

# HOUSING ELEMENT

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Prepared for:

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**FIGURES** (*Located at the end of the respective section*)

Figure 4-1: Vacant Residential Parcels

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## **CHAPTER ONE – INTRODUCTION**

The State of California has declared that "the availability of housing is of vital statewide importance and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order." Recognizing the importance of providing adequate housing, the State has mandated a Housing Element within every General Plan since 1969. This Housing Element, which addresses the 5<sup>th</sup> Cycle 2014-2023 Regional Housing Needs Allocation, was created in compliance with State General Plan law pertaining to Housing Elements. A second 5th Cycle Housing Element Update is being conducted to comply with Government Code Section 65588 (4)(A), which requires a local government that does not adopt a housing element within 120 days of the applicable deadline to revise its housing element not less than every four years until the local government has adopted at least two consecutive revisions by the statutory deadline. Under this requirement, the City must adopt its updated 5<sup>th</sup> Cycle Housing Element by December 31, 2019.

Broad based community participation is important in preparing an implementable and locally meaningful housing policy and action program. The programs included in this document evolved through collaborative workshops with local residents and representatives of agencies that provide housing and other social service assistance to city, county and regional residents, as well as analysis of local population characteristics, households, housing stock, and economic conditions.

### ***CONTENTS***

Consistent with state law, this Housing Element consists of the following major components:

- Evaluation of the 2016 Housing Element. The evaluation of the 2016 Housing Element chapter evaluates accomplishments under the 2016 Housing Element in order to determine the effectiveness of the previous housing element, the City's progress in implementing the 2016 Housing Element, and the appropriateness of continuing the housing goals, objectives, and policies.
- Population and Housing Data. The Population and Housing Data chapter includes an analysis of population and employment trends, the City's fair share of regional housing needs, household characteristics, and the condition of the housing stock. Housing needs of special needs groups are described.
- Land and Infrastructure. The Land and Infrastructure chapter identifies resources available for the production and maintenance of housing, including an inventory of land suitable for residential development. This chapter also discusses availability of infrastructure and environmental constraints associated with development of the inventory of land.
- Constraints. The Constraints chapter reviews governmental constraints, including land use controls, fees, and processing requirements, as well as non-governmental constraints, such as construction costs, availability of land and financing, physical

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environmental conditions, and units at-risk of conversion, that may impede the development, preservation, and maintenance of housing. This chapter describes federal, state, and local financial resources and programs available to address the City's housing needs and goals.

- **Housing Plan.** The Housing Plan chapter identifies the City's housing goals and provides policies and implementation programs to address the City's housing needs.
- **Community Participation.** The Community Participation chapter describes how the City engaged the public, including City residents, businesspeople, and interested parties, including housing and special needs advocates, in development of the Housing Element.

### ***RELATIONSHIP TO THE GENERAL PLAN***

State Law requires that "...the general plan and elements and parts thereof comprise an integrated, internally consistent, and compatible statement of policies...". The purpose of requiring internal consistency is to avoid policy conflict and provide a clear policy guide for the future maintenance, improvement and development of housing within the City. The City's General Plan requires that it be an internally consistent document and provides the following guidance (General Plan Introduction, Page 1-4):

*"The General Plan must be internally consistent. This requirement means that the General Plan must fully integrate its separate parts and relate them to each other without conflict. The internal consistency requirement has five dimensions: equal status among elements, consistency between elements, consistency within elements, area plan consistency and text and diagram consistency."*

Each update or amendment to the General Plan is reviewed for internal consistency, as required by the General Plan and State law. All elements of the General Plan have been reviewed for consistency in coordination with this update to the Housing Element. The following paragraphs outline the relationship of the Housing Element and its policies to other elements of the City of Escalon's adopted General Plan. Development of housing consistent with the City's housing needs and programs as identified in this Housing Element would be required to be consistent with all relevant policies and programs of the other elements of the General Plan.

### **LAND USE**

The Housing Element is most affected by development policies contained in the Land Use Element of the General Plan. The Land Use Element establishes the location, type, intensity, and distribution of land uses throughout the City. As such, the Land Use Element sets the upper limit of acreage which will be used for housing. The standards set in the Land Use Element determine the density to which residential areas can be developed and sets the upper limit for the number of housing units which can be developed in the City. The Land Use Element also addresses the development of other land uses such as industrial, commercial and professional offices which create demand for housing in the City. The housing sites identified in Chapter 4, Land and Infrastructure, are consistent with the sites identified in the Land Use Element. The

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Land Use Element was reviewed to determine if there was a need to update the element to address disadvantaged unincorporated communities. No revisions to the Land Use Element are needed as there are no disadvantaged unincorporated communities in the City's Sphere of Influence. The Land Use Element is being updated to include an environmental justice policy set that addresses 1) reduction of the unique or compounded health risks in disadvantaged communities, 2) promoting civil engagement in the public decision-making process, and 3) prioritize improvements and programs that address the needs of disadvantaged communities.

### **URBAN BOUNDARY**

The Urban Boundary Element defines the limits for extending City services and infrastructure in order to accommodate new development anticipated within the 20-year time frame of the General Plan. The Urban Boundary Element is also intended to provide guidance related to future annexation of land from the City's Sphere of Influence. This Housing Element does not provide for growth outside of the Urban Boundary limit.

### **TRANSPORTATION**

The Transportation Element describes the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities. The purposes of the Transportation Element are to coordinate the transportation and circulation system with planned land uses; promote the efficient transport of goods and the safe, effective movement of all segments of the population; make efficient use of existing transportation facilities; and promote and protect environmental quality and the wise and equitable use of economic and natural resources. In carrying out these purposes the Transportation Element attempts to create a convenient living environment for residents of Escalon. The City's Transportation Element discusses issues for the City and its Sphere of Influence.

### **COMMUNITY DESIGN**

A Community Design Element was developed for the City of Escalon because of its anticipated population growth. The challenge will be to maintain the City's quality of life and small town character as this change occurs. The Community Design Element is concerned with how the City looks and feels, and how to maintain a sense of place during a period of rapid growth.

The City strives to preserve and enhance the historic and cultural resources of the city, and ensure that new development demonstrates quality, excellence of design and sensitivity to the character of the surrounding neighborhood.

### **ECONOMIC DEVELOPMENT**

The Economic Development Element provides guidance for economic development to attain an economically viable and self-sustaining community. In this sense, economic viability means providing a range of housing and employment opportunities that meet the needs of both residents and workers, attracting families and businesses to create demand for planned land uses and establishing and funding public service levels that preserve and enhance Escalon's

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quality of life. The Housing Element would provide for a variety of housing types with a broad range of affordability, including units affordable to the workforce.

### **OPEN SPACE, CONSERVATION, AND RECREATION**

The Open Space, Conservation and Recreation Element focuses on the method by which water, soils, rivers, beaches and mineral resources may be used and preserved. The purposes of this element are as follows: To promote the protection, maintenance and use of the community's natural resources, with special emphasis on scarce resources and those that require special control and management; prevent the wasteful exploitation, destruction, and neglect of natural resources; and, recognize that the natural resources of the community should be maintained for their ecological value as well as for their direct benefit to people. Additionally, the Open Space, Conservation and Recreation Element assure that open space be recognized as a scarce resource to be preserved; coordinate state and regional conservation plans at the local level; preserve unique or strategic natural resources for future generations; and, preserve land uniquely suited to the production of food and fiber. The interrelationship between the Open Space Element and other elements of the General Plan is one of the clearest. Among other things, state law specifies that building permits, subdivision maps or other projects may not be approved if they are not consistent with the Open Space Element. In addition, the Open Space Element also includes requirements for the dedication of land or payment of in-lieu fees to provide needed open space. These requirements can increase the cost of residential development. The sections relative to parks emphasizes preservation and recognizes the City's need to provide parks and recreation opportunities to meet the needs of the community. The Open Space, Conservation, and Recreation Element is currently being updated to address requirements of State law associated with identification of rivers, creeks, streams, flood corridors, riparian habitats, and land that may accommodate floodwater for purposes of groundwater recharge and stormwater management.

### **NOISE**

The purpose of the Noise Element is to identify the location and relative intensity of noise in the environment and to identify land use policies and other controls to restrict the exposure of sensitive receptors to excessive levels of ambient noise. Policies exist in the Noise Element which limit the development of residential land uses to areas of existing or projected noise level less than 65 dB(A). In areas where this is not possible, proposed residential uses are required to include noise attenuation features which reduce the level of interior ambient noise to a maximum of 45 dB(A). These policies will mitigate the impact of noise sources on residential development and create a more pleasant living environment in the City. However, they also decrease the land available for residential development and increase the cost of construction.

### **SAFETY**

The Safety Element of the General Plan identifies hazards to public safety and appropriate mitigation measures to mitigate, to the fullest degree possible, the loss of property and life resulting therefrom. The Safety Element identifies hazards related to fire, geologic hazards, flooding, crime and storage of hazardous materials. The Safety Element identifies hazards resulting from earthquake activity, and appropriate mitigation measures. The affect of the

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Safety Element on the Housing Element is an indirect one related to the increase in cost of housing due to the required mitigation measures. The Safety Element of the General Plan is being updated to address requirements of State law associated with climate adaptation and resilience, flooding, and wildfire.

### **AIR QUALITY**

The purpose of the Air Quality Element is to identify air quality problem areas and implement policies and standards to address those problem areas. Without the implementation and maintenance of appropriate air quality standards, threats to public health and a declining quality of life may result. The Air Quality Element, although not mandated by state planning law, has been included in Escalon's General Plan to ensure a healthy environment through the management of our air resources.

