minimum income needed for subsistence living. The poverty level is an important indicator of severe financial distress, and the rate of poverty in a community (proportion of the population with poverty-level incomes or less) provides important information about individuals and families in the greatest financial need. The dollar guideline for poverty is adjusted each year by the federal government for household size. **Table 11** provides 2013 poverty guidelines for several types of households.

**Table 11**  
**Poverty Guidelines (2013)**

Persons in Family/Household	Poverty Guideline
1	\$11,490
2	15,510
3	19,530
4	23,550
5	27,570
6	31,590
7	35,610
8	39,630

For families/households with more than 8 persons, add \$4,020 for each additional person.  
Source: Federal Register Vol. 78, No. 16, January 4, 2013.

The 2007-2011 ACS conducted by the Census Bureau shows that 9.5 percent of the City's population had incomes below the federally defined poverty level at that time; this is 4.5 percent higher than reported in the 2000 Census. Female-headed households with children younger than 18 in 2000 had a 5.8 percent poverty rate, compared to the 1.6 percent female-headed households reported in the 2000 Census. In 2007-2011, 9.4 percent 18 and older were below the poverty level, representing an increase of 4.4 percent since 2000. Persons 65 and older had a 7.7 percent poverty rate, compared to 6 percent in 2000.

Poverty rates listed in **Table 12** are based on persons for whom the poverty status is determined and do not reflect persons who live in group quarters; therefore, this report does not reflect 100 percent of the population. The highest reported poverty rate, 18.9 percent, was reported for married couple families with related children under 5.

**Table 12**  
**Winters Poverty Rates [1] (2007-2011)**

Group	
All People	9.5%
65 and Over	7.7%
Under 18	9.6%
18-64	9.7%
All Families	7.3%
With related children under 18	9.0%
Married couple families	9.2%
Married couple families with related children under 5	18.9%
Families with female householder, no husband	3.3%
Female-headed family with children under 18	7.1%

Source: SACOG, 2012; 2007-2011 American Community Survey

[1] Data is only provided as a percentage

## EMPLOYMENT TRENDS

Employment trends also are a key determinant in the type and pace of development that may occur in the City. As summarized in **Table 13**, the City added 306 jobs between the 2000 Census and the 2006-2010 ACS; a growth rate which, at 10 percent, was significantly lower than the County's 18 percent increase in employment for that period. Local jobs in the City are projected to increase from 1,990 in 2008 to 3,116 in 2035. It is noted that the 2035 estimate is less than the number of employed residents in 2006-2010, meaning that a significant number of residents will continue to commute outside the City.

As displayed in **Table 1**, the City is projected to consist of 2,821 households in 2020 which indicates the City will be experiencing a jobs/housing ratio of 0.79 local jobs per household.

**Table 13**  
**Historical and Projected Employment**

	Number of Residents Employed		SACOG Estimates – Local Jobs by Job Site		
	2000	2006-10	2008	2020 Forecast	2035 Forecast
	Yolo County	76,648	90,422	102,379	113,383
Winters	2,927	3,233	1,990	2,239	3,116

Source: US Census, 2000; SACOG, 2012

### Employment by Industry

**Table 14** provides data related to employment of City and County residents. As shown, the top 4 industries for the City’s workforce are (1) education, health, and social services; (2) construction; (3) transportation, warehousing, and utilities; and (4) information. Together, these sectors account for slightly more than 46 percent of total employment for City residents. Also noteworthy is City’s level of agricultural employment. Compared to Yolo County, City residents are more likely to work in agriculture (see Farm Employment **Table 18**). ACS) data for 2006-2010 are also provided for reference.

In 2003, approximately 2 percent or 210 UC Davis employees lived in the City (approximately 3 percent of the City’s population). This number is projected to increase to more than 8 percent, or more than 1,470 residents, by 2015, representing more than 15 percent of the City’s population.

### Commute Patterns

The City’s residents typically commute to their places of employment in Yolo County. Commute patterns of residents living in the City show a strong association of the City to Yolo County, as opposed to Solano County and the Bay Area. In 2007-2011, approximately 54.6 percent of all City residents worked in the City or Yolo County. The most common method of travel to work was a car, truck, or van (91.5 percent); other forms of travel to work include walking (5.6 percent), public transportation (0.6 percent), and bicycle (0.4 percent). In 2007-2011, the average time traveled to work was 26.5 minutes.

**Table 14**  
**Employment by Industry**

	2000		2006-2010		2006-2010	
	Winters	Yolo County	Winters	Yolo County	Winters	Yolo County
	Number	Percentage	Number	Percentage	Number	Percentage
Agriculture, forestry, fishing and hunting, and mining	208	8%	306	9%	3,075	3%
Construction	209	8%	481	15%	5,163	6%
Manufacturing	173	6%	227	7%	4,111	5%
Wholesale trade	265	10%	144	4%	2,325	3%
Retail trade	260	10%	370	11%	9,508	11%
Transportation and warehousing, and utilities	138	5%	317	10%	3,632	4%
Information	28	1%	50	2%	1,625	2%
Finance, insurance, real estate, and rental and leasing	170	6%	73	2%	4,588	5%
Professional, scientific, mgmt., admin., and waste mgmt. svcs.	172	6%	202	6%	9,508	11%
Educational, health and social services	500	18%	509	16%	27,761	31%
Arts, entertainment, recreation, accommodation and food services	204	8%	228	7%	7,456	8%
Other services (except public administration)	177	7%	194	6%	3,951	4%
Public administration	224	8%	132	4%	7,719	9%
<b>TOTAL</b>	<b>2,728</b>	<b>100.0%</b>	<b>3,233</b>	<b>100.0%</b>	<b>90,422</b>	<b>100.0%</b>

Source: 2000 Census; SACOG, 2012

[1] Civilian employed population over the age of 16.

**Table 15** lists major employers throughout the City. Most of the top employers are public agencies, manufacturers, retail/service establishments, or distribution companies.

**Table 15**  
**Major Employers in the City of Winters**

<b>Company</b>	<b>Employees</b>
Mariani Nut Company	200 full time, 75 seasonal
Winters Joint Unified School District	220
Buckhorn Group [1]	100
Double M Trucking	70
Pavestone	50
City of Winters	28
Town and Country Market	14 full time, 28 part time
Vintage Paving	9 full time, 10 part time

*"W employers"*

Source: City of Winters, May 2008.

[1] Includes Buckhorn Restaurant, Putah Creek Café, and Buckhorn Catering.

The EDD produces an annual Occupational Employment and Wage Data estimate by County. **Tables 16** displays a sample of jobs and salaries from the most recent period available and lists the mean annual wage and the 25<sup>th</sup> and 75<sup>th</sup> percentile annual wage of the working force for each job category.

**Table 16**  
**Occupational Employment and Wage Data for Yolo County**

<b>Occupational Title</b>	<b>Employment Estimates (Nov. 2004)</b>	<b>Mean Annual Wage (3rd Quarter 2005)</b>	<b>25th Percentile Annual Wage</b>	<b>75th Percentile Annual Wage</b>
Teachers (Preschool School)	310	\$28,413	\$21,008	\$28,954
Teachers (Elementary School)	340	\$52,656	-	-
Receptionists and Information Clerks	1,170	\$23,046	\$19,032	\$26,520
Customer Service Reps	610	\$31,346	\$25,376	\$36,546
General Operations Manager	1,140	\$97,386	\$60,694	\$116,917
Maintenance Repair Workers	1,130	\$37,710	\$29,266	\$45,490
Social Workers, Medical and Public Health	40	\$51,397	\$41,517	\$59,509
Registered Nurses	690	\$69,680	\$62,650	\$77,771
Pharmacists	80	\$102,357	\$98,821	\$116,896
Janitors and Cleaners	1,580	\$23,338	\$19,781	\$30,389
Child Care Workers	450	\$20,696	\$17,763	\$23,608
Cashiers	1,600	\$21,070	\$16,286	\$22,506
Service Station Attendants	50	\$23,421	\$16,474	\$32,469
Truck Drivers, Heavy and Tractor Trailer	1,880	\$38,750	\$30,846	\$46,488
Packers and Packagers	1,310	\$26,042	\$17,410	\$34,091
Library Technicians	100	\$32,573	\$27,706	\$36,504
Urban and Regional Planners	40	\$67,725	\$61,194	\$75,254

Source: EDD.

## SPECIAL NEEDS POPULATIONS

Government Code 65583(a)(6) requires an analysis of special needs populations, including the elderly, persons with disabilities, female-headed households, large families, farmworkers, and persons needing emergency shelter. This chapter includes available data available to assess the needs of these specific population groups.

### ELDERLY

Persons older than 65 face special housing challenges related to physical and financial conditions. Often times, older adults face declining mobility and self-care capabilities that create special housing needs and challenges for them. Many older adults, even those who own their own homes, face financial challenges because of limited incomes from Social Security and other retirement benefits. Data on the incomes and housing expenses of householders 65 and older indicate that a substantial number (although by no means the majority) of these older adults may need assistance related to these:

- Repair and maintenance of owned dwellings units;
- Modifications to existing homes to better meet mobility and self-care limitations;
- Financial assistance to meet rising rental housing costs for those who do not own; and
- Supportive services to meet daily needs, such as those provided at assisted care residences.

**Table 17** compares the number of older adults in 2000 and 2010. The population aged 65 and older has increased by 26 percent, more slowly than the total population which has increased by 32 percent. However, the total number of older adults in the City continues to increase, so the housing needs of seniors will continue to be a significant aspect of total housing needs in the City.

Between 2000 and 2010, the largest increase in the City's senior population occurred in the 65 to 69 (from 128 to 204), while the greatest rate increase was in the 95 to 99 cohort which increased by 167% (5 persons).

**Table 17**  
**Pattern of Aging of the Winters Population**

	2000	2010	Percentage Change
<b>Total Population 65 and Over</b>	477	601	26%
65 to 69	128	204	59%
70 to 74	128	142	11%
75 to 79	95	99	4%
80 to 84	71	76	7%
85 to 89	37	52	41%
90 to 94	14	19	36%
95 to 99	3	8	167%
100+	1	1	0%

Source: 2000 Census; SACOG, 2012.

In 2010, the incidence of poverty among the population in the City aged 65 years and older was 7.7 percent, an increase from 5.9 percent in 2000. Persons between the ages of 18 and 64 had a poverty rate of 9.7 percent; the rate in 2000 was 4.9 percent. These percentages show that, as a group, persons 65 years and older in the City are not more adversely affected by poverty than the population aged 18 to 64. It is not unusual for seniors to have lower poverty rates, even though a large percentage may be low-income, because of Social Security and other retirement benefits that provide a guaranteed minimum income.

Older adults typically have the highest rates of homeownership of any age group, and the City's senior homeowner population is above the population as a whole. In the City, the proportion of seniors living in owner-occupied housing was 73 percent in 2010, compared to 68.9 percent for the total population. Although seniors represent about 9 percent of the population, they comprise 13 percent of all homeowners. Table 18 shows tenure by age for the senior population.

**Table 18**  
**Tenure – Senior Households**

	65 to 74 years		75 to 84 years		85+ years		Total Senior Households	
	#	%	Number	%	#	%	#	%
<b>2000</b>		311						
Owner	114	37%	91	29%	32	10%	237	76%
Renter	47	15%	21	7%	6	2%	74	24%
<b>2010</b>		385						
Owner	166	43%	74	19%	42	11%	282	73%
Renter	53	14%	35	9%	15	4%	103	27%

Source: SACOG, 2012

The following organizations provide services for seniors or individuals with self-care limitations in the City and Yolo County:

**Winters Senior Apartments**, located at 400 Morgan Street offers permanent affordable rental units for 38 individuals or couples who can live independently. Residents must be ages 62 or older or disabled and very low income. There are two units which are set up to accommodate persons with disabilities. This project is financed through the U.S. Department of Agriculture Rural Development program and rent is based on ability to pay. As of April, 2008, there was a wait of 3 months to 1 year for a unit.

**Winters Senior Center**, located at 201 Railroad Avenue (Winters Community Center) in Winters, offers elderly nutritious lunch programs, monthly potluck meetings, speakers on senior issues, and senior recreation activities. The City provides a medical appointments transportation service for senior citizens; the vehicle used for the service is not wheelchair accessible.

**People Resources, Inc.**, located at 70 North East Street, Suite C in Woodland, offers seniors age 60 and older meal services Monday through Friday at six different sites in County: West Sacrament Senior Center, Knights Landing Community Center, Davis Senior Center, Winters Community Center, and the Woodland Senior Center. This program also offers home-delivery service for homebound seniors who are unable to come to the nutrition sites. Areas served through the home-delivery service include Davis, Esparto, Knights Landing, West Sacramento, Winters, and Woodland.

**Yolo Adult Day Health Center**, located at 20 North Cottonwood Street in Woodland, provides an affordable daytime program of health, rehabilitation and social services that assists adults to remain living at home with as much independence as possible. Participants attend the center one to five days per week and receive nursing care, personal care/grooming, social work services, physical therapy, and recreational and social activities. Lunch is served with specialized diets available. Participants must be 18 years or older, a County resident, and have health problems that interfere with independent living.

## PERSONS WITH DISABILITIES

According to 2000 Census data, based on sample information, approximately 15 percent of the City's non-institutionalized, civilian population ages 5 through 64 were estimated to have some form of disability. Approximately 12 percent of that population is also estimated to be living below the poverty line. More recent data regarding the poverty rates of disabled persons is not available for cities of Winters' size. Persons with disabilities, whether below or above the poverty line, may have mobility impairments, self-care limitations, or other conditions that may require special housing accommodations or financial assistance. Such individuals can have several special needs that distinguish them from the population at large:

- Individuals with mobility difficulties (such as those confined to wheelchairs) may require special accommodations or modifications to their homes to allow for continued independent living. Such modifications are often called "handicapped access."
- Individuals with self-care limitations (which can include persons with mobility difficulties) may require residential environments that include in-home or on-site

support services, ranging from congregate to convalescent care. Support services can include medical therapy, daily living assistance, congregate dining, and related services.

- Individuals with developmental disabilities and other physical and mental conditions that prevent them from functioning independently may require assisted care or group home environments.
- Individuals with disabilities may require financial assistance to meet their housing needs because typically a higher percentage of this group is low-income, and their special housing needs are often more costly than conventional housing.

Some people with mobility or self-care limitations are able to live with their families, who can assist in meeting housing and daily living needs. A segment of the disabled population, particularly low-income and retired individuals, may not have the financial capacity to pay for needed accommodations or modifications to their homes. In addition, even those able to pay for special housing accommodations may find them unavailable in the City.

Disabled persons often require special housing features to accommodate physical limitations. Some disabled persons may experience financial difficulty in locating suitable housing because of the cost of modifications to meet their daily living needs or may have difficulty in finding appropriate housing near places of employment. Although the California Administrative Code (Title 24) requires that all public buildings be accessible to the public through architectural standards, such as ramps, large doors, and restroom modifications to enable handicap access, not all available housing units have these features. In addition, there are other types of physical and design modifications that may be necessary to accommodate various types of disabilities.

According to the 2000 Census, 1,055 persons aged 5 or more had a disability and 699 persons between the ages of 21 and 64 had mobility or self-care limitations in the City that might require special housing accommodations and supportive services (see Table 19). The 2000 Census data is the most recent data available as the American Community Survey does not provide disability data for communities under 20,000.

**Table 19**  
**Disabled Population**

	Total Civilian Noninstitutionalized Population aged 5 and Over	With a Disability		Ages 21 to 64 with a Disability and Self-Care Limitation	
		Number	Percent	Number	Percent
2000	5,616	1,055	19%	699	12%

Source: SACOG, 2012; EPS, 2008

### *Developmentally Disabled Persons*

The persons with a disability category includes persons with developmental disabilities. "Developmental disability" means a disability that originates before an individual attains age 18 years, continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual." This term includes mental retardation, cerebral palsy, epilepsy, autism, and disabling conditions found to be closely related to

mental retardation or to require treatment similar to that required for individuals with mental retardation, but does not include other handicapping conditions that are solely physical in nature.

While the US Census reports on mental disabilities, which include developmental disabilities, the Census does not identify the subpopulation that has a developmental disability. The Alta County Regional Center maintains data regarding people with developmental disabilities, defined as those with severe, life-long disabilities attributable to mental and/or physical impairments, and reports that there are 1,187 developmentally disabled persons in Yolo County. Countywide, 78% of developmentally disabled persons reside with a parent or relative and the remaining 22% live in group living or care/supportive facilities. Winters has a population of 46 developmentally disabled persons. Table 20 identifies the developmentally disabled population in Winters by age.

Developmentally disabled persons may live with a family in a typical single family or multifamily home, but some developmentally disabled persons with more severe disabilities may have special housing needs that may include extended family homes, group homes, small and large residential care facilities, intermediate care, and skilled nursing facilities and affordable housing such as extremely low/very low/low income housing (both rental and ownership), Section 8/housing choice vouchers, and single room occupancy-type units (North Bay Regional Center 2012). Housing types appropriate for developmentally disabled persons are permitted in the City as shown in Tables 48 and 49. There is one licensed care facility in the City which has capacity for 6 developmentally disabled adults.

**Table 20**  
**Developmentally Disabled Population by Age (Zip Code 95694)**

Age Range	0 to 14	15 to 22	23 to 54	55 to 64	65 +	Total
Population	19	11	14	2	-	46

Source: SACOG, 2012

## FEMALE-HEADED HOUSEHOLDS

Most female-headed households are either single, women over the age of 65, or single females with minor children (mothers or other female relatives). Traditionally, these three groups have been considered special needs groups because their incomes tend to be lower, making it difficult to obtain affordable housing, or because they have specific physical needs related to housing (such as child care or assisted living support for older adults). Single mothers, in particular, tend to have difficulty in obtaining suitable, affordable housing. Such households also have a greater need for housing with convenient access to child-care facilities, public transportation, and other public facilities and services.

Of the 2,186 households in the City in 2010, 255 were female-headed families, or 12 percent of the total households in the City (see Table 5). Of the female-headed households, 164, or 64 percent, were female-headed households with minor children (see Table 21). The ACS data identifies that there 3.3% of female-headed householders

were below the poverty level and 5.8% of female-headed households with children under 18 were under the poverty level. As a whole, female-headed households have a lower poverty rate (3.3%) than all families (7.3%) and female-headed households with children under 18 have a lower poverty rate than all families with children under 18 (7.1% compared to 9.0%) (see **Table 12**). . While the poverty rates for female-headed households are not disproportionately high, single-parent households often have a higher ratio between their income and living expenses than families with two income-earners. Therefore, finding affordable, decent, and safe housing can be more difficult for single parent and female-headed households.

**Table 21**  
**Female-Headed Families**

	Female Headed Family	Female Headed Family With children under 18	Female Headed Family With No children under 18		
	Number	Number	% of Female Headed Families	Number	% of Female Headed Families
2000	244	159	65%	85	35%
2010	255	164	64%	91	36%
Change	11	5	3%	6	7%

Source: SACOG, 2012

## LARGE FAMILIES

Large families (usually defined as family households with five or more persons) can have difficulty securing adequate housing because of the need for additional bedrooms (three or more) to avoid overcrowding. Overcrowding is typically defined as more than one person per room, excluding uninhabitable space such as bathrooms and hallways. Low-income large families typically need financial assistance in County to secure affordable ownership housing that meets their space needs. It becomes even more difficult when large families try to find adequate rentals within their budget because rentals typically have fewer bedrooms than ownership housing. Large families tend to have higher rates of overcrowding and overpaying for housing (housing costs that exceed 30 percent of a household's income). Many large families also are composed of immigrants or minorities who may face additional housing challenges because of discrimination or limited language proficiency. To address this problem, the City works with developers to find ways to increase the number of bedrooms in each rental unit.

**Table 22**  
**Household Size versus Bedroom Size by Tenure**

Tenure	5 Person Households			6 Person and Larger Households		
	3 BR Units	House-holds	<Shortfall>/Excess	4+ BR Units	House-holds	<Shortfall>/Excess
Owner	771	159	612	380	101	279
Renter	264	78	186	25	57	<32>

Source: SACOG, 2012

**Table 22** compares household size by tenure to the unit size of owner and renter housing. As **Table 22** illustrates, there are adequate three-bedroom owner and renter units for five-person households. However, there is a shortfall of rental units for 6-person and larger households.

Of the City's assisted rental units (**Table 43**), Almondwood has six three-bedroom units; Winters Apartments has ; Orchard Village (constructed during the RHNA period) has 32 three-bedroom units and four four-bedroom units; Winters Village (formerly Winters II) has 12 three-bedroom and two four-bedroom units. The recent experience of leasing up Winters II demonstrated that there is a significant demand for family units. Large families in the City not eligible for a unit in Winters II face crowding into smaller units or renting a single-family detached home that may lead to overpayment for housing expenses.

CHAS data from 2000 indicate that there were 50 large households of 5 or more related members at or below 50 percent of County median income. There were 100 large households listed as low income (50 to 80 percent of County median income). CHAS data report that a quarter of all large households were paying more than 30 percent of their income on housing costs. The 2000 CHAS data is the most recent available data as updated CHAS data by household size was not provided in the SACOG data package.

According to Census data (which may vary from CHAS data), in 2010, 18 percent of all households in the City had five or more persons, a significantly higher than the proportion of large families countywide (10 percent). Of the total occupied housing units in the City, 260 were owner-occupied households of five or more persons and 135 were renter-occupied households of five or more persons. The large family renter households, particularly those with 6 or more persons, have the greatest needs related to housing availability and affordability.

## FARMWORKERS

In Yolo County, there were 2,430 farm workers identified in the 2011 ACS, a 20 percent increase from the 2007 USDA survey (SACOG, 2012). The 2011 data does not identify the number of days worked per year; however, the 2007 USDA data identified that 49% of the County's farm workers worked less than 150 days of the year. According to SACOG data, 266 persons of the City's total labor force were employed in farming, forestry, and fishing occupations, an increase of 9 percent since 2000 as shown in Table 23. Because of the predominance of agricultural production in County, it is probable that many farmworkers live in the City and work in other areas of the region. Detailed data regarding the specific occupations and wage levels of the City residents employed in farming, forestry, and fishing occupations is not available at the City level. In its Occupational Employment Statistics (OES) Survey Results, EDD reports that Yolo County, part of Sacramento-Arden Arcade-Roseville MSA, mean hourly wages in the agricultural industry range from \$9.47 for farmworker and laborers working in the crop, nursery, and greenhouse categories to \$30.01 for first-line supervisors/managers (see Table 24).

**Table 23**  
**Farm Employment—Winters**

Occupation	2000	2007-2011	Change
Farming, fishing, and forestry	245	266	9%

Source: US Census, 2000; SACOG, 2013

**Table 24**  
**Farm Employment and Wages – Yolo County**

Occupational Title	May 2012 Employment Estimates	Mean Hourly Wage	Mean Annual Wage
First-Line Supervisors/Managers of Farming, Fishing, and Forestry Workers	170	\$30.01	\$62,433
Agricultural Inspectors	80	\$22.80	\$47,435
Farmworkers and Laborers, Crop, Nursery, and Greenhouse	2,060	\$9.47	\$19,698
Farmworkers, Farm and Ranch Animals	130	\$12.97	\$26,975
Agricultural Workers, All Other	(3)	\$22.67	\$47,165
<b>TOTAL</b>	<b>2,437</b>		

Source: EDD, 2013

Farmworkers who are permanent City residents, particularly those who are part of large family households, face many of the same difficulties in obtaining suitable, affordable housing as other low-income families. Sound, affordable housing of sufficient size is a high priority need among farmworker households.

Among the County's main crops are tomatoes, hay, grapes, almonds, and rice. These crops require increased levels of labor during harvest seasons and migrant laborers help farmers to meet their labor needs during peak demand months. To address the regional needs of the migrant farmworker community, the County Housing Authority operates three state-owned migrant farmworker facilities as listed in **Table 25**. According to Yolo County Housing's migrant housing director, the supply of migrant housing approximates the demand for that type of temporary housing. There is no extensive waiting list in Dixon and the facilities in Davis and Madison had vacancies as of May 7, 2008.

To qualify for the housing, the adults must be farmworkers, except that the Davis and Dixon facilities now permit cannery workers. Families must also be relocating from at least 50 miles away. The migrant communities are supported by the State for 180 days; however, growers have requested that the housing remain open beyond the 180 day period and the Housing Authority has been able to cobble together the resources to increase the length of stay for families.

**Table 25  
Housing for Migrant Workers**

Location	Units	Household Type
Madison	88	families and individuals
Davis	62	families and individuals
Dixon	82	families and individuals
<b>Total</b>	<b>232</b>	

*"migrant"*

Source: Yolo County Housing Authority

## HOMELESS

The HPAC conducted the HUD-required count of homeless individuals and families in January 2013. While the count identified homeless persons in Davis, West Sacramento, Woodland, and Rural areas, similar to the counts in 2007 and 2009, no homeless persons were identified in the City of Winters. The HPAC conducted the 2009 HUD-required count of homeless individuals and families on January 29, 2009. There were no homeless individuals identified in the City of Winters. This is consistent with the findings of the January 30, 2007 count by HPAC which also did not locate any homeless persons in Winters. Using HUD criteria, the 2009 HPAC survey identified homeless people as individuals who were residing in the following conditions:

- Emergency shelters,
- Transitional housing, including using a voucher, but originally came from the sheets or emergency shelter,
- A location not meant for human habitation.

Individuals staying the night in motels without specified vouchers, individuals on waiting lists for vouchers, "couch surfing" in various homes, staying temporarily with friends or family are not included in the count. The 2013 count identified 474 homeless persons, with 465 of the homeless persons located in the County's largest cities (Davis, West Sacramento, and Woodland) and only 9 of the homeless persons located in a rural area.

An interview conducted with the City's Police Chief, echoed the results of the HPAC survey. The Police Chief indicated that the police force rarely comes across a homeless person and there is no "standing homeless population." There are no motels in the City that could serve as temporary housing. When asked about areas of overcrowding that may be an indication of homelessness via "couch surfing," he responded that there was no such area of overcrowding that has drawn police attention.

With the U.S./Mexican Border being more thoroughly monitored, many would-be migrant farm laborers are forced to remain in the U.S. year round. Such individuals are likely to find that adequate shelter is difficult to come by, especially, when the main goal is to return as much of a pay check to family in Mexico as possible.

## AGENCIES OFFERING PUBLIC ASSISTANCE TO HOMELESS AND OTHER SPECIAL NEEDS GROUPS

Homeless programs are primarily administered at the County level through HPAC. HPAC maintains a list of services for homeless and low-income families. The following is the list of housing and shelter related services.

### Emergency Shelter

*Davis Community Meals*—530.753.9204

Provides beds for single adult men and women for up to seven days, three times per year. Beds provided on a first-come, first-served basis at 1111 H Street, Davis between 5:45 and 9:00 p.m. Additional cold weather shelter beds are available from November–March on a first-come, first-served basis.

*Sexual Assault and Domestic Violence Center*—530.661.6336

Provides emergency shelter and supportive services for victims of sexual assault and domestic violence.

*Short Term Emergency Aid Committee*—530.758.5444

Provides motel vouchers for Yolo County residents in need of temporary shelter. Customers must have an agency referral to receive services.

*Yolo Crisis Nursery*—530.758.6680 or toll-free 877.543.7752 (877.KIDSPLACE)

Provides a safe haven for Yolo County children less than 6 years of age, while parents/caregivers experiencing high levels of stress or significant hardship are provided with support and resources to resolve the crises or cope with the stress. Children may stay up to 30 days. Services are voluntary and confidential.

*Yolo Wayfarer Center*—530.661.1218

Provides the county's Cold Weather Shelter from mid-November – mid-March. The shelter is open the remainder of the year for Woodland residents. Check-in begins at 6:00 p.m. at 207 Fourth Street, Woodland.

### Transitional Housing

*Broderick Christian Center*—916.372.0200

Provides family transitional housing and supportive services through a case-management approach with life skills classes.

*Davis Community Meals*—530.753.9204

Provides transitional housing for families and single adult individuals. Includes supportive services through a case-management approach.

*Yolo Wayfarer Center*—530.661.1218

Provides transitional housing for families and single adult individuals. Includes supportive services through a case-management approach. Family orientation on

Tuesdays at 9:00 a.m. at Woodland Methodist Church, 212 Second St. in the Lamp Room (child care provided).

### Permanent Supportive Housing

*Community Housing Opportunities Corp (CHOC)*—530.757.4452

Provides permanent supportive housing opportunities for very low-, low-, and moderate-income households. Call for locations and program details. CHOC owns and manages two apartment complexes in the City.

*Davis Community Meals*—530.756.4934

Cesar Chavez Apartments - Provides 52 affordable single bedroom apartment units, including 19 units of permanent supportive housing for special needs families and individuals in Yolo County.

*Yolo Community Care Continuum*—530.758.2160

Provides permanent supportive housing and short-term residential treatment for individuals with mental illness. Also offers day rehabilitation and support and referral services. Call for details. Some programs may require a referral from the County Department of Alcohol, Drug, and Mental Health Services.

*Yolo County Housing*—530.662.5428

Operates El Rio Villa which is located at 62 Shams Way. Adjacent to the City in the County which provides subsidized housing opportunities for families, the elderly, and disabled persons through administering year-round housing programs. Very low-income households of two or more persons, single people who are age 62 or older, and handicapped or permanently disabled individuals are eligible for the programs. Preference is given to those who live and work in County, veterans, and persons who have become displaced because of poor housing conditions. According to Yolo County Housing, there is a 3- to 5-year waiting list for their permanent housing programs.

## HOUSING CHARACTERISTICS

### HOUSING COMPOSITION

**Table 26** shows annual changes in the composition of the City’s housing stock from 2000 to 2012. The majority of homes in the City are single-family detached units (72 percent). The City’s stock of 2-4 unit and 5+ unit structures has increased considerably, with multi-family units representing 19 percent of the City’s housing stock, an increase from 13 percent in 2000. Attached single family units represent 5 percent of the housing stock and mobile homes represent 4 percent of the housing stock.

**Table 26**  
**Housing Composition Estimates**

	Total	SF detached	SF attached	2-4 units	5+ units	Mobile Homes
2000	1,967	1,532	106	67	183	79
2010	2,271	1,804	106	67	216	78
2012	2,371	1,715	109	183	276	88
change 2000-	21%	12%	3%	173%	51%	11%

2012

Source: SACOG, 2012.

**Production during the Last Planning Period**

The prior Housing Element planning period, as defined by HCD was from January 1, 2006 through June 30, 2013. **Table 22** contains permit data tracked by the Construction Industry Research Board (CIRB) and modified by the City’s Building Department for e preceding State-defined 2016-2013 planning period. The vast majority of housing production in the City overall was affordable multi-family units. ; In 2006, the Winters II affordable apartment project was permitted and in 2010, the 74-unit affordable Orchard Village project was permitted. Five single family homes, including one manufactured home and two second dwelling units, were permitted. The following are CIRB definitions:

- *Single-Family Housing:* Includes detached, semi-detached, rowhouse and townhouse units. Rowhouses and townhouses are included when each unit is separated from the adjacent unit by an unbroken ground-to-roof party or fire wall. Condominiums are included in single-family when they are of zero-lot-line or zero-property-line construction; when units are separated by an air space; or, when units are separated by an unbroken ground-to-roof party or fire wall.
- *Multifamily Housing:* Includes duplexes, 3-4-unit structures and apartment-type structures with five units or more. Multifamily housing also includes condominium units in structures of more than one living unit that do not meet the above single-family housing definition.

**Table 27  
Recent Housing Permit Activity (2006-2013)**

Year	Single-Family	Multifamily	Total Permits Issued
2006	2	34	36
2007	3	0	3
2008	0	0	0
2009	0	0	0
2010	0	0	0
2011	0	0	0
2012	0	74	74
2013	0	0	0
TOTAL	5	108	113

Source: City of Winters, 2013

**HOUSING OCCUPANCY**

**Vacancy**

From 2000 to 2010, the vacancy rate in Winters increased from 2 percent (41 units) to 5 percent (113 units) as shown in Table 28. The majority of vacancies were in units for rent or for sale (65 units), with the remaining vacant units either rented or sold but not

occupied (7 units), for seasonal, recreational, or occasional use (12 units), or other types of vacancies (29 units).

**Table 28  
Housing Occupancy**

	Total Vacant	For Rent	For Sale	Rented or Sold, Not Occupied	Seasonal, Recreation, Occasional Use	Other Vacant
2000	41	0	17	0	0	24
2010	113	40	25	7	12	29
Change	176%	-	47%	-	-	21%

Source: 2000 Census; SACOG, 2012.

### Homeownership

In 2000 and 2010, homeownership among City households significantly exceeded that of households countywide. The homeownership rate in 2000 for the City was 69 percent, while countywide homeowners represented 53 percent of all households. This same relationship continued in 2010 when the Census reported the City's homeownership rate of 65 percent, and the countywide rate of 53 percent. As is shown in Table 29, 65% of households in Winters own their home and 35% rent. The homeownership rate has decreased by 4 percent since 2000.

**Table 29  
Tenure (2010)**

	2000		2010	
	Number	Percent	Number	Percent
<b>Winters</b>				
Owner	1,314	68.9%	1,425	65.2%
Renter	593	31.1%	761	34.8%
<b>Yolo County</b>				
Owner	31,506	53.1%	37,416	52.8%
Renter	27,869	46.9%	33,456	47.2%

Source: SACOG, 2012

An analysis of homeownership rates by age in the City reveals that persons age 45 to 54 years old have the highest ownership rates (Table 30). The majority of the age groups in Table 30 have high homeownership rates that are similar to the city-wide homeownership rate (65.2 percent). The exception to this are the younger age groups, which have lower ownership rates; 88 percent of homeowners age 15-24 rent and 59 percent of homeowners age 25-34 rent. This is to be expected as persons of this age are just becoming established and generally do not have the means necessary to purchase their own home. On the other end of the spectrum, persons over the age of 75 have homeownership rates well above the City's overall population. Even though persons over the age of 75 are a small percentage of the population as a whole, this ownership

rate is unusual, as persons of this age have frequently moved out of their homes and into a care facility.

**Table 30**  
**Homeownership Rates by Age (2010)**

Age Group	Owner		Renter	
	Number	Percent	Number	Percent
15 to 24 years	8	1%	59	8%
25 to 34 years	117	8%	170	22%
45 to 54 years	259	18%	171	22%
45 to 54 years	476	33%	146	19%
55 to 64 years	283	20%	146	19%
65 to 74 years	166	12%	53	7%
75 to 84 years	74	5%	35	5%
85+ years	42	3%	15	2%
<b>TOTAL</b>	<b>1,425</b>	<b>100%</b>	<b>761</b>	<b>100%</b>

Source: SACOG, 2012

Table 31 identifies homeownership rates by income level. The lowest ownership rate, 10 percent, is among extremely low income households with incomes less than 30 percent of the area median income. The highest ownership rate is among moderate income households earning 80 to 100% of the median income.

**Table 31**  
**Homeownership Rates by Income Level (2010)**

	<= 30% of Median Income		30-50% of Median Income		50-80% of Median Income		80-100% of Median Income		100% or more of Median Income	
	#	%	#	%	#	%	#	%	#	%
Owner	24	10%	145	73%	139	42%	475	87%	625	76%
Renter	220	90%	55	28%	189	58%	70	13%	200	24%
<b>TOTAL</b>	<b>244</b>	<b>11%</b>	<b>200</b>	<b>9%</b>	<b>328</b>	<b>15%</b>	<b>545</b>	<b>25%</b>	<b>825</b>	<b>39%</b>

Source: SACOG, 2012

## AGE AND CONDITION OF HOUSING STOCK

The age and condition of the housing stock provides additional measures of housing adequacy and availability in many communities. Although age does not always correlate with substandard housing conditions, neighborhoods with a preponderance of homes more than 40 years old are more likely than newer neighborhoods to have a concentration of housing in need of deferred maintenance, updating of utilities or interior amenities, rehabilitation, or replacement. Homes with deferred maintenance

usually exhibit signs of aging, such as peeling or faded paint, cracked siding, or missing or broken shingles or shakes, which suggest a need for repair or replacement of those components in the near future. Homes in need of rehabilitation require immediate repair or replacement of components in disrepair to avoid health and safety problems. Homes in need of replacement require repair or replacement of so many components that it may be more cost effective to completely reconstruct the home or demolish and construct a new dwelling.

**Table 32** shows that greater than half of all housing units in the City were constructed since 1980 (55 percent). This data reveals that most homes in the City are generally less than 30 years old—these newer dwellings are unlikely to need deferred maintenance, rehabilitation, or replacement.

**Table 32**  
**Ages of Housing Units**

Year Constructed	Number of Units	Percentage
Built 1939 or earlier	196	9%
Built 1940 to 1949	152	7%
Built 1950 to 1959	185	8%
Built 1960 to 1969	187	8%
Built 1970 to 1979	290	13%
Built 1980 to 1989	545	24%
Built 1990 to March 2000	412	18%
March 2000 to 2004	261	11%
Built 2005 to 2010	43	2%
Total in 2010	2,271	100%

Source: SACOG, 2012

In May of 2008, the City Building Inspector, Redevelopment Manager, Housing Programs Manager, and an appraiser conducted a “windshield” housing conditions survey. The survey was conducted in parts of town with the oldest housing stock. A majority of the units in these older parts of town were surveyed and the survey results encompass most, if not all, of the deteriorating housing stock. The housing conditions data are presented in **Table 33**.