### **PUBLIC SERVICES AND FACILITIES**

The Public Services and Facilities Element addresses the community need for public services and facilities. The majority of Escalon is developed and sufficiently served by existing public services and facilities. Future development of the remaining vacant land within the City will require expansion of public services and facilities to meet the increase in demand for service. Planning for this future increase in demand will ensure that the needs of future residents for public services and infrastructure are met, while avoiding adverse impacts to the existing community. The purpose of the Public Services & Facilities Element is to ensure that sufficient levels of public services are provided as Escalon develops. Working in conjunction with the Land Use and Economic Development Elements, the Public Services & Facilities Element plans for the needed expansion and funding of public services and infrastructure to coincide with new development.

### ***APPLICATION AND FLEXIBILITY OF THE DOCUMENT***

This Housing Element is a dynamic document that may be subject to change as a result of significant shifts in demographics and/or housing needs during the planning period. It is the intent of the City of Escalon to achieve the fair share allocation and estimated quantified objectives through the implementation of some or all of the Housing Element programs, as deemed appropriate by the City staff and City Council. The City will monitor implementation on an annual basis. Specific programs are identified that would achieve the desired objectives; however, the City recognizes that funding and resource allocations may change over the planning period and other options may need to be explored to achieve the identified goals and objectives.

### **Community Participation**

To be effective, housing policy must reflect the values and priorities of the community. Escalon's Housing Element Update program included a housing survey provided to local residents and businesses, two public workshops, one Planning Commission public hearing, and one City Council public hearing to provide the community and interested parties with multiple opportunities and venues for comment. The public workshops were advertised through a flyer



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delivered to various locations throughout the community, at City Council and Planning Commission meetings, and media releases including via the City's social media accounts.

### **Future Housing Needs**

HCD is required to allocate each region's share of the statewide housing need to Councils of Governments (COG) based on Department of Finance (DOF) population projections and regional population forecasts used in preparing regional transportation plans. HCD provided the San Joaquin Council of Governments (SJCOG) with the allocation for San Joaquin County. SJCOG then allocated housing needs by income group to each of the incorporated cities in the county and the unincorporated county.

### ***Regional Housing Needs Allocation***

A Regional Housing Needs Plan (RHNP) is mandated by the State of California for regions to address housing issues and needs based on future growth projections for the area. The intent of the RHNP is to ensure that local jurisdictions address not only the needs of their immediate areas but also their fair share of housing needs for all economic segments. The regional housing needs allocation (RHNA) is developed to ensure that adequate sites and zoning are provided to address existing and anticipated housing demands during the planning period and that market forces are not inhibited in addressing the housing needs for all facets of a particular community.

Escalon was allocated a new construction need of 425 housing units in the San Joaquin County Regional Housing Needs Plan prepared by SJCOG for the 2014 to 2023 planning period. Of the allocated housing units, 60 are identified for extremely low income households, 43 for very low income households, 66 for low income households, 64 for moderate income households, and 192 for above moderate income households. As discussed in Chapters 3, 4, and 5, the City has adequate sites to accommodate its identified housing needs for all income levels as well as housing for special needs groups. To date, 7 moderate and 37 above moderate units have been constructed. An additional 9 moderate income units have been entitled and 6 above moderate units are under construction (see Table 3-28).

### **Sources**

Several sources of information have been used to document recent demographic and housing trends in Escalon. Data from the U.S. Census (2010) and U.S. Census American Community Survey (ACS) (2013-2017) were used for many of the tables and discussion in the Housing Needs chapter of this report. Other sources of data include the 2000 U.S. Census, state Department of Finance (DOF), Employment Development Department (EDD), SJCOG, the Zoning Code, other elements of the General Plan, and various other data resources.

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## **CHAPTER TWO - EVALUATION OF THE 2016 HOUSING ELEMENT**

Accomplishments under the 2016 Housing Element are evaluated in this chapter in order to determine the effectiveness of the previous housing element, the City's progress in implementing the 2016 Housing Element, and the appropriateness of the housing goals, objectives, and policies. This evaluation is conducted pursuant to Government Code Section 65588.

### ***EFFECTIVENESS OF THE PREVIOUS HOUSING ELEMENT***

The 2016 Housing Element program strategy focused on the accomplishment of policies and implementation of programs in the following six categories:

- Goal 1: Preserve and Improve Escalon's Housing and Neighborhoods
- Goal 2: Facilitate and Encourage Development of Housing to Meet the City's Housing Needs
- Goal 3: Provide Adequate Sites for Housing
- Goal 4: Expand Housing Opportunities for the Elderly, Disabled Persons, including Developmentally Disabled, Households with Extremely Low to Moderate Incomes and for Persons with Special Housing Needs
- Goal 5: Eliminate Housing Discrimination
- Goal 6: Encourage Energy Efficient Resources in New Residential Development as well as the Existing Housing Stock

The 2016 Housing Element included 22 policies and 28 programs to assist in achieving its goals. Progress in achieving the quantified objectives of the 2016 Housing Element is identified in Tables 2-1 and 2-2. Table 2-1 identifies the 2014-2023 Regional Housing Needs Allocation (RHNA) and the City's progress in meeting the allocation. Table 2-2 summarizes the implementation programs associated with each overall goal/objective and, where applicable, the quantified objectives associated with the implementation programs. Table 2-2 also identifies whether each implementation program was implemented, the result, if it was successful, and whether it should be kept, modified, or removed in this update to the Housing Element.

The 2010 and 2016 Housing Elements identified a variety of programs to provide a range of housing types, promote housing affordability, improve existing neighborhoods and housing stock, and reduce housing discrimination. The City implemented many of the programs identified in the previous two Housing Elements and has continued to address and remove potential constraints to housing.

### **HOUSING PRODUCTION DURING RHNA PERIOD**

#### **4th Cycle RHNA**

The 2010 Housing Element specifically addressed housing needs for the City of Escalon from 2007 through 2014. During the 2007-2014 (RHNA), 90 units were constructed in the City,

including 7 unrestricted moderate-income units and 83 market rate single-family units. The 2007-2014 RHNA time period saw less variety in housing types than the previous cycles due to economic conditions.

### 5th Cycle RHNA

The 2016 Housing Element addressed the 2014-2023 RHNA as well as the 2015-2023 planning period. While the City has experienced primarily single-family development during the 5<sup>th</sup> cycle, the City has begun to see interest in a broader range of housing types, including an 8-unit townhome project on four small parcels that total 0.7 acres, and an accessory dwelling unit (ADU). The City has completed 44 housing units through mid-2019 and has approved and/or permitted an additional 15 units. In addition to the approved and permitted units, there are 24 single family lots located within single-family subdivisions that can be developed with a building permit. During the 4<sup>th</sup> RHNA cycle, the City approved a residential care home for six developmentally disabled persons (Covenant Enabling Residence). While the Covenant Enabling Residence was put on hold by the applicant due to their loss of a significant private funding source, the City encouraged and supported the project through assisting with applications for funding, assigning approximately \$64,000 in the City’s share of Community Development Block Grant (CDBG) funds toward the project, and through preparing the environmental documentation to assist with federal funding applications for the project.

**Table 2-1: 2014-2023 Regional Housing Needs Allocation versus Built Units**

	Extremely Low and Very Low	Low	Moderate	Above Moderate	Total
2014-2023 RHNA	103	66	64	192	425
Constructed Units	0	0	7 <sup>1</sup>	37	44
Permitted Units	0	0	1 <sup>2</sup>	6	7
Approved Units	0	0	8 <sup>3</sup>	0	8
<b>Remaining Units</b>	<b>103</b>	<b>66</b>	<b>47</b>	<b>149</b>	<b>365</b>

<sup>1</sup>Based on purchase price of each new home constructed

<sup>2</sup>Accessory dwelling unit

<sup>3</sup>Moderate: 8 townhome units approved in Leer Village anticipated to be affordable to moderate income households at market-rate rents/prices

Source: San Joaquin Council of Governments, 2014; City of Escalon, 2016 and 2019; Zillow.com (sales prices), 2016 and 2019

### APPROPRIATENESS AND EFFECTIVENESS OF HOUSING GOALS, POLICIES, AND PROGRAMS

The overarching goals and policies of the 2016 Housing Element continue to be appropriate to encourage the City’s housing goals and will be kept in the Housing Plan. As discussed in Table 2-2, the majority of housing programs have been implemented or continue to be appropriate and necessary to encourage housing, including lower income and special needs housing.

The City has implemented a range of programs to address potential constraints to affordable housing, including securing funding for and undergoing construction of necessary water and sewer improvements, removal of impediments associated with the PD Overlay district, and

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restricting development of single family housing in the R-3 zone to ensure that this zone is used primarily for multifamily and affordable housing. The City addressed potential constraints to accommodations for disabled persons by adopting reasonable accommodation procedures. The City also addressed potential constraints to fair housing through ongoing commitment of a portion of the City's CDBG funds to San Joaquin Fair Housing and participation in the Urban County Consortium, including contributing to analysis of housing needs and potential impediments to fair housing.

The City has also coordinated with housing developers and service providers at the regional level to encourage interest in local development and services for lower income households and special needs populations. In most cases, the intent of the programs that continue to be applicable will be retained in the Housing Element, with revisions to address identified specific housing needs, constraints, or other concerns identified as part of this update.

As described above in the Housing Production discussion and shown in Table 2-1, the City has made progress toward the RHNA of its 5<sup>th</sup> Housing Element cycle. Further, the City implemented many programs (see Table 2-2) to remove constraints to housing production and to encourage a variety of housing types and housing affordable to extremely low, very low, low, and moderate-income households, as well as housing for special needs persons. The City has taken steps to remove infrastructure constraints, specifically water and sewer constraints, as described by Program 3-1, which will accommodate residential development beyond that allocated to the City under the RHNA.

With implementation of the Zoning Code amendments identified in the 2016 Housing Element, the City now has procedures and standards in place to accommodate all ranges of affordability and to permit a variety of housing types necessary to serve typical households as well as the unique needs of special needs populations. The City's Housing Element has been an effective tool in ensuring that the City's practices are review on a regular basis, that potential constraints to housing development are identified and addressed, and ensuring that the City is taking necessary steps to encourage and accommodate housing affordable to lower and moderate income households as well as special needs groups.