**Table 33**  
**Housing Conditions Survey (2008)**

Item	Single-Family Units		Multifamily Structures		Mobile Homes	
	Number	%	Number	%	Number	%
No Apparent Repair	268	73%	11	26%	83	95%
Modest Repair (e.g., paint, roof, windows)	95	26%	32	74%	4	5%
Major Repair (e.g., foundation, structure)	2	1%	0	0%	0	0%
Replacement (uninhabitable)	0	0%	0	0%	0	0%
<b>Total Surveyed</b>	<b>365</b>	<b>100%</b>	<b>43</b>	<b>100%</b>	<b>87</b>	<b>100%</b>

Source: City of Winters, May, 2008.

Table 34 identifies housing units in Winters with substandard conditions. Substandard, in this case, means a housing unit that has one or more of four housing unit problems: lacks a kitchen, lacks plumbing, has more than 1 persons per room, or has cost burden greater than 30%. A total of 2,142 occupied housing units were identified in Winters as part of the CHAS data. Of these occupied housing units, 44% have some type of housing problem. It is noted that 185 extremely low income units have a housing problem of some type, indicating an existing housing need for this income group. While the specific housing problem is not identified, it is anticipated that households earning 100% or more of median income primarily have housing problems associated with overpayment since this income group can typically afford a housing with a kitchen and plumbing, as well as an adequately sized unit to accommodate the family. The majority of extremely low, very low, and low income units that have a housing problem are renters.

**Table 34**  
**Estimate of Substandard Units**

	Occupied Unit with 1 or More Problems	<= 30% of Median Income	30-50% of Median Income	50-80% of Median Income	80-100% of Median Income	100% or more of Median Income
Owner	580	25	145	95	65	250
Renter	360	160	55	115	35	0
<b>TOTAL</b>	<b>940</b>	<b>185</b>	<b>200</b>	<b>210</b>	<b>100</b>	<b>250</b>

Source: SACOG, 2012

## OVERCROWDING

In general, overcrowding is a measure of the ability of existing housing to adequately accommodate residents. Too many individuals living in housing with inadequate space and number of rooms can result in deterioration of the quality of life in a community.

The U.S. Census defines overcrowding as more than one person per room, excluding uninhabitable spaces such as hallways and bathrooms. Extreme overcrowding is often defined as more than 1.5 persons per room. Overcrowding results when either (1) the costs of available housing with a sufficient number of bedrooms for larger families exceeds the family’s ability to afford such housing, or (2) unrelated individuals (such as students or low-wage single adult workers) share dwelling units because of high housing costs. This can lead to overcrowded situations if the housing unit is not large enough to accommodate all of the people effectively.

**Table 35** summarizes the overcrowding status in the City and County based on 2010 Census data. Approximately 7 percent of the City’s occupied housing units were overcrowded, compared to 7.5 percent reported in the 2000 Census. Approximately 5percent of the County’s housing units were overcrowded in 2010, representing a reduction from the 6 percent reported by the 2000 Census. In Winters, there are no severely overcrowded units (units that have more than an average of 1.51 persons per room).

Comparably, there is a slightly higher rate of overcrowding in the City than exists within the housing market countywide. However, while the majority of overcrowded units in the City are owner occupied, the majority of overcrowded units in the County are renter occupied.

**Table 35**  
**Persons per Room in All Occupied Housing Units (2010)**

	Total Occupied Units	Owner Occupied Units		Renter Occupied Units		Owner & Renter Occupied Units
		Over-crowded	Severely Over-crowded	Over-crowded	Severely Over-crowded	1.0 or less
Winters	2,155	95	0	65	0	1,995 / 93%
Yolo County	67,500	695	180	1,740	725	64,160 / 95%

Source: SACOG, 2012

## HOUSING COSTS

### Rental Housing

Very few units are currently available for rent in Winters. Two bedroom apartment units are listed from \$900 to \$1,050 (rent.com, 2013) and a survey of rental units on Craigslist.com identified three units with rates ranging from \$1,200 for a two bedroom / one bath home to \$2,000 for a three bedroom / two bath home on a large lot.

The median gross rent from the 2006-2010 ACS was \$984, an increase of 42 percent from the 2000 gross rent of \$692 (SACOG, 2012).

The construction of non-income restricted apartment buildings is currently financially infeasible without subsidy given current construction and land costs in contrast to market rents for apartments.

### Mobile Home Park

Winters Mobile Home Park is the only mobile home park in the City. This park has 75 mobile home spaces which rent for \$340 to \$380 per month for the pad and five recreational vehicle (RV) spaces which rent for approximately \$400 per month. As referenced in the Housing Condition Survey displayed in **Table 33**, 4 of 75 were evaluated to need modest rehab; the rest are not in need of repair.

The HUD-published 2013 fair market rents for the County area are provided in **Table 37**.

**Table 36**  
**Fair Market Rents for Existing Housing in Yolo County (2008)**

Studio	One Bedroom	Two Bedroom	Three Bedroom	Four Bedroom
\$741	\$801	\$1,082	\$1,594	\$1,860

Source: HUD, 2013

### Home Prices

From 2003 to 2007, the median sales price of a home in Winters increased from \$300,500 to \$378,000. RealtyTrac reports a current median sales price of \$300,000, it is likely that this includes more expensive homes typically on large lots in the Winters zip code that are in the unincorporated County. According to MetrolistMS, recent home sales in Winters have ranged from \$109,00 for a two-bedroom/one bath home to \$332,000 for a four bedroom/three bath home, with a median price of \$210,000. While MetrolistMLS shows three sales over \$329,00, these homes are located in the unincorporated area of the County in the vicinity of Winters.

There are 11 homes currently listed for sale in Winters, with a median sales price of \$262,500 and a range from \$155,000 for a 1,490 square foot four bedroom/two bath home to \$315,000 for a 1,474 three bedroom/two bath home.

As shown in **Table 37**, median home values have increased from \$147,800 in 2000 to \$349,300, an increase of 58%. Home values in Yolo County increased comparably.

**Table 37**  
**Median Housing Value**

	2000	2006-2010	
Yolo County	\$164,400	\$391,300	58%
Winters	\$147,800	\$349,300	58%

Source: SACOG, 2012

## LOWER INCOME HOUSEHOLDS OVERPAYING

A standard measure of housing affordability is that average housing expenses should not exceed 30 percent of a household's income. Those who pay 30 percent or more of their income on housing may have trouble affording other necessities; however, individual circumstances that can affect the ability to afford housing vary, such as other long-term debt payments, the number of household members, and other large ongoing expenses (such as medical bills). Since it is impossible to consider each household's individual circumstances, the 30 percent rule provides a general measure of housing affordability for the average household. Data detailing overpayment from the 2000 Census are displayed in **Table 38**.

Based on the 2005-2009 CHAS data provided by SACOG, 894 (41 percent) of the 2,155 households in the City pay 30 percent or more of their income on housing. As summarized in **Table 38**, the majority of households overpaying for housing are homeowners. The income group with the most households overpaying is the above moderate income group with 235 households overpaying, followed by the extremely low income group with 184 households overpaying.

**Table 38**  
**Households by HUD Income Category Paying 30-50% of Income for Housing**

	TOTAL	Extremely Low Income ≤30% of Median	Very Low Income 30-50% of Median	Low Income 50- 80% of Median	Moderate 80 to 100% of Median	Above Moderate 100%+ of Median
Owner						
Paying 30-50%	359	4	20	60	55	220
Paying 50% +	185	20	105	35	10	15
Renter						
Paying 30-50%	165	65	10	55	35	0
Paying 50% +	185	95	45	45	0	0
Total Households Overpaying		184	180	195	100	235

Source: SACOG, 2012

## AFFORDABILITY

**Table 39** shows a percentage of affordable rental units at each income level in 2013. According to SACOG data, the median gross rent was \$984 in the City. People with extremely low and very low-incomes had few affordable rental housing options, generally limited to subsidized units. Very low income households can afford a for-sale home, with home prices currently starting in the low \$100,000 range.

Households in the low income range can afford the median rent as well as for-sale homes at entry prices. People with low-incomes had more options than those with very low-incomes. Moderate income households can afford both market rate rental apartment and homes, as well as for-sale homes.

**Table 39**  
**Sales Price and Rent Affordability by Income Level**

Household Size	Extremely Low-Income			Very Low-Income		
	(30% of Median)	Rent	Home Sales Price	(50% of Median)	Rent	Home Sales Price
1 Person	\$16,150	\$404	\$53,520	\$26,950	\$674	\$99,300
2 Persons	\$18,450	\$461	\$61,640	\$30,800	\$770	\$112,550
4 Persons	\$23,050	\$576	\$77,200	\$38,450	\$961	\$138,500
6 Persons	\$26,750	\$669	\$89,560	\$44,650	\$1,116	\$159,200
Household Size	Low-Income			Moderate-Income		
	(80% of Median)	Rent	Home Sales Price	(120% of Median)	Rent	Home Sales Price
1 Person	\$43,050	\$1,076	\$162,920	\$64,600	\$1,615	\$244,000
2 Persons	\$49,200	\$1,230	\$184,080	\$73,850	\$1,846	\$275,840
4 Persons	\$61,500	\$1,538	\$226,150	\$92,300	\$2,308	\$339,300
6 Persons	\$71,350	\$1,784	\$259,160	\$107,050	\$2,676	\$389,480

Source: CNN.com affordability calculator. Rents are gross rents, with no utility allowance. Home sales prices assume a 30-year mortgage at 6% with a downpayment of \$5,000 to \$35,000, based on income level, 1% property tax rates.

### III. CITY AFFORDABLE HOUSING DEVELOPMENTS AND PROGRAMS

#### INVENTORY OF ASSISTED RENTAL HOUSING UNITS

The City is fortunate to have six income-restricted apartment complexes serving very low income individuals and families and the elderly. The majority of the City's multifamily units in buildings with 5 or more units are income restricted. **Table 40** displays the list of these rental developments along with the main source of subsidy.

**Table 40**  
**Assisted Rental Units**

Property	Total Units	Subsidized Units	Source	Type	Year Built	Subsidy Expiration
Winters Village (formerly Winters II) 110 East Baker Street	34	34	USDA 5	Family	2007	2063
Orchard Village 955 Railroad Avenue	74	73	LIHTC, CTCAC	Family	2011	2065
Winters Senior Apartments 400 Morgan Street	38	37	LIHTC, USDA	Senior	1994	2043
Almondwood Apartments 801 Dutton Street	39	38	LIHTC, USDA 538	Family	1984	2052
Winters Apartments 116 East Baker Street	44	44	LIHTC, CTCAC	Family	2003	2058
Cradwick Building 17 Main Street	6	6	CDBG, CHRP-R	Studio	1997	2053
<b>TOTAL</b>	<b>235</b>	<b>232</b>				

#### AT RISK PROJECTS

Over the past several decades, hundreds of thousands of affordable rental housing units have been constructed in California with the assistance of federal, State, and local funding (loans or grants) that restricted rents and occupancy of units to low-income households for a specified period. The City contains five such assisted rental housing developments. Once the period of rent/occupancy expires, a property owner may charge market rents. Low-income occupants can be displaced when rents rise to market levels. The housing element must identify any such publicly assisted rental units eligible for conversion, and include a program to address their preservation, if possible.

The inventory of assisted units includes a review of all multifamily rental units under federal, state, or local programs, including HUD programs, State and local bond programs, redevelopment programs, and local in-lieu fees (Inclusionary, density bonus, or direct assistance programs). The inventory also covers all units that are eligible for

change to non-low-income housing units because of termination of subsidy contract, mortgage prepayment, or expiring use restrictions. Table 40 identifies assisted projects in Winters. There are no at-risk housing projects in Winters.

The City takes an active and supportive role in the preservation of assisted rental housing. The following is a description of two projects that have faced the issue of expiring use restrictions and the efforts to maintain the affordability levels.

#### WINTERS APARTMENTS

The owner of the Winters Apartments decided to opt out of his 44-unit apartment complex. The complex provides Rural Development Section 515 contracts to all 44 units. CHOC purchased the housing complex, rehabilitated the units, and requested financial assistance from the City. The City provided a grant of \$250,000 from redevelopment housing set-aside funds and a loan/grant of \$185,000 through the use of Community Development Block Grant Program Income funds to assist in maintaining the complex as affordable housing.

#### ALMONDWOOD APARTMENTS

The Central Valley Coalition, a non-profit housing developer, has purchased Almondwood Apartments and is in the process of obtaining financing which will maintain the property's affordability for 55 more years. The City's Redevelopment Agency is currently negotiating a loan and grant agreement with the developer utilizing low-income housing funds with the anticipation that an agreement will be executed summer 2008. The City committed funds and worked with the developer to secure acquisition-rehabilitation funding through USDA Rural Development to ensure the long-term affordability of these units..

#### VALUE IN PRESERVATION

The cost of conserving the assisted units is estimated to be significantly less than that required to replace the units through new construction. Conservation of assisted units generally requires rehabilitation of the aging structure and re-structuring the finances to maintain a low debt service and legally restrict rents. Construction costs, land prices and land availability are generally the limiting factors to development of affordable housing, it is estimated that subsidizing rents to preserve assisted housing is more feasible and economical than new construction. As an illustration, the Winters II apartments which were recently completed in the City cost an estimated \$300,000 per unit to construct, not including land. The preservation of the Almondwood Apartments, mentioned above, is estimated to cost \$170,000 per unit.

Acquisition and rehabilitation project include complexities that new construction projects do not. Additional items to consider, however, include the cost of relocating existing tenants, the uncertainty involved with rehabilitating property (i.e., it is difficult to truly predict the level of rehabilitation necessary until the work begins), and the lack of available subsidy funds for rehabilitation in contrast to new construction projects. Overall, acquisition/rehabilitation projects tend to be more complicated and more difficult to undertake successfully.

There are several non-profit organizations active in the region that have the managerial capacity to own and manage, and have expressed an interest in being notified of the availability of assisted rental housing. Table 41 lists the organizations interested in acquiring at-risk housing in Yolo County; additional qualified entities that are active in all counties are identified on HCD's website at: [www.hcd.ca.gov/hpd/hrc/tech/presrv](http://www.hcd.ca.gov/hpd/hrc/tech/presrv).

**Table 41**  
**Non-Profit Housing Organizations Interested in Acquiring At-Risk Housing (Yolo County)**

Qualified Entity Name	Address	City	Phone Number
ACLC, Inc	315 N San Joaquin St	Stockton	(209) 466-6811
C. Sandidge and Associates	2200 San Pablo Ave # 202	Pinole	(510) 964-0916
Christian Church Homes of Northern California, Inc.	303 Hegenberger Road, Ste. 201	Oakland	(510) 632-6714
Community Housing Opportunities Corporation	1490 Drew Ave., Suite 160	Davis	530)757-4444
Eskaton Properties Inc.	5105 Manzanita Ave	Carmichael	(916) 334-0810
Nehemiah Progressive Housing Development Corp.	1851 Heritage Lane, Ste. 201	Sacramento West	(916) 231-1999
Rural California Housing Corp	3120 Freeboard Drive, Suite 201	Sacramento	(916) 447-2854
Sacramento Valley Organizing Community	3263 1st Ave	Sacramento	(916) 457-0245 (916) 453-8400
Mutual Housing California	8001 Fruitridge Road, Suite A	Sacramento	x219
Solano Affordable Housing Foundation	2400 Hillborn Rd, Lower Level	Fairfield	(707) 422-5919

Source: HCD, 2013

## CITY AFFORDABLE HOUSING PROGRAMS

The City has developed a comprehensive set of land use and financing tools to increase and preserve the supply of affordable housing within its jurisdiction. The following are brief descriptions of those programs. A more comprehensive description of each program is found in the Housing Element update.

### LAND USE PROGRAMS

#### Inclusionary Housing

Chapter 17.200 of the Municipal Code requires at least 15 percent of all new development consisting of five or more housing units to be affordable to persons of very low-, low-, or moderate-income households, with 6 percent of new housing being affordable to very low-income households and 9 percent being affordable to low- or moderate-income households. The inclusionary housing requirement does not apply to development projects within the Community Development Agency redevelopment area that contain fifteen or fewer residential units; this provision will expire at the end of 2013. While the City encourages units to be included on-site, a developer may fulfill the requirement through multiple options, including land dedication, off-site construction, acquisition, rehabilitation, and conversion of market rate units, conversion of market rate units, accessory units, inclusionary housing credits, payment of in-lieu fees, cooperative ventures, sweat equity projects, a combination of the above, or other alternatives proposed by the developer. The City may grant, at its discretion, a variety of incentives and assistance mechanisms, including fee waivers or deferrals, inclusionary housing credits, local public funding, modification of development standards, and mixed use projects, upon request of the developer.

#### Density Bonus

The City's Density Bonus Ordinance (Section 17.60.030 of the Municipal Code) provides for greater densities in exchange for the development of affordable housing. The City will revised its Density Bonus Ordinance in 2012 to bring it into compliance with current State law. Density bonuses are provided in accordance with Government Code Section 65915 et seq, allowing up to a maximum 35 percent density bonus to promote affordable and/or senior housing units and to promote affordable units in condominium conversions. Consistent with state law, the ordinance provides for incentives and maximum parking requirements.

### FINANCING PROGRAMS

The City generates resources through its redevelopment agency which it uses to finance affordable housing developments. In recent years, the redevelopment funds have been used to support the preservation of the Winters Apartments and the construction of Winters II Apartments.

The City also sponsors HOME applications on behalf of affordable housing developers and accesses Community Development Block Grant funds from the State to support the City's first-time homebuyer and low income, senior housing rehabilitation programs.

## IV. FUTURE HOUSING NEEDS

### REGIONAL HOUSING NEEDS ALLOCATION (RHNA)

State law (California Government Code Section 65584) requires that each city and county plan to accommodate a fair share of the region's housing construction needs. In urban areas, State law provides for councils of governments to prepare regional housing allocation plans that assign a share of a region's housing construction need to each city and county. In the six-county greater Sacramento region (comprising the counties of Sacramento, Placer, El Dorado, Yolo, Sutter, and Yuba), SACOG is authorized under state law to determine the future housing needs for the region. SACOG adopted a regional housing allocation plan in September 2012, called the "2013-2021 Regional Housing Needs Plan". This plan covers the period from January 1, 2013 through October 31, 2021 (planning period). The plan identifies the Regional Housing Needs Allocation (RHNA), which establishes the total number of housing units that each city and county must plan for within the planning period.

SACOG's methodology is based on regional population and housing forecasts developed for the 2035 Metropolitan Transportation Plan (MTP) Update. The numbers of housing units assigned in the plan to each jurisdiction are goals that are intended to address the minimum new housing construction need from anticipated population growth in the region.

The City must demonstrate that it will provide adequate sites to accommodate the required units. However, the City is not obligated to build any of the units itself or finance their construction. According to the RHNA, the City has a total housing construction need of 319. The City's projected extremely-low income housing need is 38 units, 50 percent of the allocation for very low units. **Table 42** shows the City's 2013-2021 RHNA.

**Table 42**  
**Regional Housing Needs Allocation (2013-2021)**

	Very Low (30-50% of Median Income)	Low (50- 80% of Median Income)	Moderate (80 to 120% of Median Income)	Above Moderate (120%+ of Median Income)
Allocation	76	54	59	130
Percent	23.8%	16.9%	18.5%	40.8%

Source: SACOG, 2012

No units have been constructed to date. .

### AREAS WITH POTENTIAL FOR RESIDENTIAL DEVELOPMENT

The City has identified 22 sites with the potential for short and medium term residential development. **Table 43** provides a list of these sites and zoning information. There are approximately 58.48 acres of undeveloped or underdeveloped land that are available to be developed for residential use during the planning period. This land has the potential to accommodate 1,388 new units in various residential and mixed use developments.

Of the City's potential sites, Sites 1 through 4 have land use entitlements and Site 5 has a potential project, as described in greater detail below. As approved, the four entitled sites will provide 27 very low, 27 low, 23 moderate, and 589 above moderate income units. The City's Successor Agency owns Site 5 and is working with an affordable housing developer to provide 20 very low, 20 low, and one market rate unit on 1.50 acres of the site, as described below. The City has 17 additional available sites (Sites 6 through 22) that can accommodate 135 very low, 125 low, 43 moderate, and 378 above moderate income units; these sites are not entitled so the affordability levels of future development is unknown.

As shown in Table 43 and in the subsequent site descriptions, the City has 9 non-entitled sites (Sites 5, 10, 14, 15, 17, 19, 20, 21, and 22) that are designated for 20 units or more per acre. These sites total 26.33 acres of land. Table 43 anticipates that these sites will be developed with a mix of very low, low, moderate, and above moderate income units. However, these sites could accommodate from 487 to 545 very low and low income units (assumes developed densities range from 17.5 to 20 units per acre) as shown below:

- Site 5: 1.5 acres – 26 to 30 lower income units
- Site 10: 2.13 acres – 38 to 42 lower income units
- Site 14: 8.49 acres – 152 to 169 lower income units
- Site 15: 3.96 acres – 71 to 79 lower income units
- Site 17: 1.09 acres – 19 to 21 lower income units
- Site 19: 4.77 acres – 85 to 95 lower income units
- Site 20: 2.61 acres – 46 to 52 lower income units
- Site 21: 2.65 acres – 47 to 53 lower income units
- Site 22: 0.22 acres – 3 to 4 lower income units

It is noted that these sites are not restricted to lower income development and may develop with a range of affordability levels, based on market demand.

The potential for residential development for each site is described in detail below and the sites are identified on **Map 1**.

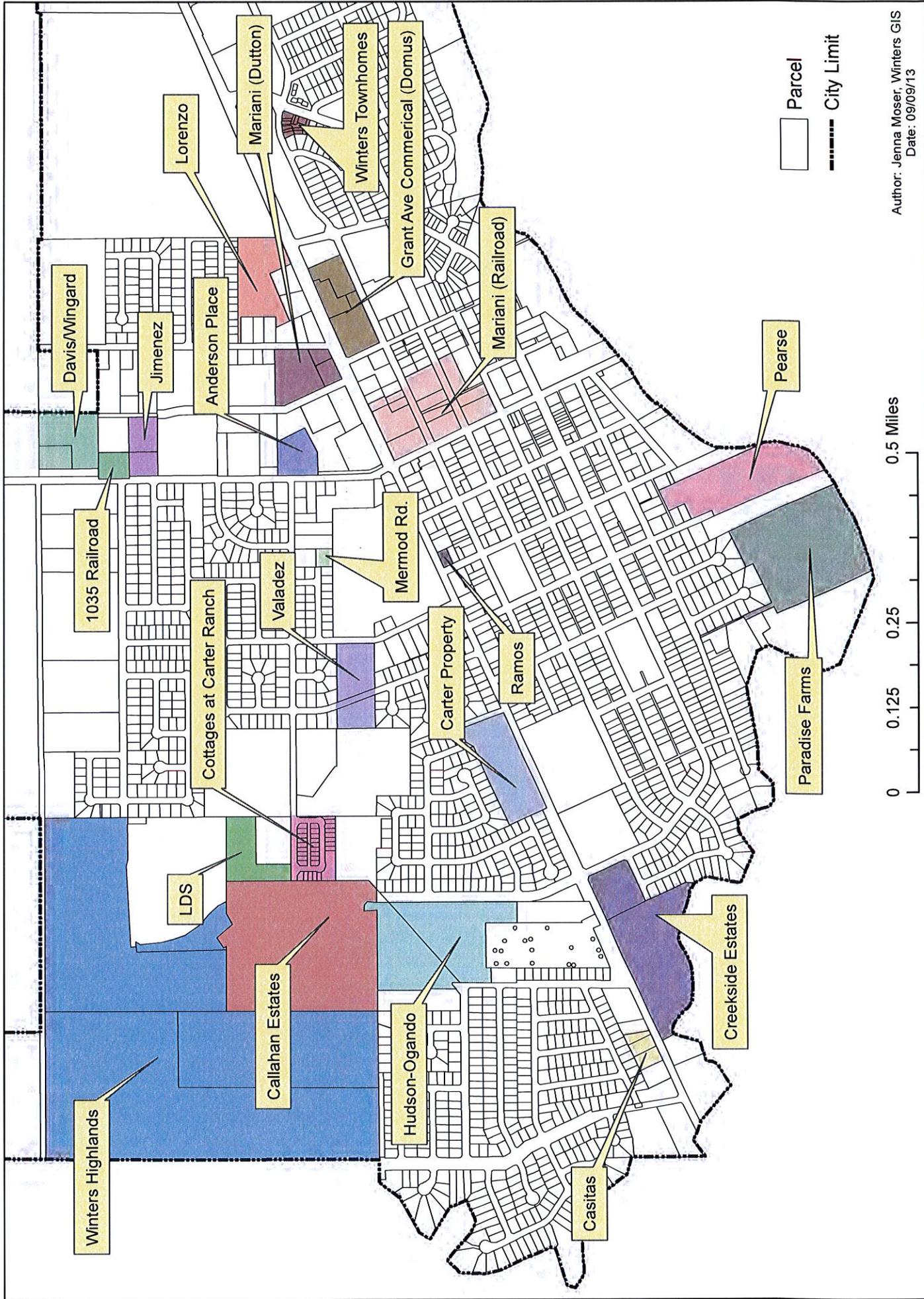
**Table 43 Inventory of Housing Sites**

#	Name	Applicant	Street Name/APN	Acres	Zoning (Density)	General Plan Land Use	Affordability			Total or Potential Units	
							VLI	LI	Mod		
1	Callahan Estates	Turning Point LLC	Anderson Avenue 030-220-22	26.44	R-1 (7.3)	LR	0	0	111	111	
2	Creekside Estates	Archdiocese of Sacramento	Grant Avenue & Main Street 003-430-12 & 003-120-04	13.75	R-2 (8.8)	MR	1	2	1	36	40
3	Winters Highlands	Myer Crest	Moody Slough Road 030-220-17, 19, 49 & 50	101.54	R-1 (7.3), R-2 (8.8), R-4 (20), P-R & O-S	LR,MR, HR, PR, & OS	26	25	15	377	443
4	Hudson-Ogando	Turning Point LLC	Main St./003-430-13 & 003-430-05	15.97	R-1 (7.3), R-3 (10)	LR, MHR	0	0	7	65	72
			<i>Total Entitled Projects</i>	<i>159.44</i>			<i>27</i>	<i>27</i>	<i>23</i>	<i>589</i>	<i>666</i>
5	Grant Avenue Commercial	Domus Development (parcels City-owned) <i>Total Pending Projects</i>	Grant Avenue: 1.50 portion of 003-370-028 through -030	1.50 <i>1.50</i>	C-2 (20)	CBD	20 20	20 20	0 0	1 1	41 41
6	Casitas at Winters	Mark Power, Napa Canyon LLC	West Grant Avenue 003-45-15,003-45-16,003-45-17	1.27	C-1 (10), PD	NC	0	0	0	5	5
7	Winters Townhomes		E. Main Street 038-210-01 & 02 thru 11	0.66	C-1 (10)	NC	0	5	0	8	13
8	Cottages at Carter Ranch	Sacramento Pacific Development	Cottage Circle 030-391-06	0.47	R-2 (8.8)	MR	0	0	6	0	6
9	Pearse Parcel		Third Street 003-241-1	3.23	R-1 (7.3), O-S	LR, OS	0	0	0	4	4
10	Anderson Place		Railroad Avenue 003-322-20-1	2.13	DB (20)	CBD	1	2	1	24	28
11	Carter Property (aka Mary Rose Gardens)		Grant Avenue 003-524-19	5.69	R-2 (8.8)	MR	1	3	1	25	30
12	LDS		Anderson Avenue 030-220-34	3.29	R-1 (7.3)	LR	1	1	1	14	17

#	Name	Applicant	Street Name/APN	Acres	Zoning (Density)	General Plan Land Use	Affordability			Total or Potential Units	
							VLI	LI	Mod		
13	Valadez		Hemenway Street 003-391-05 & 003-392-01	4.21	R-1 (7.3), PR	MR, PR	1	1	0	12	14
14	Mariani Properties (Railroad) <sup>1</sup>		Railroad Avenue 003-160-03,-04,-10,-23,-25,- 33,-47,-48,-53,-54,-55,-62,- 63,-64	8.49	D-B (20)	DB	41	42	42	42	167
15	Mariani Properties (Dutton) <sup>1</sup>		Dutton Street 003-321-01, 003-321-03, 003-321-04	3.96	C-2 (20)	CBD	15	15	15	15	60
16	Paradise Farms LLC (Liawi Village)		Liawi Village 030-230-17	15.01	R-1 (7.3) & OS	LR	6	0	10	93	109
17	1035 Railroad Avenue		1035 Railroad Avenue 003-360-010	1.09	R-4 (20)	HR	10	10	0	0	20
18	0 Mermod Road		0 Mermod Road 003-282-020	0.49	R-2 (8.8)	MR	0	0	4	0	4
19	Davis/Wingard		Railroad Avenue 038-050-021, 038-050-023	4.77	R-4 (20)	HR	47	48	0	0	95
20	Jimenez		Railroad Avenue 003-360-015, 003-360-016	2.61	R-4 (20)	HR	26	26	0	0	52
21	Lorenzo		003-350-017	2.65	C-2 (20)	CBD	26	27	0	0	53
22	Ramos		003-152-001	0.22	R-4 (20)	HR	2	2	0	0	4
<i>Total Unentitled Sites</i>				58.48			135	125	43	378	681
<b>Totals</b>				<b>217.36</b>			<b>182</b>	<b>172</b>	<b>66</b>	<b>968</b>	<b>1,388</b>
RHNA Allocation							76	54	59	130	319
Surplus							106	118	7	837	1,069

Source: City of Winters, 2013

# Housing Element Current Project List



The City had received proposals for many residential projects in the past decade. With the slow down of the economy, particularly in the residential market, only a small number of infill units and two affordable rental projects were constructed since 2005. Though the City has entitled 686 residential units in four development projects, due to current market conditions, the developers of these units have not moved forward with the projects. To support the eventual development of these projects, the City has been working closely with applicants and renegotiating development agreements as feasible.

The City set the following goals and executed development agreement amendments with three subdivisions in December 2007. The goals of the amendments are:

- Extend the life of development projects.
- Ease cash flow requirements for developers.
- Provide flexibility for timing and phasing of project development.
- Establish a timing scenario for installation of key infrastructure.
- No loss of the intended public benefit.
- Coordination during the economic downturn.

## SITE CONSTRAINTS AND DESCRIPTIONS

The City Engineer reviewed the 22 sites identified for residential development and indicated that providing water and sewer capacity for each development will not be a problem. A more detailed description of water and sewer infrastructure is provided in **Chapter V**.

Some sites are completely ready for development with utilities stubbed to the site; others will need to build some portion of their infrastructure but the City is ready to serve those sites once the infrastructure is in place. The most significant constraint for all of the following developments is market conditions. As mentioned above, the City is working with several developers, renegotiating development agreements, to assist them in moving forward with their plans.

In determining the capacity of nonvacant sites for the 2013-2021 planning period, the City considered a number of factors including the extent to which existing uses may constitute an impediment to additional residential development, development trends, market conditions, and incentives to encourage additional residential development on these sites. Each of the nonvacant sites included in the inventory is anticipated to be available for housing development during the planning period and the existing uses are not expected to impede the development of the site with housing. Whether the sites are built out is dependent on market conditions; the City has seen an increase in interest in housing development over the last year. The City provides a number of incentives for affordable housing, including density bonuses, zoning and development standard regulatory incentives, financial incentives, waiver or modification of development standards, and affordable housing parking standards.

The majority of the City's inventory of vacant and underutilized residential sites is located outside of the 100-year floodplain. Sites 17 and 20 are partially within the 100-year floodplain and Site 19 is located in the 100-year floodplain.

## **Entitled Projects**

### **1. Callahan Estates (APN 030-220-49)**

The City Council approved the First Amendment to the Development Agreement on January 20, 2009 for this 26.436-acre project proposed by the Hoffmann Land Development Company. The First Amendment extended the agreement to December 31, 2016. Zoning for the vacant project site is Single-Family, 7,000 Square Foot Average Minimum (R-1); the project is proposed for 120 single-family dwelling units. The City's 15-percent affordable housing requirement is expected to be achieved through duplexes. The site is within walking distance from intermediate and middle schools, as well as a school district agricultural facility. Due to the current economic situation, neither staff nor project developer can forecast when construction of the project will commence. The City Council approved a Second Amendment to the Development Agreement in August 2013 that would allow the 7 very low and 7 low income units to be constructed off-site, facilitated by the payment of an in-lieu fee, and the project's moderate income units to be constructed on the Hudson Ogando site. The applicant is actively working with the City to move this project forward.

### **2. Creekside Estates (APN 003-430-12 & 003-120-04)**

The City Council approved a development agreement and tentative subdivision map for this project on April 19, 2005 for this 13.75-acre project. The City Council approved the First Amendment to the Development Agreement on December 20, 2011, with the agreement extended to December 20, 2019. Zoning for the project site is Single-Family, 6,000 Square Foot Average Minimum (R-2); the project is proposed for 40 single-family dwelling units. The project will contain 1 very low income units, 2 low income units, and 1 moderate income unit. The southerly boundary of Creekside Estate is Dry Creek. As a result, a 50-foot building setback measure from top of the high bank (of Dry Creek) is required for all of the proposed lots that border Dry Creek to ensure creek bank stabilization. The vacant site has frontage on Grant Avenue and Main Street, and development of the project may benefit from the public infrastructure located in Grant and Main.

A Development Agreement for the project was recorded on December 22, 2005. The term of the Development Agreement is six (6) years, commencing on the date it was recorded.

### **3. Winters Highlands (APN 030-220-17, 19, 40, & 50)**

The City Council approved the Second Amendment to the Development Agreement on January 6, 2009. The Second Amendment extended the agreement to December 31, 2016. The project is proposed to include 413 single-family and 30 multifamily residences on the vacant site. This project includes 2.65 acres designated as R-4 (20 units per acre). The project also includes a 10-acre park/open space (wetland) area. The City's 15-percent affordable housing requirement is expected to be achieved through the multifamily units, duplexes, and possibly some of the small single-family lots. The project will contain 26 very low income units, 25 low income units, and 15 moderate income units. Due to the current economic situation, neither staff nor project developer can forecast when construction of the project will commence; however, the project developer and City are actively working to ensure that the entitlements remain in place and that the project can be developed when the housing market shows signs of strengthening.

#### **4. Hudson-Ogando (APN 003-430-33 & 003-430-34)**

City Council approved the First Amendment to the Development Agreement on January 20, 2009 for this 15.968-acre development. The First Amendment extended the agreement to December 31, 2016. The developer is proposing to construct 72 single-family units on the vacant site and a 2.149-acre portion of the project was used for a police/fire/public works corporation yard facility. The City's fifteen percent affordable housing requirement is expected to be achieved through small lot, single-family units. The City Council approved the Second Amendment to the Development Agreement to allow 5 very low and 6 low income units to be constructed off-site, facilitated through the payment of an in-lieu fee. The project will construct 7 moderate income units on-site. The applicant is actively working with the City to move this project forward.

The site is within walking distance of the middle and intermediate schools. A portion of the site will benefit from the infrastructure constructed on Main Street north of Grant Avenue for the completed Carter Ranch project. A portion of this project is anticipated to be developed by Mercy Housing Corporation through its self-help program. Those 11 units will be available for low and very low income households.

Due to the current economic situation, neither staff nor project developer can forecast when construction of the project will commence.

#### **Pending Projects**

#### **5. Grant Avenue Commercial (APN 003-370-028 through -030)**

This 4.52 acre vacant site is located on Grant Avenue, with excellent proximity to the local grocery store as well as medical and dental offices. The General Plan Land use Designation for the property is CBD (Central Business District), and the Zoning Designation is C-2 (Central Business District), which allows 20 units per acre.

The site was purchased in foreclosure by the City's Redevelopment Agency, and the Successor Agency is working on the sale and development of the site. The City is in discussions with Domus Development, a non-profit housing developer, for the development of a 1.5 acre parcel carved out from the Grant Avenue Commercial project. The project site will support 41 units, given the existing zoning and assuming a 35% density bonus. 40 units would be targeted to very-low and low income households, with the manager's unit (1) uncovered by affordability restrictions. The developer anticipates seeking Low Income Housing Tax Credits for the project. It is anticipated the affordability of the units would be split evenly between very-low and low income units (20 very low & 20 low); however, that could change slightly, based on project funding sources.

#### **Unentitled Projects**

#### **6. Casitas at Winters (APN 003-450-15, 003-450-16, & 003-450-17)**

The City Council approved a rezone of a commercial property to residential and Planned Development Permit on January 15, 2008. The owner is proposing to develop 5 residential units on the vacant site which is located on West Grant Avenue, east of Tomat's restaurant. No affordable units are proposed within this project. While the zoning change remains in place, the entitlements for the 5 residential units have expired.

Expedited entitlements could occur on this site if a project similar to the previously approved project was proposed.

**7. Winters Townhomes (038-210-01 through 11)**

All entitlements for this 18-unit project were approved. The builder constructed the first 5 units and had been prevented from selling the units because of the downturn in the market and some regulatory issues being resolved with the State Department of Real Estate. The first 5 units are currently being rented out. Construction of the additional 10 units is on hold and the project entitlements have expired. Expedited entitlements could occur on this site if a project similar to the previously approved project was proposed.

**8. Cottages at Carter Ranch Phase II (APN 030-391-06)**

This site was approved for 6 moderate income units. The tentative subdivision map was approved by the Planning Commission in November of 2004. Infrastructure for this project is linked to Callahan Estates. The Carter Ranch Cottages will require an easement from Callahan Estates to resolve drainage issues. Due to economic conditions, the 6 units were not constructed and the tentative map has expired. Expedited entitlements could occur on this site if a project similar to the previously approved project was proposed.