While the 5<sup>th</sup> Cycle Housing Element has been effective in encouraging housing development, including demonstrated success in approvals for housing for moderate-income households and special needs persons, there are a number of constraints that have limited the development of affordable housing. While the majority of constraints to lower income housing are associated with a lack of funding overall for affordable housing, as well as a lack of funding committed to Escalon, additional steps are needed to ensure that the City's lower income sites are suitable and accommodating to development of lower income housing. As discussed in Table 2-2, modifications to the programs targeted toward ensuring adequate sites will be provided to reduce constraints to affordable housing.

The Housing Plan included in this 2019 Housing Element includes modifications to make programs more effective, clarify objectives, and ensure that the programs are implementable. See Chapter 6, Housing Plan, for the goals, policies, and programs of this Housing Element.

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<b>GOAL 1: PRESERVE AND IMPROVE ESCALON’S HOUSING AND NEIGHBORHOODS</b>			
<p><u>Program 1-1 Maintain Residential Zoning</u>            Retain existing residential zoning and discourage non-residential uses in these zones through maintaining Zoning Ordinance provisions that require:</p> <ul style="list-style-type: none"> <li>• A use permit for all nonresidential uses in residential zoning,</li> <li>• Site plan approval of any residential use of more than three units and all nonresidential uses; and,</li> <li>• Construction of at least a 6 foot masonry fence to separate residential uses from non-residential uses.</li> </ul>	None	The City’s Zoning Ordinance is consistent with this program and the City continues to implement these requirements.	This program has been successful in maintaining residential uses in residential zones and will be kept in the Housing Plan (Chapter 6).
<p><u>Program 1-2 Neighborhood Improvements</u>            Use available means to improve neighborhoods, including:</p> <ul style="list-style-type: none"> <li>• Identify priorities for improvements in the City’s older residential neighborhoods, including curbs, gutters, and sidewalks; housing rehabilitation; and neighborhood improvement activities. Where needed improvements are identified in lower income areas, seek supplemental state funding for the improvements to supplement the City’s CDBG and HOME funds. If funding remains limited, focus on high priority activities.</li> <li>• Update the City’s Capital Improvement Program (CIP) to include capital improvements</li> </ul>	None	The City has not had any specific requests for improvements in lower income neighborhoods and does not have any low income census blocks, but continues to provide a range of improvements that benefit the aging neighborhoods. Through the City’s Capital Improvements Program, the City has improved sidewalks impacted by street trees in aging neighborhoods, filled sidewalk gaps to improve mobility, replaced water meters, and provided for replacement and upgrades of sewer, water, and storm drain facilities that serve the City, including its older neighborhoods. However, the City has been unable to continue to use CDBG funds to make ADA improvements in neighborhoods and to improve access to public	This program will be kept in the Housing Element to continue to encourage improvements in the City’s neighborhoods, including older and lower income neighborhoods. The component regarding sending out postcards in conjunction with City CIP projects will be removed; the City conducts multiple CIP projects on an annual basis and does not have the staffing capacity for direct mailing at this level and there has been no interest in

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>that are identified as a high priority and to ensure that areas needing improvement are scheduled for funding at a specific time in the future.</p> <ul style="list-style-type: none"> <li>Encourage homeowners to use Improvement Bond Acts under which residents can install curbs and gutters and have the cost added to their taxes. As the City undertakes capital improvements in older residential areas, the City will send out postcards to residents notifying them of the City’s improvements and describing the Improvement Bond Act program, including an estimate of the increase in taxes that would occur in association with the improvements.</li> </ul>		<p>facilities, due to changes in how the funds are allowed to be used by San Joaquin County.</p> <p>The City continues to allow residents to use improvement bonds to improve their curb, gutter, and sidewalk. As the City provides street and other infrastructure improvements, the City continues to encourage residents to take advantage of voluntarily improving their lot frontage. However, no residents used the Improvement Bonds program to date; but the City has required projects adding a building to install or replace curb, gutter, sidewalks, as a part of their building permit or conditions of approval. With this, the City has had new sidewalks/curb/gutter installed at eight properties in the City, all located in aging areas of town</p> <p>The City’s funding for improvements in aging and lower income neighborhoods continues to be limited and it is important that the City continue to review the CIP for opportunities and available funds for neighborhood improvements.</p>	<p>use of the bonds.</p>
<p><u>Program 1-3 Housing Rehabilitation Program</u> Continue and expand the City’s Housing Rehabilitation Program through the following activities:</p> <ul style="list-style-type: none"> <li>Continue to provide funding for the City’s Housing Rehabilitation Program through the HOME and CDBG funds available to the City</li> </ul>	<p>Rehab – 1 extremely low, 2 very low, and 2 low income units</p>	<p>The City participates in the San Joaquin Urban County and HOME Consortium and receives CDBG and HOME funds through the Consortium. The City earmarks a portion of its funds for housing rehabilitation and homebuyer assistance activities. The City’s annual allocation is typically in the \$75,000 range for CDBG and under \$17,000 for HOME.</p>	<p>This program will be kept in the Housing Plan to ensure that housing rehabilitation for lower income households continues to be a priority. The program will be revised to coordinate with San Joaquin County to see if there is</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>administered by the Urban County and HOME Consortium.</p> <ul style="list-style-type: none"> <li>• Coordinate with San Joaquin County to determine if the County has the capacity to administer additional housing rehabilitation funds for the City’s Housing Rehabilitation Program. If there is capacity and funds are available, apply for CalHOME or similar funds to supplement the housing rehabilitation program offered to City residents through the County.</li> <li>• Make pamphlets available at City Hall, the public library, other public facilities, and on the City’s website that describe available housing rehabilitation and home repair programs.</li> <li>• Community Development, Building, Public Works, and Police Department staff shall coordinate to identify areas of the City with a high incidence of homes with deferred maintenance and target these areas for code enforcement. This should be completed in conjunction with identifying priority activities under Program 1-2.</li> <li>• Distribute program information in conjunction with continuing building code enforcement.</li> </ul>		<p>CDBG funds are used for a variety of activities and services benefitting low income, disabled, seniors, households and persons at risk of homelessness, and other special needs populations, so it has been difficult to provide a significant amount of assistance solely to housing programs with these funds.</p> <p>The City typically allocates \$15,000 to \$35,000 for housing activities. Due to the City’s limited funding, the City often needs to consolidate funds from two or more years to be able to provide significant rehabilitation assistance. During the 5<sup>th</sup> cycle, the City set aside funding for housing rehabilitation through the Urban County and HOME Consortium. However, no households have been assisted to date. The City had an applicant in August 2019 who would have been an eligible candidate for funds through code enforcement actions; however, the applicant had liens filed on their property, disqualifying them from the CDBG program.</p> <p>The City has looked into augmenting housing rehabilitation funds through the State’s CalHoME program, however, CalHOME funding has been limited to disaster assistance in recent years and has not been available for standard rehabilitation activities.</p> <p>The City continues to enforce City codes where housing exhibits deferred maintenance and housing issues. While the City provides housing</p>	<p>interest and capacity for the County to operate a CalHOME once CalHOME funds are available. It is noted that it typically takes multiple years of allocating funds to the program before adequate monies are saved to assist a single unit. The program will also be revised to identify that the San Joaquin County Aging and Community Services Department may be able to assist with improvements related to accessibility.</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
		<p>rehabilitation program information in conjunction with code enforcement and through a variety of local venues, the funding for housing rehabilitation is extremely limited and the lack of housing rehabilitation activity is due to a lack of funding rather than a lack of outreach. Also, elderly residents lack interest in the program, because the monies are loaned, therefore required to be paid back in full.</p> <p>This program has been effective in previous cycles in providing housing rehabilitation activities in certain cases.</p>	
<p><u>Program 1-4 Conversion of Affordable Units</u>            Conserve the existing supply of subsidized and below-market-rate housing to insure that affordability is preserved through an early warning system and timely application of state and federal grant funds for conservation.</p> <ul style="list-style-type: none"> <li>• Contact owners/operators of subsidized multi-family housing at least annually to determine the status of at-risk units.</li> <li>• Upon approval of assisted multifamily housing projects, provide the project applicant with the City’s noticing requirements.</li> </ul>	<p>Preservation of 42 subsidized units</p>	<p>There is only one subsidized multifamily project in the City (Heritage House). The City contacted the operators of the project as part of this Housing Element Update and it was indicated that there were no plans to convert the project to market rate housing. The Zoning Ordinance continues to require a one-year notice to residents, the City, and local affordable housing developers of proposed conversions of assisted affordable housing units and provided this information to the affordable housing project in the City. To date, no notices of conversion have been received.</p>	<p>This program continues to be appropriate to ensure that the City is aware and noticed regarding any planned conversion of subsidized below-market-rate housing to market-rate and will be kept in the Housing Plan.</p>