**9. Pearse Parcel (APN 003-241-1)**

On October 9, 2007 the Planning Commission approved a proposal for a 4-unit parcel map on the south end of Third Street; this site is mostly vacant with one small area of the site used for parking and agricultural structures. The map has expired; however, it is anticipated that a comparable project will be brought forward when the housing market strengthens. Expedited entitlements could occur on this site if a project similar to the previously approved project was proposed.

**10. Anderson Place (APN 003-322-20)**

The City Council approved the Development Agreement on June 5, 2007 for a mixed use property at 723 Railroad Avenue. The project will contain 28 mostly attached single-family residences. One of the units is to target very low income households. In addition, 2 low income units and one moderate income unit will be included in the Project.

Anderson Place is a priority infill project; the site currently has a vacant warehouse. The Downtown Specific Plan identifies this parcel for reuse as infill residential and the entire site is zoned DB and is designated for 20 units per acre. On June 3, 2008, the term of the development was extended to December 31, 2016, and the tentative map was extended to December 31, 2013. Due to the current economic situation, neither staff nor project developer can forecast when construction of the project will commence.

**11. Carter Property (aka Mary Rose Gardens) (APN 003-524-19)**

A planning application was submitted on February 14, 2006 to develop 26 single-family homes and one duplex unit on this 5.69 acre parcel, which currently has one single family unit and a variety of other structures and outbuildings. However, the applicant declined the option to purchase the property. As a result, this project is currently inactive.

The infrastructure of the Carter Ranch Phase I and II Subdivisions—particularly the street, water, and sewer facilities—was designed to incorporate this parcel, which borders both subdivisions, for future residential development. Zoned Single-Family, 7,000 Square Foot Average Minimum, the parcel could accommodate 50 residential units based on 5.11 units per acre. At this property, 1 very low income units, 3 low, and 1 moderate income units are projected.

**12. Latter-Day Saints Church Property (APN 030-220-34)**

The Latter-Day Saints (LDS) Church owns this 3.29-acre parcel, which is zoned Single-Family, 7,000 Square Foot Average Minimum (R-1). The vacant property borders the local LDS church property at the far west end of Anderson Avenue. Development of the property would benefit from the public infrastructure constructed for either Winters Highlands or Callahan Estates or both projects. The site is within walking distance from middle, elementary, and high schools. The property could accommodate 24 dwelling units based on 7.3 units per acre. At this site, 1 very low, 1 low, and 1 moderate income units are inventoried.

**13. Valadez Property (APN 003-391-05 & 003-392-01)**

Of the 4.21 acres within this vacant site, 2.792-acres are zoned Single-Family, 6,000 Square Foot Average Minimum (R-2). On October 7, 2008, the City Council changed the zoning classification of the remaining 1.421 acres from PR (parks and recreation) to R-2. Development of this infill site will benefit from adjacent public infrastructure. The east side of the property has direct access to an improved street—including future connections to water, sewer, and storm drain. The site is within walking distance to middle, elementary, and high schools. Development of this parcel would generate 10 dwelling units based on 7.3 units per acre. At this site, 1 very low and 1 low income units are inventoried.

**14. Mariani Property (Railroad – See Table 46)**

This 8.365 acre site is located between East Baker Street and East Abbey Street on Railroad Avenue within the Central Business District. Public sewer and water service are available. Zoning for this property is currently D-B; up to 20 units per acre are allowed. Development of this site could result in 167 total units. This site has the potential to be developed with either affordable housing or market rate development. If the development is market rate, it is expected that 10 units would be very low income units and 15 would be moderate income units. This parcel is used for industrial purposes but is identified for infill development and reuse in the Downtown Specific Plan, since the uses on the site are intended to cease with the off-site consolidation of operations at a separate location. The DSP identifies the portion of the project fronting Railroad Avenue for mixed-use residential over commercial and the eastern 2/3's of the site as infill residential with multi-unit residential and/or live work units. The property owner has expressed interest to the City in developing the site with residential uses and it is realistic to anticipate that a residential project will be proposed during the Housing Element cycle, if housing market conditions continue to strengthen.

**15. Mariani Property (Dutton) (APN 003-321-01, 003-321-03, & 003-321-04)**

This 3.018 acre site is located on East Grant Avenue between Dutton Street and Walnut Lane within the Central Business District. Public sewer and water service are available.

Zoning for this property is currently C-2; up to 20 units per acre are allowed. This site is currently occupied by one residential unit and industrial uses; the industrial uses are anticipated to cease operation with the off-site consolidation of operations at a separate location. Development of this site could result in 60 to 79 total units. This site has the potential to be developed with either affordable housing or market rate development. If the development is market rate, 4 units are expected to be very low income units and 5 are expected to be moderate income units. The property owner has expressed interest to the City in developing the site with residential uses and it is realistic to anticipate that a residential project will be proposed during the Housing Element cycle, if housing market conditions continue to strengthen.

**16. Paradise Farms, LLC (Liwai Village) (APN 003-230-17)**

This 15.01 acre site is located in the southern portion of the City, bounded on the north by Russell Street, on the east by 2<sup>nd</sup> Street, on the west by 3<sup>rd</sup> Street, and on the south by open space. There is one residence on the site. Public sewer and water service are available. Zoning for this property is currently R-1, O-S, up to 7.5 units per acre are allowed within the portion zoned R-1. Development of this site could result in 109 total units. Of those units, 6 are inventoried as very low income units and 10 are inventoried as moderate income units.

**17. 1035 Railroad Avenue (APN 003-360-010)**

This 1.09 acre site, currently used for vehicle and boat storage, is located on Railroad Avenue and is listed for sale. Water and sewer service are available to the site. With the existing R-4 zoning, the highest density zoning in the City of Winters, the project could support 20 units at a minimum, with additional unit potential available through density bonus. This site is partially within the 100-year floodplain and future development would require a FEMA letter of map amendment and/or use of standard engineering practices to address flood safety issues (described in greater detail in the flooding constraints discussion below).

**18. 0 Mermod Road (APN 003-282-020)**

This .49 acre vacant property is located right next to an existing multi-family development commonly referred to as the Sylvestri Apartments and was listed for sale in 2013. Water and sewer service are available to the site. The property's R-2 zoning allows for 8.8 units per acre. The City has had preliminary discussions with Yolo County Housing regarding the feasibility of this site for development of affordable housing.

**19. Railroad Avenue - Davis/Wingard (APNs 038-050-021, 038-050-023)**

This vacant 4.77-acre site is zoned R-4 and comprised of a 1.08-acre and a 3.69-acre parcel under separate ownership. The majority of the site is vacant, with a single family unit located on the property. The parcels are under separate ownership, but could be combined and developed as a 95-unit multifamily project. The parcels could also be developed separately with a 21-unit project and a 73-unit project. This site is within the 100-year floodplain and future development would require a FEMA letter of map amendment and/or use of standard engineering practices to address flood safety issues (described in greater detail in the flooding constraints discussion below).

**20. Railroad Avenue - Jimenez (APNs 003-360-015, 003-360-016)**

This 2.61-acre site is zoned R-4 and comprised of two parcels, under the same ownership. The majority of the site is vacant, with a single family unit located on the property. The parcels could be developed as a 52-unit multifamily project. This site is partially within the 100-year floodplain and future development would require a FEMA letter of map amendment and/or use of standard engineering practices to address flood safety issues (described in greater detail in the flooding constraints discussion below).

**21. E. Grant Avenue - Lorenzo (APN 003-350-017)**

This 5.32-acre site is zoned C-2 (20 units per acre) and is partially developed with a grocery store (Lorenzo's market) Approximately half (2.65 acres) of the site is undeveloped and could accommodate 53 multifamily units.

**22. Grant Avenue - Ramos (APNs 003-152-001)**

This vacant 0.22-acre site is zoned R-4 and is appropriate for a four-plex. As a smaller development, a four-plex has the possibility to be developed with unit types that cater to some of the smaller special needs populations in Winters, such as developmentally disabled adults, or could be developed with single room occupancy units or an emergency shelter.

**Comparison of Inventoried Affordable Units and RHNA Requirements**

Table 43 summarizes the anticipated projects described above. The table identifies the planned or inventoried affordable unit counts by type and compares them with the City's RHNA of very low, low-, and moderate-income units. The comparison indicates that the City's planned and inventoried affordable units for all affordability levels households surpass the City's RHNA allocation.

**Environmental and Infrastructure Constraints**

There are no significant environmental or infrastructure constraints pertaining to the anticipated projects described above that would prevent these sites from being developed for residential use within the next 7.5 years. Water, sewer, and other necessary public facilities and services are either available or can be readily expanded to serve these undeveloped or underdeveloped sites. The City charges appropriate development impact fees to ensure those water lines, sewer lines, roads, and other necessary infrastructure to serve new residential development can be extended in a timely manner. Environmental concerns, such as endangered species or wetlands, do not significantly affect undeveloped and underdeveloped lands within the City's boundaries and would not be a constraint to new development.

**DENSITY**

Historically, developers in the City have built at densities below what the City's Zoning Ordinance allows. Past construction at less-than-maximum permitted densities was not due to environmental or other constraints that precluded achievement of maximum densities but was due to market factors and builder preferences.

State Housing Element law identifies that sites allowing at least 20 units per acre are appropriate to accommodate lower income households in suburban jurisdictions (Government Code Section 65583.2(c)(3)(B)iii). Sites 3, 7, 10, 15, and 17, identified in Table 43 and described previously, allow densities of 20 units per acre and higher densities can be achieved with a density bonus. As is shown in Table 43 and 44, the City accommodates very low and low income units with a range of densities.

The five examples listed in **Table 44** display the densities for affordable multifamily projects constructed in the City. The past project densities for affordable multifamily projects have ranged from 10.97 to 19.88 dwelling units per acre for the High-Density Multifamily Residential (R-4) zone. The maximum density for R-4 is 20 units per acre. The City's most recent projects had densities of 19.88 dwelling units per acre (Winters II in 2007) and 14.8 units per acre (Orchard Village in 2011). Orchard Village was originally planned at a density of 17.6 units per acre, but the number of units was decreased in order to accommodate more three and four bedroom units. Future affordable multifamily projects will need to be constructed at the upper one-quarter of the R-4 density range and may require density bonuses in some instances.

**Table 44**  
**Affordable Housing Densities**

Project Name	Constructed	Units	Acreage	Density
City of Winters				
1. Senior Apartments	1994	39	2.20	17.76
2. Almondwood Apartments	1983	39	3.56	10.97
3. Winters Apartments	1982	44	3.40	12.93
4. Winters II Apartments	2007	34	1.71	19.88
5. Orchard Village Apartments	2011	74	5.0	14.8

Source: City of Winters, 2013

## AREAS WITH RE-USE POTENTIAL

Areas with the greatest re-use potential in the City are located in the former Redevelopment District. The Redevelopment District is approximately 669 acres and consists of one complete part, with one exception area.

### 23. Monticello Mixed-Use Project

The City is working with a developer that has proposed a mixed use, infill project that will consist of 10 residential units above two floors of commercial space. This project is reflective of the City's goal to increase the residential component in its downtown core using smart growth principles. This project is currently dormant, as financing became unattainable as a result of economic conditions. The site is indicated on **Map 1**.

## V. CONSTRAINTS

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The purpose of this section is to identify those governmental and non-governmental factors unique to the community that inhibit the development, maintenance, or improvement of housing. The governmental constraints analysis focuses on factors that are within the City's control, not on state, federal, or other governmental policies or regulations that the City cannot affect or modify. There are many such policies and regulations that could affect the City's ability to meet future housing needs and secure adequate funding to construct very low- and low-income housing. These are among other governmental constraints:

- Land use and environmental policies and regulations that could limit the City's ability to designate land in its planning area for future residential development. Examples include agricultural open space and natural habitat preservation; protection of endangered species; and flood control.
- Fiscal and financial constraints related to regional, state, or federal funding for housing, transportation, infrastructure, and services needed to support new residential development.
- State and federal requirements that add to the cost of constructing affordable housing, when public funds are used (such as so called "prevailing wage" requirements).
- Construction codes and regulations that the City must follow for new residential construction that could restrict the use of cost-saving techniques or materials.

While these other governmental requirements meet legitimate public purposes, the City recognizes that they can potentially constrain the availability and affordability of housing to meet the community's future needs.

### NON-GOVERNMENTAL CONSTRAINTS

#### LAND COSTS

**Table 45** provides information on single-family and multifamily residential vacant lots for sale for sale in Winters (July 2013). Land prices in Winters vary, from \$84,500 for a single family lot, to \$300,000 to \$500,000 per acre for larger multifamily lots, as shown in Table 45. Land costs take into consider multiple variables in addition to location. Land costs are a function of available infrastructure; site attributes such as proximity to services, grade, former use; stage of entitlement; zoning; and market. With the current state of the housing market, it could be argued that land values in some areas are effectively zero and there is no significant market for vacant residentially-zoned land as of this writing. The last residential project completed in the City was the Orchard Village affordable housing project in 2011.

**Table 45  
Vacant Residential Land**

Address	APN	Acres	GP	Zoning	Sales Price
437 Russell Street	003-182-071	0.12 acres	LR	R-1	\$84,500
1035 Railroad Ave	003 360 010	1.09 acres	HR	R-4	\$499,000
0 Mermod Place	003 282 020	0.43 acres	MR	R-2	\$150,000

Source: MetrolistMLS, 2013, farmandland.com, 2013, zillow.com, 2013

## CONSTRUCTION AND LABOR COSTS

Many factors can affect the cost of building a house, including the type of construction, materials, site conditions, finishing details, amenities, and structural configuration. In recent years factors such as materials demanded by China for major construction projects and the price of fuel have adversely impacted overall construction costs. The slow down in residential building can be assumed to have a dampening effect on labor costs, however; materials costs remain high. The previous 2008 Housing Element Update cited construction costs of \$125 to \$135 per square foot for residential construction, excluding land. Recent data collected by the City indicate construction costs of approximately \$160 to \$180 per square foot, including land. A local developer, Hildebrand Construction, has indicated that their construction costs range from \$65 to \$75 per square foot, not including land or fees. Single-family units targeting a more affordable market such as corner duplexes, could cost less to develop and are estimated from \$120 to \$150 per square foot, including land, depending on the size of the lot and the type of interior finishes.

The Winters II project, an affordable housing project, cost approximately \$300,000 per unit not including land costs. The Orchard Village project, completed in 2011, cost \$157.92 per square foot to build plus additional land costs of \$8.5 per square foot. The most recent market rate homeownership project to be completed in the City, an attached single-family townhome project, has been temporarily converted to rental, largely as a result of the high cost of construction relative to the current market value of new homes. That project cost an average of \$360,000 per unit to build.

## THE COST AND AVAILABILITY OF FINANCING

The City has not identified local constraints to the availability or cost of financing for home purchases or rehabilitation that differ significantly from the availability or cost of financing generally in California. Even in the City's older neighborhoods, there are no barriers to obtaining financing for home purchase, improvement, or construction (other than customary underwriting considerations by lenders).

The financing documents required to maintain affordability via the City's inclusionary program have been reviewed by the Federal Rural Development Administration (RDA) and found to be acceptable to be paired with the RDA's programs and policies for first mortgage lending.

Over the past five years, the credit markets have reacted to the high levels of mortgage defaults, some of which are due to "sub-prime" mortgages with non-traditional terms,

by tightening their underwriting requirements. Mortgage lenders engaged in risky lending practices which strayed from the traditional 30-year fixed rate mortgage with a significant down payment requirement. Buyers were able to obtain mortgages with limited or no down payment and in some cases self-certified incomes and accepted loan terms with significant balloon payments and interest rate adjustments.

As the credit markets re-adjust from their major losses and re-tool their underwriting practices, investors are leery of the mortgage markets. This tightening of the credit market may factor negatively into a would-be homebuyer's ability to purchase. Families with little money for down payments or less-than-ideal credit records may find it difficult to obtain a mortgage. On the positive side, interest rates for credit-worthy borrowers are very low and the federal government is taking steps to make mortgage lending more feasible.

Most governmental programs that seek to increase homeownership among low- and moderate-income households rely on loan products that provide fixed interest rates below prevailing market rates, either for the principal loan or for a second loan that provides part of the down payment for home purchase. Many programs offer deferred second loans to facilitate homeownership. **Table 46** shows various monthly payments necessary to service mortgages at various interest rates. On July 5, 2013, homes.com identified 30-year fixed rate loan products from 4.375 to 4.625 percent rates.

**Table 46**  
**Monthly Payments and Total Interest at Various Interest Rates**

Interest Rate	15-Year Loan			30-Year Loan		
	Payment per \$10k	Total Interest Paid	Percentage Difference Payment/Interest	Payment per \$10k	Total Interest Paid	Percentage Difference Payment/Interest
5.50%	\$81.71	\$4,708	--	\$56.78	\$10,440	--
6.00%	\$84.39	\$5,189	3.28%/10.22%	\$59.96	\$11,584	5.60%/10.96%
7.00%	\$89.88	\$6,179	6.51%/19.08%	\$66.53	\$13,951	10.96%/20.43%
8.00%	\$95.57	\$7,202	6.33%/16.56%	\$73.38	\$16,416	10.30%/15.02%

"mo py tot int"

Source: www.bankrate.com, December 2004.

## GOVERNMENTAL CONSTRAINTS

Governmental constraints include land use controls, building codes and their enforcement, site improvements, fees, exactions required of developers, and local processing and permit procedures. Land use controls may limit the amount or density of development, while building codes may set specific building standards that add material costs or limit building space on a site, thus increasing the cost of housing per unit.

### LAND USE CONTROLS

The City's General Plan and zoning ordinance regulate land use in the City. All residential land use classifications pose a constraint on residential development in the sense that various conditions, building requirements, and limitations restrict a pure free

market ability to construct housing. Land use regulations also have the potential of adding costs to construction, which indirectly may constrain housing. These impacts are measured against the general health and public safety served in the adoption of such regulations. Standards have been determined by the City to establish minimum constraints to provide for adequate separation of buildings for fire protection, air and light between structures, and the intensity of development. Implementation of these standards has not resulted in a serious constraint in providing housing to the various income levels.

**Table 47** provides a summary of the City's residential zoning regulations, including minimum lot area, maximum density, setback, height, and parking requirements for single- and multifamily residential districts. Table 48 identifies residential uses that are permitted and conditionally permitted in residential and other districts. The following is a description of the residential districts in the City and the allowable densities.

1. **General Agricultural (A-1).** Designates areas to preserve lands best suited for agricultural use, from rangeland, field crops, orchards, greenhouses, and single-family dwellings on a minimum lot size of five acres.
2. **Rural Residential (R-R).** Intended for rural homes with limited agricultural uses. Density ranges from 0.5 to 1 unit per acre.
3. **Single-Family, 7,000 Square Foot Average Minimum (R-1).** Intended to stabilize and protect the residential characteristics of existing and planned neighborhoods developed with smaller lots to promote the development of single-family homes. Density ranges from 1.1 to 6.2 units per acre.
4. **Single-Family, 6,000 Square Foot Average Minimum (R-2).** Intended to be used for single-family attached and detached homes. Duplexes may be allowed on appropriate corner lots. Density ranges from 6.3 to 7.3 units per acre.
5. **Single- and Multifamily Residential (R-3).** Intended to provide a mix of compatible residential land uses where single- and multifamily dwellings occur at varying degrees of density. Density ranges from 6.1 to 10.0 units per acre.
6. **High-Density Multifamily Residential (R-4).** Intended to provide for high-density multifamily residential units and similar compatible uses. Density ranges from 10.0 to 20.0 units per acre.

**Table 47  
Residential Zoning Regulations**

Zone	Minimum to Maximum Density (units/acre)	Min. Site Area (sf/unit)	Min. Site Width (ft)	Front Yard Setback (ft)	Side Setback (ft)	Rear		Maximum Site Coverage	Parking
						Yard/Alley Setback (ft)	Frontage		
A-1: General Agricultural	No min., max: 1 unit/5 acres	5 acres	300	25[1]	20	15/5	20	30	-
R-R: Rural Residential	No min., max: 0.5 to 1 unit per acre	1 acre	100	25	15	25/5	20	30	-
R-1: 7,000 SF Average Minimum	4.1 to 6.0	3,500 for halfplex/ 5,000 SF	60, +10 corner lots	20/15 for front patios	5/10[2]	25/5	15	30	50% - single story 45% two-story 2 spaces [4]
R-2: 6,500 SF Average Minimum	5.4 to 8.8	3,000 for halfplex/ 5,000 SF	50, +10 corner lots	20/15 for front patios	5/10[2]	20/5	15	30	50% - single story 45% two-story 2 spaces [4]
R-3: Multifamily Residential	6.1 to 10.0	6,000 - SF/10,000 MF	60 SF/80 MF	20[1]/15 for front patios[2]	5/10[2]	20/5	20	35	<1 bedroom = 1 space per unit, > 2 bedrooms = 2 spaces per unit, 0.25 spaces per unit guest parking [5]
R-4: High Density Multifamily Residential	10.1 to 20.0	10,000	80	20[1]/15 for front patios[2]	5/10[2]	10/5	20	45	70%

C-2

D-B

Source: City of Winters, 2013

[1] These zones require an additional 1 foot setback for all yards for each 1 foot of building/structure height more than 30 feet. Where the zone may not require an alley, side yard, or rear yard setback, a minimum setback of 20 feet shall be required for any building/structure more than 30 feet in height.

[2] Where a combination of stories occurs, the 10-foot setback shall be situated on the 2-story side. For single-story residences, the 10-foot setback shall be on the garage side.

[3] Add 5 feet if lot is located on a major arterial.

[4] At least 50% of the required spaces shall be covered or enclosed, with a minimum of one covered or enclosed space provided per unit

[5] For a two-family duplex, 1.5 spaces per unit.

**Table 48  
Allowable Residential Development**

Use	Residential					Other Zones			
	A-1 General Agricultural	R-R Rural Residential	R-1 7,000 SF Average Minimum	R-2 6,500 SF Average Minimum	R-3 Multifamil y Residentia l	R-4 High- Density Multifamil y Residentia l	C-2	PQP	D-B
Single Family	Permitted	Permitted	Permitted	Permitted	Conditional	Conditional	Not Permitted	Not Permitted	
Duplex	Not Permitted	Not Permitted	Permitted	Permitted	Conditional	Conditional	Not Permitted	Not Permitted	
Multifamily, 3+ units	Not Permitted	Not Permitted	Not Permitted	Not Permitted	Permitted	Permitted	Conditional	Not Permitted	
Second Residential Units	Permitted	Permitted	Permitted	Permitted	Conditional	Conditional	Not Permitted	Not Permitted	
Mobile Home Parks	Not Permitted	Conditional	Conditional	Conditional	Conditional	Conditional	Not Permitted	Not Permitted	
Manufactured Home	Not Permitted	Permitted	Permitted	Permitted	Not Permitted	Conditional	Not Permitted	Not Permitted	
Emergency Shelter	Not Permitted	Not Permitted	Conditional	Conditional	Permitted	Permitted	Permitted	Permitted	
Single Room Occupancy	Not Permitted	Not Permitted	Not Permitted	Not Permitted	Permitted	Permitted	Conditional	Not Permitted	
Convalescence and Care Services	Not Permitted	Conditional	Conditional	Conditional	Conditional	Conditional	Not Permitted	Not Permitted	
Day Care, General [1]	Not Permitted	Conditional	Conditional	Conditional	Conditional	Conditional	Not Permitted	Not Permitted	
Day Care, Limited [2]	Not Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Not Permitted	Not Permitted	
Farmworker Housing Unit	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted	Permitted[3]	Not Permitted	
Farmworker Housing Complex	Permitted	Not Permitted	Not Permitted	Not Permitted	Permitted	Permitted	Permitted[3]	Not Permitted	
Transitional and Supportive Housing	Transitional and supportive housing units are residential uses subject only to those requirements and restrictions that apply to other residential uses of the same type in the same zone (Sections 17.124.020, 17.125.030).								

Source: City of Winters, 2013

[1] Providing non-medical care and supervision to 7 or more persons on a basis of fewer than 24 hours a day. The use includes childcare operations.

[2] Providing non-medical care and supervision to 6 or fewer persons on a basis of fewer than 24 hours a day. The use includes childcare operations.

[3] For single farmworkers, Single Room Occupancy housing is permitted.

In addition to the above residential zones, the City's Zoning Ordinance permits residential uses in nonresidential zones through a CUP process (Section 8-1.4205 Winters Zoning Ordinance).

1. Multifamily dwellings are conditionally allowed in the following zones:
  - Neighborhood Commercial (C-1);
  - Central Business District (C-2); and
  - Office (O-F); and
2. Single-Family dwellings are conditionally allowed in the following zone:
  - Open Space (O-S).

## SPECIAL HOUSING TYPES

The Implementation Programs listed in the 2008 Housing Element identified revisions to the City's Zoning Ordinance to bring it in compliance with State law, particularly in regards to farmworker housing, second units, transitional housing, supportive housing, and emergency shelters. **Table 49** displays current zoning information for special housing types, which can assist in accommodating a variety of needs and populations including special needs population and extremely low income households (SROs, transitional housing, supportive housing), and reflect the changes the City undertook during the previous planning period.

## EMERGENCY SHELTER

In 2012, the City revised the Zoning Ordinance to permit year round emergency shelters in R-3, R-4, C-2; and PQP zones as a permitted use without the requirement for a conditional use permit, consistent with the 2008 Housing Element.

Pursuant to Chapter 633, Statutes of 2007 (SB 2), the City has conducted a staff level review of its R-3, R-4, C-2; and PQP zoning districts to identify capacity for an emergency shelter during the planning period. The Granite Bay Commercial site is particularly suitable for use as a new emergency shelter. Located centrally on Grant Avenue between East Street and Morgan Street, the parcel is City-owned and currently zoned C-2. It provides good freeway access and proximity to schools and local shopping. Transit is available less than ¼ mile from the site across Grant Avenue (SR 128) at Lorenzo's Market, a local supermarket. Public sewer and water service are available. Additionally, medical services (Sutter Medical Clinic) are directly across the street (Grant Avenue). The site, zoned C2, is currently vacant. The total acreage for the Granite Bay Commercial site is 5.464 acres (APN 003-370-27-1 is .942, APN 003-370-28-1 is 1.274, APN 003-370-29-1 is 1.01, and APN 003-370-30-1 is 2.238 acres)

Development and conversions to emergency shelter are subject to the same development and management standards as other permitted uses in zones R-3, R-4, C-3, and PQP, as summarized in the Constraints chapter of the Housing Element. In addition, the emergency shelters are subject to written, objective standards to regulate the following, as pursuant to Chapter 633, Statutes of 2007 (SB 2).

- The maximum number of beds/persons permitted to be served nightly;

- Off-street parking based on demonstrated need, but not to exceed parking requirements for other residential or commercial uses in the same zone;
- The provision of onsite management;
- The length of stay;
- Lighting; and
- Emergency shelter management plan discussing operational rules and standards including expulsions, lights-out, client supervision, client services, and food services.

Revisions to the City's emergency shelter program are described in the City's Housing Element in Program II-7 of Chapter IV.

## CUP PROCESS

The CUP process is described in the City's Zoning Ordinance under Article 4, Section 8-1.4205 (Use Permits). In granting a use permit, the Planning Commission or Zoning Administrator, must find all of the following general conditions to be fulfilled by the requested use:

- Use will be in conformity with the General Plan;
- Use is listed as a conditional use in the zone regulations or elsewhere in Section 8-1.4205 of the Zoning Ordinance, or, where an interpretation is necessary, a determination is made by the Community Development Director or Planning Commission that proposed use would require a use permit;
- Use is consistent with the intent and purposes of the zone in which it is located, and will not detrimentally impact the character of the neighborhood;
- Use will not be detrimental to the public health, safety or general welfare;
- Adequate utilities, access roads, drainage, sanitation or other necessary facilities or services will be provided;
- Use will not create a nuisance or enforcement problem in the neighborhood; and
- Use will not result in a negative fiscal impact on the City.

**Table 49**  
**Zoning Accommodations for Special Housing Types**

Housing Type	Zone Districts	Allowable By-Right [1] or with CUP
Year-round emergency shelter (homeless)	R-3; R-4; C-2; PQP	By-right
Transitional Housing	R-3, R-4, C-2	By-right (subject to same standards as residential in the same zone) By-right R-3 and R-4 by-right; C-2 By-right
Other Supportive Housing	R-3, R-4, C-2	
Single-room Occupancy (SROs)	R-3, R-4, C-2	
Farmworker Housing	R-2, R-3, R-4 for year-round and seasonal farmworker households. Also C-2 for single farmworkers (SROs). Migrant farmworker housing is provided farmworker facilities in Madison, Dixon and Davis.	
Manufactured and Factory-Built Housing on lots zoned for single-family dwellings	RR; R-1; R-2; R-3; R-4 (GC Sec. 65852.3)	R-R, R-1 and R-2 by-right; R-3; R-4 with CUP (same as with all single-family homes)

[1] Must conform to development standards for this district.

## PERMITTED USES IN RESIDENTIAL ZONING DISTRICTS

The Winters Municipal Zoning Ordinance designates permitted and non-permitted uses for all developable use types in the City in relation to the City's zoning categories (**Table 48**).

## BUILDING CODES

Building Codes regulate the physical construction of dwellings and include plumbing, electrical, and mechanical divisions. The purpose of the Building Code and its enforcement is to protect the public from unsafe conditions associated with construction. The City enforces the California Building Code Standards (Title 24) for existing units, new construction, and residential rehabilitation. State law affords local government some flexibility when adopting the uniform codes; the building codes can be amended based on geographical, topological, or climate considerations. Further, State Housing law provides that local building departments can authorize the use of materials and construction methods other than those specified in the uniform code if the proposed design is found to be satisfactory and the materials or methods are at least equivalent to that prescribed by the building codes.

A review of the City's amendments to the uniform codes indicates that they have no substantial impact on the cost of residential development. City amendments to the State Building Code standards are primarily procedural and administrative, such as filing procedures, and to enforce safety procedures in dangerous or unsafe buildings.

## DEVELOPMENT FEES

The City charges several permit and development impact fees to cover the cost of processing development requests and providing public facilities and services to new developments. Although these fees are necessary to meet City service standards, they can have a substantial impact on the cost of housing, particularly affordable housing. In creating a development fee structure, the City carefully balanced the need to offset the cost of public services with a level of fees that do not inhibit residential development. In 2010, the City adopted an updated development impact fee schedule intended to encourage development by providing reduced development impact fees in most categories resulting from removing completed projects from the fee program and adjusting costs to reflect lower construction cost estimates.

Normally, planning fees would have a minimal impact on housing cost because most fees are flat rate charges, not per unit charges, and can be spread over the entire development. For a modest-sized development proposal, planning fees would typically amount to a few hundred dollars per dwelling unit.

Building, Engineering, and Development Impact fees have a much larger effect than planning fees on the final cost of a home. Such fees include water and sewer impact and hook-up costs, park fees, traffic impact fees, and similar charges. **Table 49** lists the building and development costs for a single-family unit in a subdivision zoned Medium-Density Residential (R-2) with a livable area of 1,850 square feet, including a 500-square foot garage. For this example, the valuation is based on rates of \$160 per square foot for the first 1,500 square feet and \$170 per square foot for the remaining 350

square feet of residence and \$45 per square foot for the garage for a total construction valuation of \$313,000.

**Table 50** lists details on City fees for the construction of a 56-unit multifamily development based on an average unit size of 950 square feet, a construction valuation of \$8,512,000, and high-density residential (General Plan land use designation) impact fees. This example does not include the construction valuation for the garages, storage units, swimming pool, and community room that may be incorporated into the project. The valuation of this project is based on rates of \$160 per square foot for the dwelling units.

### SCHOOL IMPACT FEES

The Winters Joint Unified School District impact Fee for both single-family and multifamily development is \$3.20 per square foot.

### COUNTY IMPACT FEES

The County impact fee applies to both single-family and multifamily developments. There is one single-family impact fee of \$3,396.80 per unit and a multifamily fee for 2 or more units of \$2,500.30 per unit.

### PLANNING FEES

**Table 51** lists fees charged by the City for the processing of various land use permits.

### ON- AND OFF-SITE IMPROVEMENT REQUIREMENTS

When new developments are constructed there is a need to improve the land on which the development is located, or provide improvements in the general area to properly serve the development. These improvements vary depending on whether the development is located on raw land or an infill site. Typical raw land improvements include the installation of sewers, curbs, gutters, and streets. Many infill sites are already equipped with some if not most improvements, particularly streets. Therefore, there are usually no dedication or easement requirements on such sites. Land improvements require fees, some of which are listed above. The cost of improvements depends on the extent of improvements, the size of the project, and accessibility.

**Table 49 Single-Family Building Permit and Development Impact Fees**

<b>Permit/Development Fee</b>	<b>Amount</b>
Building Permit	\$2,186.55
Plumbing Permit	\$467.31
Electrical Permit	\$357.98
Mechanical Permit	\$248.66
CARF	\$100.00
Plan Check and Reinspection	\$1,421.26
Energy Conservation Surcharge	\$163.99
Fire Plan Review	\$354.00
Construction Water	\$344.30
Water Service Impact Fee	\$4,346.00
Wastewater System Impact fee	\$5,902.00
General Storm Drain Impact Fee	\$63.00
Streets & Highways Impact Fee	\$3,067.00
Public Safety Impact Fee	\$394.00
Fire Service Impact Fee	\$1,382.00
Parks & Recreation Impact Fee	\$2,131.00
Monitoring fee	\$1,211.00
General Capital Impact Fee	\$2,012.00
Non Flood Study Area Impact Fee	\$454.00
Park In-Lieu Fee	\$900.00
School Impact Fee	\$5,642.50
<b>Total</b>	<b>\$33,148.55</b>

Source: City of Winters, 2013.

*Note: Based on a single family unit with a livable area of 1,850 square feet, including a 500-square foot garage, and using low density residential impact fees. The construction valuation is based on rates of \$160 per square foot for the first 1,500 square feet and \$170 per square foot for the remaining 350 square feet of residence and \$45 per square foot for the garage for a total construction valuation of \$313,000.*

**Table 50**  
**Multifamily Development Building Permit and Development Impact Fee**

Permit/Impact Fee	Amount
Building Permit	\$36,677.55
Plumbing Permit	\$7,365.51
Electrical Permit	\$5,531.63
Mechanical Permit	\$3,697.76
CARF	\$150.00
Plan Check and Reinspection	\$23,840.41
Energy Conservation Surcharge	\$2,750.82
Disabled Access Plan Review	\$5,501.63
Construction Water	\$9,363.20
Water Service Impact Fee	\$79,6884.00
Wastewater System Impact fee	\$154,224.00
General Storm Drain Impact Fee	\$1,23200
Streets & Highways Impact Fee	\$107,352.00
Public Safety Impact Fee	\$52,248.00
Fire Service Impact Fee	\$48,384.00
Parks & Recreation Impact Fee	\$74,592.00
Monitoring Fee	\$64,736.00
General Capital Impact Fee	\$70,392.00
Non-Flood Study Area Impact Fee	\$9,016.00
Park In-Lieu Fee	\$50,400.00
Fire System Fee [2]	\$2,478.00
School Impact Fee	\$162,260
<b>Total</b>	<b>\$1,725,529.20</b>

Source: City of Winters, 2013.

[1] For prototypical 56-unit structure with average 950 sq. ft. per unit, a construction valuation of \$8,512,000 and high density residential impact fees.

[2] Based on seven risers.

**Table 51 Planning Fees**

<b>Process</b>	<b>Amount Charged</b>
Conditional Use Permit	\$1,500
Conditional Use Permit/Planned Development Overlay Modifications	\$1,100
Site Plan/Design Review Staff Level	\$500
Mitigation Monitoring Program (Deposit + T & M)	\$2,272
Mitigation Monitoring Plan (City Staff time only)	\$846
Variance Planning Commission, first variance	\$1,500
Variance Planning Commission, each additional property/site	\$363
Variance Zoning Administrator, first variance	\$1,300
Pre-Zoning & General Plan Amendment	\$4,559
Specific Plan w/General Plan Amendment	\$7,869
Initial Study (City staff time only)	\$1,500
Negative Declaration (City staff time only)	\$846
Environmental Impact Report	T & M
Tentative Subdivision Map, 1 - 4 lots	\$669
Tentative Subdivision Map, 5 - 24 lots	\$6,000
Tentative Subdivision Map, 25 - 49 lots	\$8,097
Tentative Subdivision Map, 50 - 99 lots	\$8,568
Tentative Subdivision Map, 100 - 200 lots	\$9,038
Tentative Subdivision Map, 200+ (each additional 100 or fraction thereof)	\$471
Pre-Project Advisory Review Planning Commission	\$375
Development Review Committee Meeting	\$400
Lot Line Adjustment	\$500
Site Plan/Design Review Residential 1-4 lots	\$750
Site Plan/Design Review Residential 5 - 24 lots	\$950
Site Plan/Design Review Residential 25 - 49 lots	\$1,150
Site Plan/Design Review Residential more than 49 lots	\$1,350
Site Plan/Design Review Multifamily, up to 20 units	\$1,500
Site Plan/Design Review Multifamily, over 20 units	\$2,000
Exemption (Statutory or Categorical)	\$200

Source: City of Winters, March 2008.

Typical improvements required on site in the City include these:

1. Water: mains, laterals, meters, fire hydrants;
2. Sewer: mains, laterals, cleanouts;
3. Streets: pavement, curb, gutter, sidewalk, lights; and
4. Storm Drain: storm drain lines and inlets.