**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<b>GOAL 2: FACILITATE AND ENCOURAGE DEVELOPMENT OF HOUSING TO MEET THE CITY’S HOUSING NEEDS</b>			
<p><u>Program 2-1 Adoption of the Latest Model Codes</u></p> <p>The City will review the model codes adopted by the State and adopt changes to the City’s codes, as appropriate, to provide for safe and decent housing, accessible development, and energy-efficient/energy-conserving practices.</p>	None	<p>The City has adopted the 2016 California Building Standards Code, as described in the Constraints discussion. This program continues to be effective in ensuring that the City reviews and adopts the State codes in a timely manner. The City will adopt the 2019 California Building Standards Code, effective January 1, 2020, and has provided timely notice to the developers currently active in the City.</p>	<p>This program continues to be appropriate and will be kept in the Housing Plan.</p>
<p><u>Program 2-2 Urban Residential Densities and Density Bonuses</u></p> <p>The City will continue, on an ongoing basis, to monitor its policies and ordinances to provide for the most efficient densities without detriment to the small town character of the City. The City should continue to implement compact, smart growth principles such as traditional neighborhood design and traffic calming techniques.</p>	None	<p>The City continues to review its policies and ordinances to ensure that the City is accommodating adequate densities and land uses to accommodate needed growth. The City’s General Plan provides for a land use pattern that locates compatible uses in close proximity to one another, accommodates residential growth consistent with the RHNA, and includes measures to reduce vehicle trips and traffic. The City will continue to work to implement policies and programs that focus on compact growth principles with traditional neighborhood design and reduced vehicle emphasis.</p>	<p>This program remains appropriate and will be kept in the Housing Plan. However, the program will be modified to clarify that the City shall continue to accommodate its RHNA so it is clear that requirement to not cause detriment to the small-town character of the City does not limit the City’s need to provide adequate sites.</p>
<p><u>Program 2-3 Affordable Housing Incentives</u></p> <p>Continue to provide incentives and mechanisms that promote development of affordable housing, including multifamily, that is affordable to a range of incomes including extremely low, very low, and low, including:</p>	<p>3 extremely low, 9 very low, 22 low, and 10 moderate income units</p>	<p>The City has continued to provide incentives and mechanisms to encourage and promote affordable housing development. The City approved one project with an affordable component (Heritage Park) during the 4<sup>th</sup> Cycle RHNA however, this project was litigated and</p>	<p>This program continues to be appropriate and will be kept in the Housing Plan.</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<ul style="list-style-type: none"> <li>• Allow duplexes to be built on corner lots in the R 1 zoning district, provided that each unit faces a separate street so that the duplex looks like a single family dwelling from either street;</li> <li>• Grant density bonuses commensurate with State Density Bonus law;</li> <li>• Exempt one of two multi-family units in accordance with the Growth Management Ordinance;</li> <li>• Guaranteed building permits for affordable senior housing under the Growth Management Ordinance;</li> <li>• Exempt dwelling units provided for extremely low, very low and low income persons, with at least a 50-year deed restriction, from the Growth Management Ordinance building permit allocation;</li> <li>• Permit the use of the density bonus for the provision of low and moderate income housing units;</li> <li>• Permit second dwelling units in accordance with State Law;</li> <li>• Allow relaxation of development standards and innovative housing types, such as zero lot line developments;</li> <li>• Permit full utilization of existing lots that do not meet lot size or setback requirements, as allowed by Chapter 17.46 of the Zoning Ordinance; and</li> </ul>	<p>through Programs 2-3, 2-6, 4-4, and 4-8</p>	<p>placed on hold and is no longer active. There has been little to no interest in developing affordable housing, residential subdivisions, or multifamily projects within the City. The City has approved the Leer Village planned development project and an ADU, which are anticipated to be affordable at market rents to moderate income households. The majority of development during the planning period was limited to in-fill lots in existing, partially or fully developed subdivisions.</p> <p>While lower income housing was not built, the City did make an effort to encourage the development of affordable housing. The Covenant Enabling Residences project (6 beds for developmentally disabled persons) requested City assistance in procuring The City allocated CDBG funds to this project in 2018 and has assisted with the National Environmental Policy Act (NEPA) environmental documentation to assist the project with procuring additional federal funds, but this project is no longer active at the request of the applicant. No other developers have requested the City’s assistance with applications for federal or state programs associated with affordable or special needs housing.</p> <p>In 2019, the City updated its Accessory Dwelling Unit standards to meet the requirements of State law.</p> <p>The City has prepared a brochure that</p>	

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<ul style="list-style-type: none"> <li>Expedite processing of affordable units, including extremely low, very low, and low income, and special needs units, including senior, disabled, developmentally disabled, farmworker/employee, large family, emergency shelters, and supportive/transitional housing.</li> </ul> <p>The City will review and update the City’s brochure describing various incentives, mechanisms, and funding programs for providing affordable housing in the City, including density bonuses and secondary dwelling units, on a bi-annual basis.</p> <p>The City will also support applications for affordable and special needs projects through seeking funding for extremely low, very low, and low income units through available funding sources, such as CalHOME, Affordable Housing Initiative Program, and other sources. If the City has requests for financial assistance for multiple projects, projects providing extremely low income housing will receive priority.</p>		<p>describes available incentives and resources for affordable and special needs housing development. It is anticipated that the upturn in residential development in the County will result in increased interest in development in Escalon in the next few years. Once there is an increase in development activity, this program will be an important tool to inform developers of available incentives and resources for affordable housing.</p> <p>The City has reviewed and updated its brochure for affordable housing programs from time to time to ensure that it accurately reflects the City’s planning processes and potential incentives.</p>	
<p><u>Program 2-4 Small Lot Consolidation and Development</u></p> <p>Encourage consolidation and development of small multi-family parcels.</p> <ul style="list-style-type: none"> <li>Provide incentives, such as staff assistance and financial assistance through available affordable housing funding sources, to encourage owners of small, contiguous parcels</li> </ul>	None	As part of the update to the Zoning Code to implement the 4 <sup>th</sup> Cycle Housing Element, the City revised the density bonus provisions to provide up to two incentives to a multifamily project of two or more units that requests consolidation of two or more small, contiguous lots. This change to the Zoning Code encourages multifamily development that includes lot consolidation. The City did inform	This program continues to be appropriate to encourage lot consolidation, which could be useful for the development a housing project on several of the lower and moderate income sites, and will be kept in the Housing Plan.

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>appropriate for affordable housing, including those parcels southwest of the McHenry Avenue/Highway 120 intersection, to consolidate lots.</p> <ul style="list-style-type: none"> <li>Assist affordable housing developers with the purchase and consolidation of small, contiguous parcels, through providing staff assistance and financial assistance, when available through CDBG, HOME, or other appropriate funds.</li> </ul>		<p>owners of parcels affected by this program of the incentives but has not had any requests for lot consolidation. While this program has not resulted in any multifamily projects involving lot consolidation, the City has approved a parcel map and rezone to consolidate and then subdivide two small commercial parcels in order to accommodate three single-family units. It is anticipated that interest in multifamily development will increase during the the current planning period as housing development has begun to increase throughout the County.</p>	
<p><u>Program 2-5 Growth Management Ordinance</u>            The City will continue to evaluate implementation of the Growth Management Ordinance on an annual basis, including requested allocations by types of units (single family, multi-family, and mobile homes) and allocations by affordability level. The City will seek input from development and affordable housing stakeholders, including the Building Industry Association, development community, and affordable housing advocates, in reviewing the effects of the Growth Management Ordinance. If the Growth Management Ordinance presents an obstacle to the development of the City’s fair share of regional housing needs, the City will revise the ordinance accordingly. Potential revisions may include:</p> <ul style="list-style-type: none"> <li>Increasing the number of units that may be rolled over (e.g., allowing 125 allocations</li> </ul>	None	<p>The City revised the Growth Management Ordinance following adoption of the 2010 Housing Element. Since that time, the Growth Management Ordinance has not constrained the development of housing. The City has not rejected an application since inception of the GMO. While the City has not had applications that exceed available allocations, it continues to be important that the City monitor the GMO to ensure that it does not become a constraint to accommodating the City’s RHNA. As discussed in Chapter 5, the Growth Management Ordinance should be revised if it becomes an impediment to ensure that the City can accommodate the remainder of its RHNA.</p>	<p>This program will be modified to exempt lower income units that are deed-restricted for a minimum period of 50 years through 2023, which will ensure adequate capacity for the City to accommodate the RHNA. The subsequent Housing Element Update will evaluate whether the exemption should remain in place once the City has received its 6<sup>th</sup> Cycle RHNA.</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>rather than 100 with up to 75 new allocations)</p> <ul style="list-style-type: none"> <li>• Providing an annual allocation of units specifically for multifamily units (e.g., 30 units set aside each year for multi-family projects);</li> <li>• Providing an annual allocation of affordable units (e.g., 30 units set aside each year for affordable units);</li> <li>• Prioritizing multi-family and affordable projects until the City has met its share of the regional housing need; and/or</li> <li>• Prioritizing allocations for projects that include multi-family or affordable units.</li> </ul>			