The improvements listed above are the basic requirements. Some requirements are unique to a particular project and could involve one or more of these:

1. Detention basin for storm water;
2. Sewer lift station;
3. Traffic signal;
4. Soundwall (for noise mitigation) and landscaping;
5. Park construction; and
6. Water well.

Off-site infrastructure improvements could involve one or more of these:

1. Sewer lift station;
2. Expansion of wastewater treatment facilities;
3. Traffic signal;
4. Detention basin for storm water;
5. Construction of sewer mains off site; and
6. Water well.

The above lists are not exhaustive but are some of the more basic, obvious infrastructure requirements, and the City believes that these do not present a constraint to production of affordable housing.

## PERMIT PROCESSING PROCEDURES

The time required to process a project varies greatly from one project to another and is directly related to the size and complexity of the proposal and the number of actions or approvals needed to complete the process. It should be noted that each project does not necessarily have to complete each step in the process (i.e., small scale projects consistent with General Plan and zoning designations do not generally require Environmental Impact Reports (EIR), General Plan Amendments, Rezones, or Variances). Also, certain review and approval procedures may run concurrently. For example, a plan check review for a single-family home could be processed concurrently with the design review.

The City also encourages the joint processing of entitlements for a single project. As an example, a rezone petition may be reviewed in conjunction with the required site plan, a tentative subdivision map, and any necessary variances. **Table 52** identifies the typical processing time most common in the entitlement process. **Table 53** outlines typical

approval requirements for a single-family infill project, a 30-unit subdivision, and a 50-unit multifamily project, assuming that the land is zoned appropriately.

**Table 52**  
**Application Processing Times**

<b>Type of Approval or Permit</b>	<b>Typical Processing Time</b>	<b>Approval Body</b>
General Plan Amendment	24 weeks	City Council
Rezoning	24 weeks	City Council
Conditional Use Permit	8-16 weeks	Planning Commission
Variance	6-8 weeks	Planning Commission
Site Plan/Design Review (Staff Level)	30 days	City Staff
Site Plan/Design Review	6-12 weeks	Planning Commission
Planned Development	24 weeks	City Council
Minor Subdivision (Tentative Map)	24 weeks	City Council
Major Subdivision (Tentative Map)	52 weeks	City Council
Minor Subdivision (Final Map)	Variable	City Council
Major Subdivision (Final Map)	Variable	City Council

Source: City of Winters, May 2009.

**Table 53**  
**Typical Processing Procedures by Project Type**

Item	Single Family Unit	Single Family Subdivision	Mutlifamily
Typical Approval Requirements by Land Use Type	Site Plan/Design Review	Tentative Map  Initial Study/Negative Declaration Site Plan/Design Review  Final Map	Site Plan/Design Review  Initial Study/Negative Declaration
<b>Estimate Total Processing Time</b>	4 weeks	6-12 months	6-8 months

Source: City of Winters, May 2009.

**Tables 52 and 53** make several assumptions:

1. The applicant and staff meet several times before submitting the application;
2. The applicant provides a complete application and may need to work with staff to adjust the project before it is initially reviewed and considered by the Planning Commission;
3. There are not significant environmental issues that would require a mitigated negative declaration; and
4. The Planning Commission's approval of the project is not appealed to the City Council.

Similar to other jurisdictions, the City has a number of procedures it requires developers to follow for processing development entitlements and building permits. Although the permit approval process must conform to the Permit Streamlining Act (Government Code Section 65920 *(et seq.)*), housing proposed in the city is subject to one or more of the following review processes: environmental review, zoning, subdivision review, design review, and building permit approval. Individual discussions of each process are included in this section.

### **Design Review and Permit Processing Procedures**

The Design Review process ensures that the development will conform to applicable Specific Plans, Design Guidelines, General Plan Policies, City Codes and applicable Conditions of Approval. Through these development standards, the City tries to promote attractive, compatible architectural design, protect views and preserve natural landforms and existing vegetation. City staff will review an application for design review along with other possible entitlements for a project. Once accepted as complete, the item will be scheduled for a public hearing before the Planning Commission. Planning Commission action will be based on an evaluation of project compliance with

design criteria. Since the Planning Commission is the deciding body for a design review application, the processing time for design review application does not take more or less time than a conditional use permit or a variance.

The City works closely with developers to expedite the entitlement process(es) so as not to put any unnecessary timing constraints on residential development. There are two Permit Review Processes, as set forth by the City's Zoning Ordinance: 1) The administrative process which is used for smaller projects that can be approved by the Community Development Director; and 2) the Public Hearing process which is used for handling projects that are to be reviewed and approved by the Planning Commission.

### **Affordable Housing Steering Committee**

The Affordable Housing Steering Committee (AHSC) is a citizen committee dedicated to implementing the community's housing policies in a quality way. Their emphasis is on open communication with the developer early in the process, often prior to application submittal, to communicate the community's needs and to provide a forum for direction and dialog.

The involvement of the AHSC is beneficial to the developer as it provides a clearer road map to successful development in Winters. Of the five members of the steering committee, two are from the current Planning Commission. In addition, one City Council member serves as a liaison from the City Council to the AHSC. As projects reach the Planning Commission and the City Council, there is already some degree of familiarity with the developer and the proposed project. Early involvement with the AHSC coupled with the fact that the committee is simply advisory does not impede development or affect processing time.

### **Administrative Permit Process**

The Administrative permit process is used for those types of permits that are more routine in nature and smaller in scale. These Administratively processed projects are handled in a smaller manner as Steps 1 through 7 of the Public Hearing Process (see below). Due to the smaller scale of these projects, the project plans are generally routed to fewer departments and agencies for their review and comment, and they have a shorter time period for review. A notice is sent out called a Notice of Intent that allows adjacent property owners the opportunity to request a public hearing. If no public hearing is requested, then a project is approved by the Community Development Director. If a public hearing is requested, then a project is forwarded to and reviewed by the appropriate approving authority.

### **Public Hearing Process**

The following is a summary of the eight (8) steps involved with the Public hearing process:

**Step 1-** The applicant submits a completed Community Development Department application along with the necessary plans and materials and application fee (e.g. radius list, application fee, etc) as identified on the submittal checklist, to the staff at the Community Development Department.

**Step 2-** Upon receipt of a complete application, the Community Development Department routes the project plans and materials to multiple City departments

for their concurrent review and comment. In some cases due to environmental regulations, the project may also be routed to State and Federal agencies such as the Army Corps of Engineers, U.S. Fish & Wildlife, and California Department of Transportation or others for review and comment. If a project includes affordable housing, the Community Development Department will be scheduled for an advisory review before the Affordable Housing Steering Committee. Usually, a project applicant may desire to receive feedback from the AHSC prior to the application submittal. If that is the case, the AHSC may ask that the project applicant return to the steering committee to review the formal submittal.

**Step 3-** Within 30 days of submitting an application, the Community Development Department holds a project evaluation meeting with multiple City departments to discuss the project's site/design issues. The applicant, the applicant's engineer, and the applicant's architect may attend this meeting as well. At the meeting, city staff provides written comments from each department (engineering, building, etc) on the project as well as a draft set of recommended conditions of approval. In some cases, the written comments require modifications to the project plans. Note: administratively processed permits generally do not require an evaluation meeting.

**Step 4-** If following the meeting the project is modified, the applicant is responsible for responding to each department's comments and making sure that each department's comments are adequately addressed before submitting revised plans.

**Step 5-** Within thirty days (30) of receiving the City's written comments on the project, the applicant submits revised plans to the Community Development Department for redistribution to the applicable Departments for their review and finalization of the project Conditions of Approval. The City has thirty (30) days to determine whether the application as amended is complete.

**Step 6-** Once all departments have reviewed the revised project plans, Community Development Department staff prepares final Conditions of Approval. These Conditions of Approval are included within the Community Development Department staff report that is forwarded to the approving authority for their review and consideration. At this step, the Community Development Department also prepares the necessary environmental documentation for the project.

**Step 7-** The Community Development Department will prepare a Public hearing notice for the project (this notice will include the environmental determination).

**Step 8-** At the Public Hearing, testimony is heard on the project and the approving authority takes final action on the project. The final Conditions of Approval are provided in the Community Development Department's "Notice to applicant" which is mailed out to the applicant the day following the hearing. Note: Permits for new development that include land use and/or zoning issues such as: General Plan Amendments, Rezone and/or Development Agreement Amendments, require three public hearings (one Planning Commission meeting and two City Council meetings). In these cases, the City Council is the final approving authority.

## CONSTRAINTS TO HOUSING PERSONS WITH DISABILITIES

Many persons with disabilities require special housing accommodations for on-site supportive services, group living, accessibility, or shared housing arrangements. Areas of the City zoned for multifamily housing and other classifications that permit alternative types of housing for persons with disabilities are generally located with access to public transit, commercial and public services, and sidewalks and street crossing compliant with State and Federal handicapped accessibility standards. The City ensures that new housing developments comply with the California Building Code (Title 24 of the California Code of Regulations) and Federal Americans with Disabilities Act requirements for accessibility.

According to the Winters Municipal Code, Section 17.08.050 (Residential Use Classifications), "Residential Care Facility" means "the rooming and boarding of up to six physically, mentally, or educationally disadvantaged persons for which a license is required by a county, state, or federal agency, and which provides resident staff." Such a facility shall not be included in the definition of a boarding house, rooming house, foster care home, rest home or other similar term which differs in any other way from a single-family dwelling. Residential Care Facilities are conditionally permitted in the R-R (Rural Residential), R-1 (Single-Family Residential), R-2 (One and Two Family Residential), and R-3 (Multifamily Residential) zones.

Conversely, the Winters Municipal Code, Section 17.08.060 (Public and quasi-public classifications) define Convalescence and Care Services as activities oriented to the healing, recovery, care or support of seven or more sick, injured or terminally ill people. Convalescence and Care Services are conditionally permitted in the R-R (Rural Residential), R-1 (Single-Family Residential), R-2 (One and Two Family Residential), R-3 (Multifamily Residential), R-4 (High Density Residential), and C-1 (Neighborhood Commercial) zones.

### **General**

The City provides reasonable accommodations for persons with disabilities in the enforcement of building codes and the issuance of building permits as consistent with the accessibility design and construction standards contained in the California Building Code. Currently, the City uses the conditional use permit or variance processes for individuals with disabilities to make requests for reasonable accommodations with respect to zoning. The complex findings required under a variance or conditional use permit, though, can act as a constraint on housing for persons with disabilities. To remove this constraint, the City will develop and establish a reasonable accommodation procedure as a unique exception process in zoning and land use for persons with disabilities. The procedure will identify applicability, application requirements, review authority, the review procedure, and findings that will serve as the basis for the decision to grant or deny requests for reasonable accommodation. In addition, it will identify the process for appeals of determination. This procedure was implemented under Program II-27 of the 2008 Housing Element.

The City has received grant funds on three different occasions for owner-occupied rehabilitation programs. In its advertising for these programs, the City has noted that accessibility retrofit work is an eligible cost. The City, as part of the policies for the 2002 Housing Element update, began requiring universal design features in residential subdivisions through development agreements, and has included Program II.18 in the

2013 Housing Element to ensure that a minimum of 5% of units in new residential subdivisions are accessible to persons with disabilities.

### **Zoning, Permits and Processes**

A review of the City's Zoning Ordinance and related policies and practices does not show the City to be out of compliance with Fair Housing Laws as it pertains to the development, maintenance, and improvement of housing for persons with disabilities. Residential parking standards for persons with disabilities are not different from other parking standards. When a special needs project proponent requests a reduction in parking requirements and can demonstrate a reduced need for parking, the request would likely be addressed during the review of the reasonable accommodation request.

The City's Zoning Ordinance does not have occupancy standards that apply specifically to unrelated adults. The City's General Plan land use element does not require a minimum distance between two (or more) special needs housing facilities.

The City has partnered with Rebuilding Together to utilize their Safe at Home/Home Safety program. While the City does not provide direct financial assistance, the City does assist with program publicity and community outreach. The City uses its community contacts to identify potential program participants. Staff, including the City Building Official, works with Rebuilding Together's local representative to resolve construction problems and challenges. Large scope retrofits such as full ramps (as opposed to transition ramps, which can be done through Rebuilding Together) are being done through the City Senior Rehabilitation program. Staff will look at expanding the City Rehabilitation program to include non-seniors.

### **Building Codes**

The City has adopted the California Building Code, 2007 edition. The City has not made any amendments that might diminish its ability to accommodate persons with disabilities nor has it locally adopted any universal design elements in the building code. The City requires new development to be accessible as set forth in Chapter 11A of the 2007 California Building Code; this requirement applies to a range of multifamily buildings, including apartments with three or more units, condominiums with four or more units, congregate residences, emergency shelters, and publicly funded housing. As noted earlier, the City provides reasonable accommodations for persons with disabilities in the enforcement of building codes and the issuance of building permits as consistent with the accessibility design and construction standards contained in the California Building Code. In addition to the California Building Code Requirements, the City ensures that universal design features are included in development projects through the development agreement that the City enters into with each developer.

## **SECOND UNIT REQUIREMENTS**

The City Zoning Ordinance permits second residential units in single-family residential zoning districts and on residential property with a Second Residential Unit permit. The Second Residential Unit permit is a ministerial permit that does not require discretionary review or a hearing. Second residential units are subject to the following standards:

1. Maximum area of floor space: 1,200 square feet of living area on lots with a net lot area of 20,000 square feet or more; 750 square feet of living area on lots with a net lot area of less than 20,000 square feet.
2. The site on which the proposed second residential unit is to be located meets the minimum lot size requirements for the zone in which it is located, and in no instance is less than 7,000 square feet.
3. The lot on which the second residential unit is proposed shall contain a principal residence at the time of construction of the second unit. In the case of vacant lots, the principal residence and second residential unit may be constructed at the same time.
4. The second residential unit is self-contained with its own separate entrance, kitchen and bathroom and shall comply with all applicable building, fire, energy and other health and safety codes.
5. Only one second residential unit shall be allowed for each principal residence per lot. A second residential unit shall not be permitted on a lot already having two or more dwelling units located thereon and shall not be permitted in addition to a guest dwelling. A guest dwelling shall not be permitted on any lot developed with a second residential unit.
6. The second residential unit shall be in compliance with all current zoning requirements, including structure height and yard setbacks. No second residential unit shall be constructed forward of the line of a principal residence. Consistent with the general plan, second residential units that front on alleys shall be encouraged.
7. One off-street parking space shall be provided for every second residential unit, in addition to parking required for the principal residence. When development of the second residential unit displaces existing required off-street parking (e.g., conversion of a garage) the required parking shall be replaced on the property in compliance with the Off-Street Parking regulations.
8. Not more than 40 percent of the front yard of a parcel, inclusive of second residential unit off-street parking requirements, shall be devoted to a driveway.
9. The second residential unit shall not cause excessive noise, traffic congestion, parking congestion or overloading of public facilities.
10. Separate hookups for city services and/or utilities may be required as determined by city standards as applied by city staff or by the appropriate public utility.
11. Second residential units shall achieve architectural continuity with the principal residence and with the character of the surrounding neighborhood, as determined by the planning commission. No entrance to a second residential unit shall be located on the front building elevation of the principal residence if the second residential unit is attached to the residence, in order to maintain the appearance of the structure as a single-family unit.

12. The size of the second residential unit shall be counted towards the maximum floor area ratio for the site.
13. Second residential unit permits shall not be issued for second residential units that result in adverse impacts to the adequacy of water and sewer services, and/or that result in adverse impacts on traffic flow, and/or that result in adverse impacts on any real property that is listed in the California Register of Historic Places.
14. All new construction, or exterior alterations to existing structures proposed under the second residential unit permit may be subject to design review as prescribed in Chapter 17.36 of this Title, except that design review shall be conducted ministerially without any discretionary review or a hearing.

## MANUFACTURED HOME AND MOBILE HOME PARK STANDARDS

A manufactured home or a mobile home located outside a mobile home park shall conform to all of the residential use development standards for the zoning district in which it is located. Where manufactured homes are placed in residential districts, the mobile home is required to be attached to a permanent solid foundation system in conformance with State law and approved by the City. The City's Zoning Ordinance (Section 8-1.6008 A) prohibits mobile homes in the Main Street Historic District.

As part of the implementation of the 2008 Housing Element, the Zoning Code was revised to define manufactured home, factory built home, and mobilehome. Factory built homes on a permanent foundation are treated as a single family residence and allowed by right in the R-R through R-2 districts and as a conditional use (which is the same requirement for a single family home) in the R-4 district.

Mobilehomes are allowed as permanent dwellings are allowed subject to the following:

- A. The mobilehome shall have a floor area of sufficient size to be compatible with existing dwellings in the area.
- B. An enclosed storage building of at least eighty (80) square feet in size shall be provided on the same lot with the mobilehome.
- C. Approved mobilehome skirting shall be applied around the base of the mobile home so as to obscure the area beneath the unit. Wood skirting located closer than six inches to the earth shall be treated wood or wood of natural resistance to decay and termites as defined in subsection (A) of Section 2502 of the Uniform Building Code, or any amendment thereto. Metal skirting shall be galvanized or treated metal or metal resistant to corrosion, and painted. Landscaping to help screen mobilehome skirting is encouraged.
- D. The mobilehome, its installation, maintenance, use, occupancy and facilities, any permanent buildings and any mobilehome accessory buildings and structures shall be governed by the standards adopted by the California Department of Housing and Community Development.

## PARKING REQUIREMENTS

**Table 54** provides information on residential off-street parking requirements, subject to Section 8-1.6003 of the City's Zoning Ordinance. The update to the City's Density Bonus Ordinance included maximum parking ratios as provided by Government Code Section 65915(p).

**Table 54**  
**Residential Parking Requirements**

<b>Residential Land Use</b>	<b>Off-Street Spaces Required</b>
Single-Family [1]	2 per unit 1 must be covered or enclosed
Two-Family/Duplex [1]	1.5 per unit
Multifamily [2]	
< 1 Bedroom	1 per unit
> 2 Bedrooms	2 per unit
Guest	0.25 per unit
Mobile Home Park	2 per mobile home
Guest	0.25 per unit

Source: City of Winters Zoning Ordinance, 2003.

*[1] Requires in-kind replacement when a garage or carport space is converted to another use.*

*[2] At least 50 percent of the required spaces must be covered or enclosed, with a minimum of one covered or enclosed space provided per unit.*

## INCLUSIONARY HOUSING PROGRAM

The City's Ordinance 94-10 (aka Inclusionary Ordinance), requires that at least 15 percent of all new units developed in the City be affordable to very low-, low-, or moderate-income households. To prevent the inclusionary Ordinance from impeding development, the City shall provide regulatory and financial incentives and assistance geared to the financial need of each project. The following options may be considered as needed to facilitate compliance and maintain the financial feasibility of a project.

- **Off-site and In-Lieu Exceptions** - Although development of the affordable units on-site are normally preferred, when this is found to be infeasible or inappropriate, the City may allow off-site development of the affordable units, may accept in-lieu contributions of cash or land, or may approve a combination of these and other methods.
- **Fee Waivers or Deferrals** - The City may grant to a developer a program of waivers, reduction, or deferrals of development fees or administrative fees for the inclusionary units.