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p><u>Program 2-6 Planned Development (PD) Overlay/District</u></p> <p>The City will revise the Zoning Code to exempt: 1) multifamily development in the R-3 zone, 2) housing development for lower income households, and 3) small residential projects of ten units or less from the requirement that all residential projects over one acre in size obtain a PD overlay/district designation.</p>	<p>3 extremely low, 9 very low, 22 low, and 10 moderate income units through Programs 2-3, 2-6, 4-4, and 4-8</p>	<p>This program was implemented in December 2016 and has reduced administrative and permitting requirements for lower income housing projects, multifamily development in the R-3 zone, and small residential projects. While this program has not resulted in multifamily development to date, it has removed constraints to multifamily and affordable housing development.</p>	<p>This program has been fully implemented and will be removed from the Housing Plan.</p>
<p><u>Program 2-7 Site Plan Review and Approval</u></p> <p>The City will revise the Zoning Code to require that any site plan review denial for a multifamily project or project affordable to lower income households is accompanied by recommendations (e.g., specific changes to the site layout, changes to building arrangement, changes to the circulation plan, etc.) that would allow the project to be permitted at the allowed R-3 densities.</p>	<p>None</p>	<p>This program has not been implemented. The revisions to the Zoning Code are being prepared and are anticipated to be adopted concurrently with, or within one month of, this Housing Element Update.</p>	<p>This program is necessary to remove potential constraints to multifamily and affordable housing and will be kept in the Housing Plan.</p>
<p><b>GOAL 3: PROVIDE ADEQUATE SITES FOR HOUSING</b></p>			
<p><u>Program 3-1 Provision of Public Services</u></p> <p>The City will continue with its efforts to expand and improve the sewer and water system serving the City. The City has adopted master storm drainage, sewer, and water plans that will permit service to all segments of the General Plan area. These plans shall be implemented as needed to provide service to developing areas to the extent the improvements are needed to accommodate the</p>	<p>None</p>	<p>As part of the City’s CIP, the City has prioritized water and wastewater improvements necessary to serve existing residents and, when funding is available, improvements to accommodate planned development.</p> <p>No grant programs have been identified that would be appropriate to provide supplemental funding for the water and wastewater improvements needed to serve planned</p>	<p>This program continues to be appropriate and will be updated to reflect the current needs associated with the City’s water and wastewater improvements needed to serve new development.</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>City's fair share of regional housing needs. Implementation actions will include the following:</p> <ul style="list-style-type: none"> <li>• Review available funding sources including the State Revolving Fund Loans, State Infrastructure Bank Loans, bonds or assessment district financing, federal infrastructure financing, and commercial bank loans to determine appropriate financing sources;</li> <li>• The City will apply for appropriate and available funding sources to assist in construction of the water system and wastewater facility improvements;</li> <li>• Adopt appropriate adjustments to sewer rate fees by December 2016 to ensure that adequate funds are collected for operation of the City's sewer system;</li> <li>• Begin implementing the Well 1 replacement project in 2016, with a planned completion date in 2018; and</li> <li>• Continue implementing the Phase 1 and 2 improvements to the McHenry Lift Station, with a planned completion date in 2018.</li> </ul>		<p>development. The City's funds for improvements to serve new development have been extremely limited as water and wastewater system expansions are primarily funded on a fair-share basis and limited fees have been collected in recent years, due to the low rate of development and conservation efforts to save water. The City prepared and adopted an updated Development Impact Fee study in 2016, to ensure adequate funding for the infrastructure improvements necessary to serve new development.</p> <p>The City completed a Wastewater Rate Study in January 2016 that addresses rate increases necessary to provide on-going operation of the City's wastewater system. The new Lift Station is under construction and is expected to be completed by November 2019. The City is also constructing improvements to the sewer pipelines serving the new lift station, which is scheduled to be completed by 2021.</p> <p>The City completed a Citywide Water System Evaluation in February 2016. The Water System Evaluation recommended replacing Well No. 1 with an increased capacity well in order to increase overall system capacity. The City has completed design of the replacement well and will begin constructing Well No. 1-A in 2020. A new rate study is being reviewed in November 2019 to increase water rates, meeting the State Revolving Fund loan requirements, to fund the</p>	

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
		improvements.	
<p><u>Program 3-2 Encourage Mixed Use and Residential Development in Commercial Areas</u> Encourage mixed use and residential development in commercial areas through:</p> <ul style="list-style-type: none"> <li>Continuing to allow multi-family residential as a permitted use with a Precise Development plan in at least one commercial zone.</li> <li>Provide reduced development standards, such as decreased setbacks or parking requirements, for mixed use developments with second floor residential development in commercial areas and for mixed use or residential projects in commercial areas that provide connectivity to transit, encourage alternative modes of transportation, and have proximity to services.</li> </ul>	None	The Zoning Code allows multi-family uses in the C-2 zone as a permitted use with a planned development plan. Reduced development standards for mixed-use projects can be addressed through the development plan process. The City approved an attached single-family/multi-family project in the C-2 and P-F zones through the Planned Development process, which provides for greater flexibility – particularly in the P-F zone – for housing development. This program is effective in encouraging the City to accommodate a range of housing types and to consider modifications to development standards where appropriate.	This program continues to be appropriate in demonstrating that multifamily housing is allowed and encouraged through ensuring that at least one commercial zone accommodates multifamily housing as a permitted use and ensuring that reduced development standards continue to be considered and applied.
<p><u>Program 3-3. Infrastructure Reimbursement Agreements and Cost Participation.</u> The City will continue to encourage developers to provide the necessary long-range infrastructure associated with development through the filing of reimbursement agreements with developers. The City will seek to find funding sources to off-set the cost of infrastructure improvements for very low and low income units in order to encourage development of affordable units.</p>	None	While the City did not enter into any new agreements with developers to address long-range infrastructure funding since adoption of the 2010 Housing Element, this remains an important tool that may be appropriate when residential development increases in the City. The City has reviewed potential funding sources for infrastructure improvements and is looking at whether USDA funds would be appropriate for water and wastewater projects, but is often	This program continues to be appropriate and will be kept in the Housing Element.



**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
		not an eligible candidate for funds due to having no “disadvantaged” areas in the City.	
<p><u>Program 3-4 Housing Element Monitoring Program</u></p> <p>The City will prepare an annual report describing progress implementing the Housing Element; building permits issued during the year by income range; and construction of residential units by income range and, if applicable, special needs groups. The Annual Report will address the requirements of Government Code 65400. Submit this report to the Department of Housing and Community Development within 30 days after review by the City Council.</p>	None	The City prepared its annual report for 2018 and will continue to prepare annual reports. There have been no applications or building permit requests for subsidized or special needs units, so reporting has reflected market rate development. The City continues to have limited planning staff, but will prioritize continued implementation of this program.	This program continues to be appropriate and will be kept in the Housing Plan.
<p><u>Program 3-5 Multi-family Zoning</u></p> <p>The City will continue to ensure that the Zoning Code only permits development of single family units in the R-3 zoning district if the single family unit(s) are: 1) replacing an existing single family unit on a one for one basis, 2) on an existing lot of 6,000 square feet or less, or 3) are part of a housing development with the majority of units affordable to extremely low, very low, and/or low income households.</p>	None	This program has been effective in ensuring that R-3 parcels will not be developed with single-family uses, except in the limited circumstances described.	This program has been implemented and will be kept as a policy, rather than a program, as it does not require implementing action.
<p><b>GOAL 4: EXPAND HOUSING OPPORTUNITIES FOR THE ELDERLY, HANDICAPPED PERSONS, HOUSEHOLDS WITH EXTREMELY LOW TO MODERATE INCOMES AND FOR PERSONS WITH SPECIAL HOUSING NEEDS</b></p>			

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p><u>Program 4-1 Removal of Constraints</u> Continue to analyze amendments to the Zoning Ordinance, Escalon Municipal Code, and City procedures to ensure that the amendments do not result in constraints for special needs groups, including seniors, the disabled (consistent with requirements of SB 520), large families, farmworkers, and homeless. The analysis will address land use controls, permit and processing procedures, and building codes. If any constraints are found in these areas, the City will initiate actions within six months of the completion of the evaluation to address them, including removing the constraints or providing reasonable accommodation for housing intended for persons with disabilities.</p> <p>In response to SB 520, the City will also make dwellings adaptable and accessible for disabled persons by assigning funding priority, where feasible, to housing rehabilitation cases in which accessibility improvements are planned, and where such improvements are the only ones necessary. The City shall also continue to enforce ADA compliance during all permit processes for new construction and rehabilitation.</p> <p>The City will also establish reasonable accommodation procedures to provide exception in zoning and land-use for housing for persons with disabilities protected under fair housing law. This will include, but not be limited to, procedures to</p>	<p>Municipal Code revisions</p>	<p>The City reviews changes to the Municipal Code, including the Zoning Code, and City procedures for the potential to constrain fair housing choice. The City reviews the Analysis of Impediments to Fair Housing prepared for the San Joaquin Urban County and HOME Consortium and also reviews the Consolidated Annual Performance and Evaluation Reports prepared by San Joaquin County on behalf of the Urban County and HOME Consortium to ensure that potential constraints to fair housing and housing for special needs groups are addressed. Constraints identified through this analysis have been and are being addressed as described under Program 5-2.</p> <p>The City enforces ADA requirements through review of development projects and building permit applications and continues to commit monies annually towards the City’s Sidewalk Hazard Mitigation Program efforts for concrete cutting, to improve accessibility and mobility of existing sidewalks, as well as applying for CMAQ and ATP funds annually for sidewalk/street improvement projects.</p> <p>The City adopted Reasonable Accommodation procedures in December 2016 to ensure that households with a disabled member have a simplified and streamlined process to request improvements and modifications to</p>	<p>This program has been successfully implemented and will be kept in this Housing Element update, with revisions to remove the requirement to establish reasonable accommodation procedures, as that has been accomplished.</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>address accessibility improvements, including the installation of ramps, walkways, grab bars, raised counters, and lighting, and shall identify improvements that are exempt from building permit requirements. Reasonable accommodation will be permitted through a ministerial process, provided: 1) the requested accommodation would not impose an undue financial or administrative burden on the City, and 2) the requested accommodation would not require a fundamental alteration in the nature of the City's land-use and zoning program.</p>		<p>accommodate a disability.</p> <p>This program is effective in ensuring that the City considers potential constraints to housing for special needs groups, including the disabled.</p>	
<p><u>Program 4-2 Special Needs Housing Coordination</u></p> <p>Coordinate with agencies and organizations serving Escalon residents, including the Valley Mountain Regional Center, Community Action Resources of Escalon, Housing Authority of the County of San Joaquin, and the various service providers assisted through the San Joaquin Urban County and HOME Consortium, to address housing and services for special needs groups, including seniors, disabled, developmentally disabled, homeless, and farmworkers, as needed and feasible.</p> <p>Refer households with special needs, including seniors, disabled, developmentally disabled, homeless, and farmworkers, to the service providers identified in Chapter 5, Constraints and Resources, and to the service providers listed in the San Joaquin County Aging and Community Services</p>	<p>None</p>	<p>The City coordinates with multiple service and housing providers through the San Joaquin Urban County and HOME program and also conducts an annual hearing to identify housing needs and service needs of lower income groups and special needs populations. The City has worked with Escalon Covenant Church to review and approve a small group home for developmentally disabled persons. The City extended the approvals, committed CDBG funding, and assisted with environmental review in order to assist the project applicant with funding and developing the project, until it was placed on hold by the applicant in 2019.</p> <p>The San Joaquin County Aging and Community Services Department noted that organizations providing affordable housing may have wait</p>	<p>This program will be expanded to address organizations providing services for special needs groups as well as housing and to note on handouts that housing and service providers may have wait lists. This program remains applicable and will be kept in the Housing Plan.</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>Resources Directory updated regularly by the San Joaquin County Human Services Agency.</p> <p>Continue to make a handout that identifies available housing programs and services for lower income households and special needs groups available at City Hall, the library, and the City website.</p>		<p>lists.</p> <p>The City provides a handout describing available programs and services and makes it available at City Hall, the library, and the City’s website. This program has been effective in providing information on housing and services available for special needs groups.</p>	
<p><u>Program 4-3 Incentives for Senior, Disabled, Large Families, and Special Needs Housing</u></p> <p>Continue to provide incentives for special needs housing through Zoning Code provisions that allow eligible senior, disabled (including developmentally disabled), and large family housing projects to receive up to two incentives, including flexible development standards, such as reduced parking, setback, lot coverage, and other standards.</p>	<p>3 extremely low, 3 very low, 5 low, and 15 moderate income units</p>	<p>This program provides incentives, including relaxed development standards as well as other concessions, for special needs housing. The City’s density bonus program also provides up to two incentives for qualified projects that provide housing for disabled persons and housing for large families. This program has been effective in establishing a City mechanism to encourage housing for disabled persons and large families.</p>	<p>The program will provide for continued provision of incentives for housing for seniors, disabled, and large families and will be kept in the Housing Plan.</p>
<p><u>Program 4-4 Seek Available Funding</u></p> <p>Seek and aggressively pursue available State and Federal assistance for City and non-profits (CDBG, HOME, etc.) to develop affordable housing for seniors, large-families and households with children and others with specialized housing needs when there is a request from a developer for an affordable housing project appropriate for the City. If no new affordable housing construction projects are identified, the City will pursue funding for First Time Homebuyer, housing rehabilitation, and other programs that will provide housing assistance but</p>	<p>3 extremely low, 9 very low, 22 low, and 10 moderate income units through Programs 2-3, 2-6, 4-4, and 4-8</p>	<p>The City has not received any requests to develop affordable housing. However, the City aggressively pursued assisting the Covenant Enabling Residence to provide housing for developmentally disabled persons; the City supported this project through funding commitments and through providing assistance so the project can meet federal environmental review requirements necessary to receive federal funding. The City has continued to provide for affordable housing opportunities through first time homebuyer assistance and</p>	<p>This program remains appropriate and will be kept in the Housing Plan.</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>may not result in the development of housing for special needs groups.</p>		<p>housing rehabilitation programs with available CDBG and HOME funds. This program has been effective in providing for affordable housing programs through available funding sources and continues to encourage affordable and special needs housing when there is interest from the development community.</p>	
<p><u>Program 4-5 Emergency Shelters and Transitional/Supportive Housing</u>                      Revise the Zoning Ordinance to allow emergency shelters consistent with the requirements of state law (Government Code Section 65583(a)(4,5). At least one emergency shelter will be allowed by right in the M-1 or M-2 zoning district. The Zoning Ordinance can include objective criteria, such as hours of operation, for approval of the shelter but may not include a discretionary review process. The M-1 and M-2 districts have multiple available sites with capacity to meet the City’s homeless needs identified in Chapter 3.</p> <p>Revise the Zoning Ordinance to amend the definitions for ‘transitional housing’ and to add definitions for ‘supportive services’ and ‘target population’ consistent with the definitions provided in Government Code Section 65582.</p>	<p>None</p>	<p>The Zoning Ordinance was updated in December 2016 to define for transitional and supportive housing consistent with State law and to allow emergency shelters by right in the M-1 zoning district, subject to standards allowed by State law.</p>	<p>This program has been implemented and will be removed from the Housing Plan. The Housing Plan will continue to include a policy that ensures that adequate zoning provisions and appropriately zoned sites are provided to accommodate the City’s homeless needs.</p>
<p><u>Program 4-6 Group Homes</u>                      Revise the Zoning Ordinance to permit small group homes in all zones that allow single family residences, subject to the same standards and</p>	<p>None</p>	<p>The City amended the Zoning Ordinance in December 2016 to ensure that small group homes are treated as a single-family residential use, subject to the same requirements as a</p>	<p>This program has been implemented and will be removed from the Housing</p>

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
permit requirements as a single family residence.		single-family dwelling in all zones that allow single-family dwellings.	Plan.
<p><u>Program 4-7 Employee Housing</u></p> <p>Revise the Zoning Ordinance to define employee housing providing accommodations for six or fewer employees as a single family home and to specify that such employee housing is allowed in all zones that allow single family residences, subject to the same standards and permit requirements as a single family residence.</p>	None	The City amended the Zoning Ordinance in December 2016 to define employee housing consistent with this program, removing potential constraints to the development of employee housing.	This program has been implemented and will be removed from the Housing Plan.
<p><u>Program 4-8 Outreach to Developers of Affordable and Special Needs Housing</u></p> <p>Encourage development of affordable and multifamily housing, including housing for special needs and/or extremely low, very low, and/or low income households through outreach to affordable housing developers.</p> <p>The City shall contact affordable housing developers on an annual basis to solicit interest in developing affordable and/or special needs housing, including senior housing. The outreach materials shall include a list of incentives for affordable housing, a list of incentives for senior housing, a summary of the City’s housing needs, including the City’s RHNA, the City’s inventory of housing sites, and the map of the City’s housing</p>	3 extremely low, 9 very low, 22 low, and 10 moderate income units through Programs 2-3, 2-6, 4-4, and 4-8	<p>The City continues to coordinate with affordable housing and special housing needs developers on an annual basis. To date, the City has had no developers interested in developing affordable housing, and two potential applicants have expressed interest in constructing senior housing in the City. The City has provided information to each of the persons regarding potential locations and development impact fees, but to date, neither of the inquiries have resulted in any potential projects. One of the applicant’s wanted the City to waive all impact fees for their project, and the other advised that current construction costs in the area are extremely high, making it impossible for the project to “pencil-out”.</p> <p>The outreach materials were not updated to include the level of detail provided by this</p>	This program will be kept in the Housing Plan, but will be revised to identify the timing of the annual outreach to ensure that the outreach is conducted as part of the City’s annual assessment of housing and service needs for lower income and special needs populations and to ensure that the outreach is tied to the City’s primary annual funding opportunity (HOME and CDBG).

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
sites. Affordable housing developers and operators contacted should include Bridge Housing, Mercy Housing, St. Anton Partners, Domus Development, Eden Housing, Heritage House, and Bethany Home Society of San Joaquin County.		program. The City is developing these materials and will include them in the 2020 annual outreach. This program would be more effective if directly tied to the City’s annual noticing for the Urban County CDBG and HOME funds, since that is the City’s primary funding opportunity for affordable and special needs housing.	
<p><u>Program 4-9 Outreach to Seniors</u></p> <p>Prepare and maintain a list of resources available to senior citizens, including housing resources, grant and loan programs, and assistance programs. The list shall be made available at City Hall, Escalon Branch Library, the Community Center, and the Senior Center and on the City’s website.</p>	None	The City has developed information regarding resources available to senior citizens. This program is effective in ensuring that the senior population is aware of available programs and assistance. The City typically funds Meals-on-Wheels and other food service programs for seniors on an annual basis through the CDBG program.	This program is effective and will be kept in the Housing Plan.
<b>GOAL 5: ELIMINATE HOUSING DISCRIMINATION</b>			
<p><u>Program 5-1 Equal Housing Opportunity</u></p> <p>Refer all complaints of housing discrimination to the San Joaquin Fair Housing Association, or other organization with commensurate purpose, for action. The Planning Department will continue to be responsible for receiving complaints in regard to housing discrimination and will maintain a log of referrals to the San Joaquin Fair Housing Association. The City will continue provide an informational outreach program, including handouts regarding fair housing law and tenant rights.</p>	None	The City refers fair housing and discrimination complaints to the San Joaquin Fair Housing Association, which the City funds through its CDBG/HOME allocation through the Urban County and HOME Consortium. SJFHA is experienced with dealing with fair housing issues and can provide Escalon’s residents with more resources than the City could if it undertook providing these services in-house. The City continues to make fair housing brochures available at City Hall and fair housing information available on the City’s website.	This program will be kept in the Housing Element.

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>Implement applicable recommendations of the 2014 San Joaquin Valley Fair Housing and Equity Assessment (FHEA) including the following:</p> <ul style="list-style-type: none"> <li>• Consider the data and findings in the FHEA to inform policies and programs related to housing, housing choice, neighborhood revitalization, investment in disadvantaged areas, job creation, and workforce investment, including subsequent updates to the Housing Element, Zoning Code, and General Plan,</li> <li>• Encourage landlords to accept Housing Choice Vouchers, and</li> <li>• Participate in regional efforts to educate and inform decision-makers and the public on the benefit of diverse neighborhoods.</li> </ul>		<p>As part of the City’s Environmental Justice Element which is currently being prepared, the City is reviewing and incorporating applicable recommendations of the 2014 FHEA – this resource is anticipated to make the Environmental Justice Element a meaningful and implementable tool to increase equity and access to housing, services, nutritious food, recreation and open space, and other fundamental needs. This program remains appropriate and effective.</p>	
<p><u>Program 5-2 Removal of Impediments to Fair Housing</u></p> <p>Continue to review updates to the San Joaquin County Impediments to Fair Housing Study and determine whether additional programs/actions are necessary to remove impediments. If additional programs are necessary, implement such programs within one year of identifying the impediment to fair housing.</p>	None	<p>The City reviewed the Analysis of Impediments to Fair Housing prepared for the San Joaquin Urban County and HOME Consortium and also reviews the Annual Action Plans and reports prepared by San Joaquin County on behalf of the Urban County and HOME Consortium to ensure that potential constraints to fair housing and housing for special needs groups are addressed.</p> <p>The most recent Analysis of Impediments was completed in February 2017, following adoption of the 2016 Housing Element. The Analysis of Impediments identified the need for</p>	This program continues to be effective and will be kept in the Housing Element.