- **Density Bonus** - A 25-percent density bonus is available for projects meeting requirements of the Density Bonus Ordinance 97-02 (as revised per Housing Element Program II-3), General Plan Implementation II.3.
- **Funding Assistance**
  - **Local Funding** - Housing set-aside funds may be used to subsidize the production of affordable units.
  - **State/Federal Funding Assistance** – The City may provide assistance in accessing State or Federal funding by lending support to such requests, priority permit processing for entitlements necessary to increase the competitiveness of a funding request, and providing documentation of housing needs that would increase the competitiveness of a funding request.
- **Modified development standards** – The City may make modifications to standards such as for parking, setbacks, on- or off-site improvements, street improvement standards, and less stringent site plan (design review) requirements under the City’s Planned Development Process.

## FORM-BASED CODE

In March 2006, after a lengthy public process, the City adopted the Downtown Master Plan, which provides the vision for the development and redevelopment of the downtown core of the City. The Downtown Master Plan identified several tools for fulfilling the vision in the Plan. One of those tools is the creation, adoption and use of a Form Based Code for the Downtown Master Plan Area. Cities use Form Based Codes to control the look and type of buildings, streets, landscaping and building details like signs, awnings, and storefronts to create and maintain an interesting, attractive and livable town. Standards for land use, density, setbacks, and design would be set-out in a zoning code-like format that can be used easily by landowners, applicants, business owners, and City staff and officials. The City adopted a Form Based Code for its Downtown core in October 2009.

The form-based code helps to reduce the uncertainty for developers and smooth the permitting process by providing up front clarity for proposed projects. Understanding the City’s vision in advance reduces the risk and predevelopment expenses for developers and reduces the overall discretionary review process.

## PLANNED DEVELOPMENT (PD) OVERLAY

The purpose of the PD overlay is to promote the development of a cohesive and aesthetically pleasing urban structure for the City. The PD overlay allows for the maximum flexibility consistent with the minimum development standards within each underlying zone category. A PD overlay zone may be established where a special design applying greater flexibility for land use provides a clear benefit for the City.

## DESIGN REVIEW

The design review process for the City is intended to ensure that the location and configuration of structures and corollary site improvements are visually harmonious with their site and that of surrounding sites and structures. The design review process includes an analysis of proposed architectural styles, construction materials, colors, site landscaping, and similar development criteria. Design review is required before the Planning Commission for approval of the following residential projects:

- New construction of multifamily residential units;
- New construction of any single-family residential unit; and
- Modifications of existing buildings involving collectively significant exterior changes, which may include changes of building materials; addition/deletion of doors, windows, and awnings; or changes to rooflines or parapet walls as determined by the Community Development Director.

The Planning Commission will consider the following aspects for design review of a site plan as applicable:

1. The overall visible mass of the structure(s). This analysis may include review of visible building mass as it relates to property setbacks, building height, roofline profiles, lot coverage, orientation, and the overall size and scale of a building;
2. The use and quality of exterior construction materials, including exterior building colors on new construction only to the extent that it may detract from the desired design theme for a neighborhood;
3. Avoidance of buildings that are characterized by large, blank or unbroken wall planes, as well as buildings that exhibit a general lack of architectural detailing, shadow lines, etc., which collectively lack general visual interest;
4. Effective screening of ground- and roof-mounted mechanical equipment;
5. The use of landscaping, decorative site paving, etc. that provides effective visual screening or softening of the development. Consideration of the appropriate mix of plant materials, plant sizes, etc. pursuant to landscaping criteria contained in Section 8-1.6004 of the City's Municipal Code;
6. Achieve conformity with the Winters Design Guidelines; and
7. In addition to the above, single-family development design review will focus on avoiding the use of repetitive design and site plans. Design review is intended to encourage elements of individuality in residence design through inclusion of features such as modified front and side yard setbacks, varying architectural styles, building siding and roofing materials, and creative use of fencing and landscaping. To the extent possible, designs also should encourage pedestrian activity while reducing emphasis on vehicular access as the local point of a residential lot.

The Planning Commission will make findings relative to compliance with the above seven provisions to approve a site plan. Applicants have the option of filing conceptual (preliminary) site plans for design review in advance of formal site plan review. Conceptual design review allows for submittal of more basic site plan information for an initial review by the Planning Commission. Conceptual design review is to be considered only as an information item and is intended to provide informal feedback to

an applicant, who then could consider any comments received by the Planning Commission when preparing the formal site plan.

### **Design Review (Site Plan Review) for Multifamily Projects**

The Winters Residential Design Guidelines impose development standards that are not contained in the City's Zoning Ordinance. Examples include the use of gables, hips, and dormers for roofs; the use of architectural asphalt shingles, concrete or clay tile, and slate or similar visual materials for roofs; and the use of roof structures and embellishments such as louvers, vents, lanterns, pinnacles, cupolas, finials, compounded fascias, parapets and eave moldings. Besides the obvious aesthetic issues, one of the goals, or perhaps the focus, of design review is to ensure that the City's small town character is preserved and enhanced.

The use of multifamily design review has created minimal cost impact on multifamily development because the types of architectural styles and embellishments required by the City do not, by themselves, cost significantly more to construct than other types of architectural styles.

### **Winters Design Guidelines**

The City Residential Design Guidelines were created in a joint effort by the Winter Planning Commission and Winters Economic Development Commission in November 1999. The design guidelines were developed with the specific objectives of facilitating economic and residential development in the City and ensuring that the small town character of the City was preserved.

### **Downtown Master Plan**

The recently-adopted Downtown Master Plan contains design guidelines specific to the central business district.

## **AFFORDABLE HOUSING STEERING COMMITTEE**

The Affordable Housing Steering Committee (AHSC) was established in October 1994. The AHSC is a citizens committee dedicated to implementing the community's housing policies in a quality way. Their emphasis is on open communication with the developer early in the process to communicate the community's needs and to provide a forum for direction and dialog.

The involvement of the AHSC is beneficial to the developer as it provides a clearer road map to successful development in Winters. The AHSC has 2 of the 5 sitting members that are from the current Planning Commission as well as 1 City Council person who participates as City Council liaison. As projects reach the Planning Commission and the City Council, there is already some degree of familiarity with the developer and the proposed project from those Planning Commissioners also serving on the AHSC. The early involvement with the AHSC does not impede development; it facilitates successful development.

In recent years, the role of the AHSC has been to review the affordable plans for new residential projects. The AHSC emphasizes the need to construct affordable units in each project, spread out the affordable units throughout each project, design the

affordable units so they blend in with the market rate units, and construct affordable units in each phase of a multi-phased residential project. The AHSC plays an advisory role and project applicants do not incur any application or other fees to appear before the AHSC. The City schedules a project application before the AHSC early in the planning process to ensure affordable housing issues are resolved in a timely manner before the developer has incurred significant cost. This committee does not have the power to alter project review, design review, or development standards.

The AHSC was initially required to review residential projects of 50 units or more, but since many of the City's affordable housing projects tend to be smaller in size, that threshold has been decreased to 15 units. Because the AHSC becomes involved in the development process during the early stage, often prior to application submittal, and provides only an advisory role, the City does not believe that this change will act as a constraint on housing development. Rather, the City believes that the AHSC is beneficial to the City's affordable housing development objectives.

#### DEVELOPMENT REVIEW COMMITTEE (DRC)

The DRC was implemented to expedite and streamline the development process. The DRC review process provides for all necessary and critical parties to be present at the same time for development review to provide comments and identify issues early in the process to save time and money.

### EXISTING INFRASTRUCTURE

As described in more detail in the Public Services and Facilities Element, the provision of public services to newly developing areas in the City will require expansion of facilities. Water, sewer, drainage, police, fire, parks, schools, and transportation will require improvements in capacity to treat and distribute water, to treat sewage, to handle run-off, and to provide sufficient space and capacity for recreation, public safety, education, and movement of people and goods. In each case, the cost of expansion most likely will be financed through development fees, exactions, assessment districts, or some combination of these.

#### WATER

The City has completed the design and installation of a new well and has established the appropriate funding mechanisms to complete its construction. The completion of this well ensures sufficient water supply for all of the projects listed in **Table 43**.

#### SEWER

There is sufficient sewer treatment capacity available to accommodate the development projects listed in **Table 43**. The City will require additional sewer capacity in the future; if all proposed developments were to be constructed today, the sewer treatment facilities would be at maximum capacity. The funds to implement a Phase II sewer treatment

facility will be available as new development takes place as funding mechanisms have been established.

## **ENVIRONMENTAL CONSIDERATIONS**

The City is subject to both localized and regional flooding. The City's *Storm Drainage Master Plan* (May 1992) proposes improvements to address existing system deficiencies and improvements to address the localized drainage problems associated with new development. A bigger drainage problem is regional flooding associated with Chickahominy and Moody Sloughs which affects much of the northern area within the 20-year Urban Limit Line. The 1992 *General Plan* commits the City to undertaking a study to address this regional flooding problem.

Pending completion of the study and identification of a funding mechanism to finance a comprehensive flooding solution, the area contributing to or affected by the 100-year flooding problem is designated in the General Plan as a Flood Overlay Area and is subject to interim land use controls.

Some residential development lying within the Flood Overlay Area may be able to proceed as soon as the flood study has been completed and the City has enacted a funding mechanism to finance the comprehensive flooding solution. Some residential development, however, may not be able to proceed until most flood control measures are implemented.

Sites 17 and 20 are partially within the 100-year floodplain and Site 19 is fully located in the floodplain. The City reviews new development to identify potential flooding concerns and, if necessary, requires new development to construct appropriate storm drainage and water detention features to reduce potential flood hazards. Sites 17, 19, and 20 are at the periphery of the 100-year floodplain and are anticipated to be able to proceed with either a letter of map amendment/revision (described below) or with standard engineering practices (importation of fill or elevated ground floors) to construct the structures one foot above the base flood elevation

Development in flood hazard areas is required to either: 1) obtain a letter of map amendment or a letter of map revision from FEMA, or 2) be built to flood-safe standards. While FEMA uses the most accurate flood hazard information available to its organization at the time of developing a flood insurance rate map, limitations of scale, topographic definition, or changes to existing conditions such as levee improvements, may result in areas shown as a special flood hazard area even though the parcel is on natural ground and at or above the BFE. In these instances, a project applicant may request a letter of map amendment or letter of map revision from FEMA.

## **COORDINATION WITH WATER AND SEWER AGENCIES**

The City manages its own water and sewer facilities and does not coordinate with an outside agency for those services. As mentioned above, there is adequate water and sewer capacity to meet the future demands for residential development.

## VI. ENERGY CONSERVATION OPPORTUNITIES

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### GENERAL DESIGN STANDARDS

There are many opportunities for conserving energy in new and existing homes. New buildings, by design, can easily incorporate energy efficient techniques into the construction. According to the Department of Energy, the concept of energy efficiency in buildings is the building envelope, which is everything that separates the interior of the building from the outdoor environment: the doors, windows, walls, foundation, roof, and insulation. All the components of the building envelope need to work together to keep a building warm in the winter and cool in the summer.

Constructing new homes with energy-conserving features, in addition to retrofitting existing structures, will result in a reduction in monthly utility costs. There are many ways to determine how energy efficient an existing building is and, if needed, what improvements can be made. Examples of energy conservation opportunities include installation of insulation or storm windows and doors, use of natural gas instead of electricity, installation or retrofitting of more efficient appliances and mechanical or solar energy systems, and building design and orientation, which incorporates energy conservation considerations.

Many modern building design methods are used to reduce residential energy consumption and are based on proven techniques. These methods can be categorized in three ways:

1. Building design that keeps natural heat in during the winter and keeps natural heat out during the summer. Such design reduces air conditioning and heating demands.

Proven building techniques in this category include these:

- Location of windows and openings in relation to the path of the sun to minimize solar gain in the summer and maximize solar gain in the winter;
- Use of “thermal mass,” earthen materials such as stone, brick, concrete, and tiles that absorb heat during the day and release heat at night;
- Use of window coverings, insulation, and other materials to reduce heat exchange between the interior of a home and the exterior;
- Location of openings and the use of ventilating devices that take advantage of natural air flow (particularly cool evening breezes);

- Use of eaves and overhangs that block direct solar gain through window openings during the summer but allow solar gain during the winter; and
  - Use of zone heating and cooling systems, which reduce heating and cooling in the unused areas of a home;
2. Building orientation that uses natural forces to maintain a comfortable interior temperature. Examples include these:
    - Solar orientation of residences to facilitate the use of solar energy systems for heating and cooling;
    - Minimizing the eastern and western exposure of exterior surfaces; and
    - Location of dwellings to take advantage of natural air circulation and evening breezes; and
  3. Use of landscaping features to moderate interior temperatures. Such techniques include these:
    - Use of deciduous shade trees and other plants to protect the home;
    - Use of natural or artificial flowing water; and
    - Use of trees and hedges as windbreaks.

In addition to natural techniques, several modern methods of energy conservation have been developed or advanced during the present century, including these:

- Use of solar energy to heat water;
- Use of tankless water heaters;
- Use of radiant barriers on roofs to keep attics cool;
- Use of solar panels and other devices to generate electricity;
- High efficiency coating on windows to repel summer heat and trap winter warmth;
- Weather-stripping and other insulation to reduce heat gain and loss;
- Use of natural gas for dryers, stovetops and ranges;
- Use of energy efficient home appliances; and
- Use of low-flow showerheads and faucet aerators to reduce hot water use.

Natural space heating can be substantially increased through the proper location of windows and thermal mass. Use of solar panels can generate 1,000 watts of electricity on a sunny day. This can constitute more than enough power for daily residential operations.

## **SMART GROWTH**

The City of Winters strongly believes in Smart Growth principles and strives to plan for its fair share growth while reducing urban sprawl and the impacts of transportation on the environment, the local economy and its citizens' quality of life. The City proposes to accomplish this in many ways:

First, the City is in the process of developing Phase I of the Downtown Streetscape Improvement Project which will create a pedestrian-friendly downtown, with access to transit stops and bike lanes, forming a natural pathway to a thriving, small-scale, walkable commercial district. It is anticipated that this project will be completed by the fall of 2008. With the growth anticipated in the coming years, a welcoming commercial district will encourage residents to stay in town to do their shopping, rather than taking Interstate 505 to Vacaville or Woodland. Proposed landscaping improvements will contribute to the "greening" of the community and reducing the use of asphalt and concrete. The intersection of Main Street and Railroad Avenue, the location of most of the Phase I Improvements, is directly adjacent to one of the City's Yolo bus stops (Yolo County Transportation District), and is one block away from another. Multiple upgraded bike racks with improved security features will be located within the project area to further encourage bicycling.

The City was awarded a SACOG grant for Phase II of the Downtown Improvement Project which will commence immediately following Phase I. Phase II will include pedestrian improvements along Main Street, the intersection of Main and First Street and along the downtown alleyways.

Second, the City is encouraging the development of mixed-use, infill development projects that concentrate the population in a central location, as well as commercial, light industrial and industrial development to provide high-paying jobs for local residents. The ultimate goal is to create a community that is not dependent on traditional transportation methods, reduces the use of natural resources, and provides an area where residents can live, work, shop and spend leisure time. The vision for the Downtown Core is to create an epicenter, with a 24-7 population that provides vibrancy and sustainability.

The City has also adopted a commercial condominium conversion ordinance which makes the "carving up" of buildings more achievable. The purpose is to create greater opportunities for business owners and residential developers. For example, an owner of a first floor retail establishment could sell his/her upper floors to a residential developer who is interested in rehabilitating the upper floors and providing rental or for-sale housing.

**DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT  
DIVISION OF HOUSING POLICY DEVELOPMENT**

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January 30, 2013

\*\*\*\*\*Corrected\*\*\*\*\*

Mr. Mike McKeever, Chief Executive Officer  
Sacramento Area Council of Governments (SACOG)  
1415 L Street, Suite 300  
Sacramento, CA 95814

**RE: Review of SACOG Housing Element Data**

Dear Mr. McKeever:

Thank you for the opportunity to review the SACOG Housing Element Data. The Department applauds SACOG for its tremendous effort to assist local governments in complying with the statutory requirements of housing element law. The Housing Element Data prepared for SACOG members will provide an important tool in updating housing elements for all local governments in the SACOG region for the 5<sup>th</sup> housing element cycle.

Housing element law requires a quantification and analysis of existing housing needs. The SACOG Housing Element Data addresses most of the requirements for quantification of existing housing needs<sup>1</sup> and listing of projects at-risk of converting to market rate uses, including:

- Identification of population and employment trends;
- Household characteristics (i.e., existing households, existing extremely low income households, total, lower and extremely low income households overpaying, overcrowded households);
- Special needs (i.e., number of persons with disabilities, number of persons with developmental disabilities, elderly households by tenure, large households by tenure and female headed households);
- Projected housing needs for extremely low income households; and
- Inventory of at-risk units between 2013 and 2023.

HCD has reviewed the Housing Element Data and determined it meets statutory requirements for the quantification of existing housing needs as described above. The Housing Element Data will not be subject to further HCD review as part of the housing element update process. However, local housing elements must still include or update the requisite analysis of this data as appropriate. For more information on analysis requirements, please see the Department's Building Blocks at [http://www.hcd.ca.gov/hpd/housing\\_element2/HN\\_home.php](http://www.hcd.ca.gov/hpd/housing_element2/HN_home.php).

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<sup>1</sup> Local governments must still quantify farmworkers and homeless persons.

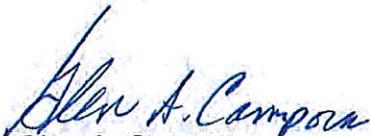
Mr. Mike McKeever, Chief Executive Officer

Page 2

For your information, the Department has recently established its Housing Element Update Guidance which provides additional assistance to jurisdictions in the update of their housing elements. The Update Guidance also provides a streamlined review option for jurisdictions meeting specific requirements. SACOG's Housing Element Data has been incorporated into the streamlined review portion of the Update Guidance. Jurisdictions simply need to confirm use of HCD pre-approved Housing Element Data and HCD will not need to review the data it has pre-approved. Other jurisdictions, not using the streamlined review, just need to notify the Department that the Housing Data has been utilized. For more information on the Department's Update Guidance, please see <http://www.hcd.ca.gov/hpd/>.

The Department appreciates the efforts of SACOG, particularly Tina Glover, Associate Research Analyst, Joe Concannon, Data Services Manager, Sharon Sprowls, Senior Program Specialist, Corina Cisneros, Intern, and Greg Chew, Senior Planner, in making the data available to streamline the preparation and review of housing elements for local governments in the SACOG region. The Department looks forward to working with SACOG and its members in the update of the housing elements. If you have any questions, please contact Paul McDougall, of our staff, at (916) 322-7995.

Sincerely,

  
Glen A. Campora  
Assistant Deputy Director