**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
		<p>the County and participating jurisdictions to provide links through their websites to housing services and resources, to provide education on fair housing, and to support fair housing service providers and housing service agencies in providing a variety of housing services. The Analysis of Impediments specifically recommended that the City of Escalon amend its definition of family to remove the restriction on the number of non-related individuals and that the City restrict the development of single-family units in multifamily zoning districts. The City’s Zoning Code has been updated consistent with the recommendation: the City updated its definition of family to be consistent with fair housing practices and, in December 2016, updated the Zoning Code to limit single-family development in the R-3 zone.</p> <p>The City will continue to review updates to the Countywide Analysis of Impediments and will implement changes if necessary. This program has been effective and continues to be appropriate to address potential impediments to fair housing.</p>	
<b>GOAL 6: ENCOURAGE ENERGY EFFICIENT RESOURCES IN NEW RESIDENTIAL DEVELOPMENT AS WELL AS THE EXISTING HOUSING STOCK</b>			
<p><u>Program 6-1 Energy Conservation and Efficiency</u> Promote energy efficiency and conservation in residential development through:</p>	None	The City has adopted the California Green Building Code (CalGreen), which requires green building techniques that address site planning and design, energy efficiency, water efficiency and conservation, material conservation and	This program continues to be appropriate and will be kept in the Housing Element and will be amended to include consideration of participation

**Table 2-2: Effectiveness and Appropriateness of 2016 Housing Element Policies and Programs**

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<ul style="list-style-type: none"> <li>• Continued implementation of the California Green Building Code (CalGreen), including compliance with Tier 1 standards.</li> <li>• Continued implementation of the California Energy Code.</li> <li>• Support inclusion of weatherization activities including, but not limited to, weatherization, siding, dual pane windows, in the Housing Rehabilitation program.</li> </ul> <p>Support the various energy efficiency and rebate programs operated by Modesto Irrigation District and PG&amp;E through advertising availability of these programs through handouts at City Hall and on the City’s website.</p>		<p>resource efficiency, and environmental quality. The City has adopted the California Energy Code, which requires energy efficiency measures such as energy-efficient or conserving appliances and lighting, minimum insulation requirements, and roofing standards that address materials and ventilation. Adoption of these codes ensures that new development is designed and developed to provide energy conservation measures.</p> <p>The City’s limited HOME and CDBG funding has not been adequate to support weatherization activities. There are organizations in the County that provide weatherization assistance to lower income households. The City will continue to consider this as a potential use of HOME and CDBG funds.</p> <p>The City updated the City’s housing brochures and information available on the City’s website to identify programs that provide weatherization assistance, in addition to providing information on programs (when available) through local energy and natural gas providers.</p>	<p>in various programs that make energy improvements more accessible to households that may not be able to afford a conventional loan.</p>

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## CHAPTER THREE - POPULATION AND HOUSING DATA

In order for the City’s housing strategy to be successful, the City’s demographics and housing trends must be assessed to identify current conditions and needs. This section discusses the components of housing need, which include recent trends in Escalon’s population, households, employment base and the type of housing units available. In most instances, countywide data is included for comparative analysis.

The analysis that follows is divided into four major subsections. **Population Characteristics** examines the City of Escalon in terms of individual persons and identifies population trends that may affect future housing needs. **Household Characteristics** explores Escalon by families, households, or living groups, to see how past and expected household changes will affect housing needs. **Employment** denotes primary income sources and levels by occupation. A review of the **Housing Stock** discloses the housing environment in Escalon as a whole and details availability, affordability, and condition. Such information is invaluable to help identify needed programs that ensure that existing and future housing stock meets the shelter needs of every segment of the City’s population. Analysis in each of these subsections provides a database upon which decisions concerning programs and policies for the provision of adequate housing in the City are made.

It is noted that the 2019 Department of Finance (DOF) E-5 Report identified higher numbers for the City’s 2017 population and households than were identified in the US Census 2013-2017 American Community Survey (ACS) data for the City. Therefore, there are discrepancies in the City’s population and household data in the following tables due to multiple data sources (primarily US Census 2013-2017 ACS versus the 2019 DOF E-5 Report).

### POPULATION CHARACTERISTICS

According to data prepared by the California DOF, the population of Escalon in 2019 was 7,756 persons, an increase of approximately 8.8 percent since 2010 (reference Table 3-1). During the previous decade (2000 to 2010), the City’s population increased 19.6 percent to total 7,132 in 2010. San Joaquin County experienced higher population growth rates during both the 2000 to 2010 and 2010 to 2019 periods, as shown in Table 3-1.

*Escalon’s population increased by 9% over the last nine years, compared to 20% in the previous decade.*

**Table 3-1: Population Growth 1990-2019**

	Population				Percent Change	
	1990	2000	2010	2019	2000 to 2010	2010 to 2019
Escalon	4,437	5,963	7,132	7,756	19.6%	8.8%
San Joaquin County	480,628	563,598	685,306	770,385	21.6%	12.4%

*Source: U.S. Census, 1990, 2000, and 2010; DOF, 2019*

Table 3-2 shows population projections for Escalon and San Joaquin County for 2000 through 2030. In Table 3-2, it is assumed that the population of Escalon would grow at a rate consistent with the annual growth rate seen between 2010 and 2019. By 2020, Escalon is projected to have

a population of 7,831 persons and San Joaquin County is projected to have a population of 807,099 persons. By 2030, Escalon’s population is estimated to be 8,597 and the County’s population is estimated to be 937,619. The 2010, 2020, and 2030 County figures are based on San Joaquin Council of Governments (SJCOG) estimates for San Joaquin County.

**Table 3-2: Growth Projections (2010-2030)**

	Year			Percent Change	
	2010	2020	2030	2010-2020	2020-2030
Escalon <sup>1</sup>	7,132	7,831	8,597	9.8%	9.8%
San Joaquin County	685,306	807,099	937,619	17.8%	16.2%

Source: SJCOG, 2014; De Novo Planning Group, 2019

<sup>1</sup> SJCOG data only projects Countywide population growth. This projection assumes that Escalon’s growth rate between 2010 and 2020 and between 2020 and 2030 is the average rate experienced from 2010 to 2019.

### AGE CHARACTERISTICS

Changes in the age groups can indicate future housing needs. Table 3-3 compares age group sizes in 2017 for the City of Escalon. Children under fifteen comprise 20.3 percent of the City’s population, teens and young adults (15 to 24) represent 17.0 percent, and adults in family-forming age groups (25 – 44) comprise 25.4 percent. Adults aged 45 to 64 represent 24.5 percent of the population and seniors (65 and over) form 12.7 percent.

The median age in Escalon is 34.2 years, which is similar to the County’s median age of 33.9 years. Escalon’s median age has decreased, from 38.4 in 2010 and 36.0 in 2000.

**Table 3-3: Age Distribution**

Age	2017	
	Number	Percent
Under 5 Years	636	8.5%
5 to 9	312	4.2%
10 to 14	573	7.7%
15 to 19	681	9.1%
20 to 24	590	7.9%
25 to 34	1,077	14.5%
35 to 44	809	10.9%
45 to 54	763	10.3%
55 to 64	1,057	14.2%
65 to 74	509	6.8%
75 to 84	335	4.5%
85 and Over	107	1.4%
Total	7,449	100%

Source: US Census ACS, 2013-2017

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## RACE/ETHNICITY CHARACTERISTICS

Table 3-4 shows the ethnic composition of Escalon’s population. The majority of the City’s population are white (90 percent). The next largest racial group is persons of two or more races (4.7 percent), followed by other races (4.6 percent), Asian (0.4 percent), and American Indian and Alaskan native (0.3 percent). Just over one-quarter of the population (26.4 percent) is of Hispanic origin.

**Table 3-4: Race and Ethnicity**

Race/Ethnicity	Number	Percent
White	6,705	90.0
Black and African American	0	0.0%
American Indian and Alaskan Native	23	0.3%
Asian	32	0.4
Native Hawaiian and Pacific Islander	0	0
Some Other Race	334	4.6%
Two or More Races	355	4.7%
TOTAL	7,449	100%
Hispanic Origin (of any race)	1,970	26.4%

*Source: US Census ACS, 2013-2017*

## HOUSEHOLD CHARACTERISTICS

In 2019, 2,650 households were estimated in Escalon, an increase of only 7.0 percent since the 2010 Census (compared to the approximately 20.4 percent change in the previous decade and approximately 28.8% change in the decade before that) which largely reflects the slowdown in the economy from 2008 through 2013 and an overall slowdown in the City’s housing market since 2008 (see Table 3-5). In previous decades, households increased at higher rates, averaging 2.0 percent per year for 2000 to 2010 and 2.9 percent per year from 1990 to 2000.

**Table 3-5: Household Growth Trends (Occupied Housing Units)**

Year	Households	Numerical Change	Percent Change	Average Annual Percent Change
1990	1,596	--	--	--
2000	2,056	460	28.8%	2.9%
2010	2,476	420	20.4%	2.0%
2019	2,650	174	7.0%	0.8%

*Source: U.S. Census, 1990, 2000, and 2010; DOF, 2019*

## HOUSEHOLD TYPE

Information collected on household type provides a good base for the analysis of a community’s housing needs. The U.S. Census Bureau defines a household as all persons who occupy a housing unit. This may include single persons living alone, families related by blood or marriage, as well as unrelated individuals living together. Persons living in retirement or convalescent homes,

dormitories or other group living situations are enumerated separately and are not counted in household population.

Table 3-6 shows household characteristics for the City of Escalon and San Joaquin County. As Table 3-6 indicates, family households represented 66 percent of households in Escalon in 2017. Of the family households, the majority are married couple families (44.4 percent) and 21.6 percent are male or female householders with no spouse present. Non-family households represent 34 percent. Most non-family households are single person households (26.2 percent). San Joaquin County's percentage of family households was 74 percent in 2017 and non-family households represent 25.6 percent of County households.

**Table 3-6: Household Types (2017)**

	Escalon		San Joaquin County	
	Number	Percent	Number	Percent
<b>Families</b>	<b>1,717</b>	<b>66%</b>	<b>166,555</b>	<b>74%</b>
Married-couple family	1,155	44.4%	116,150	51.9%
Male householder, no wife present	209	8.0%	16,185	7.2%
Female householder, no husband present	353	13.6%	34,220	15.3%
<b>Non-family households</b>	<b>885</b>	<b>34%</b>	<b>57,253</b>	<b>26%</b>
Householder living alone	681	26.2%	45,453	20.3%
Unmarried partner households	141	5.4%	17,183	7.7%
<b>TOTAL HOUSEHOLDS</b>	<b>2,602</b>	<b>100%</b>	<b>223,808</b>	<b>100%</b>

Source: US Census ACS, 2013-2017

## HOUSEHOLD SIZE

Trends in household size can indicate the growth pattern of a community. Average household size will increase if there is an influx of larger families or a rise in the local birth rate and also may be attributed to more children in a single family or teenage parents living at home. Household size will decline where the population is aging, or when there is an immigration of single residents outside childbearing age.

As shown in Table 3-7, the average household size in Escalon was 2.87 persons, which is similar to the average household size of 2.89 persons in 2000. Table 3-7 shows Escalon's household sizes for owner, renter, and all households. The average household size is higher for renters (3 persons), however, renters also have the most single person households (31 percent) and have no reported households with more than six persons. Owner households have an average size of 2.78 persons, with the majority of owner and renter households having two persons or less (60.7 percent for owners, 52 percent for renters). Approximately 31.5 percent of owner and 45 percent of renter households are three to five persons in size.

**Table 3-7: Household Size by Tenure (2017)**

Household Size	Owner		Renter		Total Households	
	Number	Percent	Number	Percent	Number	Percent
1 persons	422	23.9%	259	31.0%	681	26.2%
2 persons	650	36.8%	176	21.1%	826	31.7%
3 persons	360	20.4%	82	9.8%	442	17%
4 persons	144	8.1%	110	13.2%	224	8.6%
5 persons	52	2.9%	209	25%	261	10%
6 persons	0	0%	0	0.0%	0	0%
7 or more persons	138	7.8%	0	0.0%	138	5.3%
<b>Total</b>	1,766	100%	836	100%	2,602	100%
Average Size	2.78		3.00		2.87	

Source: US Census ACS, 2013-2017

### HOUSEHOLD INCOME CHARACTERISTICS

Household income level is probably the most significant factor limiting housing choice. Therefore, income patterns have been examined carefully to assess the extent of housing need. Certain population groups (elderly, female householders, farmworkers, etc.) fall disproportionately into low-income groups, so they have been given special attention. Three different income measures are relevant to the analysis. They are median income, income groups (extremely low, very low, low, moderate, and above moderate), and poverty level income.

#### Median Income

Median income is the amount that divides the income distribution into two equal groups: one group having incomes above the median, and the other having incomes below. Median household income indicates the income of all individuals in a household, while per capita income indicates the average annual earnings of an individual.

The median income and per capita data provides a comparison of current income levels in the City of Escalon and the County. Other data, such as lower income, which is defined as 80 percent of the median income level, and poverty level income, add insight as they relate to households in the bottom one-half of the income distribution. Calculations based on these two measures are used to determine eligibility for most housing subsidy programs. Table 3-8 identifies ACS 2013-2017 per capita and median household income for Escalon and San Joaquin County.

Median household income in Escalon for all households was \$67,277. Family households had a higher median family household income of \$77,750, while non-family households had a lower median income of \$31,937. The lower non-family household income likely reflects the larger percentage of one-person households, which represent 26.2 percent of households in Escalon. The median income of owner households was \$91,389, compared to \$44,674 for renter households. Overall, Escalon's median income levels were generally higher than the County's.



**Table 3-8: Per Capita and Median Household Income**

Type	Escalon	San Joaquin County
All Households	\$67,277	\$57,813
Family Household	\$77,750	\$65,375
Non-Family Household	\$32,788	\$31,937
Owner Households	\$91,389	\$78,774
Renter Households	\$44,674	\$37,907
Per Capita	\$28,274	\$24,694

Source: US Census ACS, 2013-2017

### Income Groups

The California Department of Housing and Community Development (HCD) publishes household income data annually for areas in California. Table 3-9 shows the maximum annual income level for each income group adjusted for household size for San Joaquin County. The maximum annual income data is then utilized to calculate the maximum affordable housing payments for different households (varying by income level) and their eligibility for federal housing assistance. Each income category is described below. Table 2-10 identifies the income range by household income size for 1, 2, and 4 person households.

*Extremely Low Income Households* have a combined income at or lower than 30 percent of area median income (AMI), as established by the state Department of Housing and Community Development (HCD).

*Very Low Income Households* have a combined income between 30 and 50 percent of AMI, as established by HCD.

*Low Income Households* have a combined income between 50 and 80 percent of AMI, as established by HCD.

*Moderate Income Households* have a combined income between 80 and 120 percent of AMI, as established by HCD.

*Above Moderate Income Households* have a combined income greater than 120 percent of AMI for San Joaquin County, as established by HCD.

**Table 3-9: State Income Limits – San Joaquin County (2019)**

	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Extremely Low	\$14,700	\$16,910	\$21,330	\$25,750	\$30,170	\$34,590	\$39,010	\$43,430
Very Low	\$24,500	\$28,000	\$31,500	\$35,000	\$37,800	\$40,600	\$43,400	\$46,200
Low	\$39,200	\$44,800	\$50,400	\$56,000	\$60,500	\$65,000	\$69,450	\$74,950
Moderate	\$60,000	\$68,550	\$77,150	\$85,700	\$92,550	\$99,400	\$106,250	\$113,100
Above Moderate	\$60,000+	\$68,550+	\$77,150+	\$85,700+	\$92,550+	\$99,400+	\$106,250+	\$113,100+

Source: HCD, 2019

The number of households in Extremely Low, Very Low, Low, Median, and Above Median income groups is shown in Table 3-10. As shown in Table 3-10, the majority of households (52.5 percent)

are above median income. While the extremely low income group represents 9.7 percent of households, a much higher proportion are renters (210) than owners (40). The very low income group represents 6.5 percent of households and the low income group represents 23.2 percent of households.

**Table 3-10: Households by Income Group – Escalon (2015)**

Income Group	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Extremely Low (0 - 30% AMI)	40	2.2%	210	26.9%	250	9.7%
Very Low (<30 - 50% AMI)	55	3.0%	115	14.7%	170	6.5%
Low (<50 - 80% AMI)	410	22.7%	190	24.4%	600	23.2%
Median (<80 - 100% AMI)	145	8.0%	65	8.3%	210	8.1%
Above Median (100% + AMI)	1,160	64.1%	200	25.6%	1,360	52.5%
TOTAL	1,810	100%	780	100%	2,590	100%

Source: HUD (special aggregation of US Census ACS 20011-2015 data)

Available: <https://www.huduser.gov/portal/datasets/cp.html>

### Poverty Level Income

Poverty level incomes are computed on a national basis as a part of the U.S. Census. An index of poverty has been developed that, by established and complex formulas, considers factors such as family size, number of children, farm/non-farm residences and income. The definition assumes that a family is classified at poverty level if its total income amounts to less than approximately three times the cost of an economic food plan as determined by the U.S. Department of Agriculture.

Table 3-11 identifies the number of Escalon and San Joaquin County families and individuals with incomes below the poverty level. Families and individuals experiencing the most severe income deficiencies are those with incomes that fall below this poverty level and those most likely to need some form of housing assistance.

The 2013-2017 ACS data indicates that 118 or 6.9 percent of all Escalon families and 317 individuals, 22.1 percent, had poverty level incomes or less in 2017. Approximately 13.6 percent of all San Joaquin County families were classified at or below the poverty level in 2017.

***Less than 7% of families in Escalon live below the poverty line.***

Larger families, low-wage employment, and higher costs of goods and services have fueled the rise in number of families and individuals falling below the level of poverty. Some of the nation’s impoverished choose to live in typically less expensive unincorporated areas. However, living within a City allows closer access to goods, services, schools, and employment, lessening the need for added transportation and associated costs.

**Table 3-11: Families and Individuals Below Poverty Level (2017)**

	Families	%	Individuals	%
Escalon	118	6.9%	317	22.1%
San Joaquin County	22,651	13.6%	31,159	31.8%

Source: US Census ACS, 2013-2017

### **EMPLOYMENT CHARACTERISTICS**

One of the factors that can contribute to an increase in demand for housing is expansion of the employment base. The 2013-2017 ACS data identified 3,505 employed persons in the Escalon labor force. Table 3-12 shows 2017 employment by industry for the Escalon and San Joaquin County. In Escalon, the “Educational, Health and Social Services” industry employed the most people at 22.2 percent. The second largest employment industry was the “Manufacturing” industry, which had 12 percent of the total employed persons in Escalon. In San Joaquin, the “Educational, Health and Social Services” industry employed the most people at 20.6 percent, followed by the “Retail Trade” industry (12 percent).

**Table 3-12: Employment by Industry (2017)**

Industry	City of Escalon		San Joaquin County	
	Number	Percent	Number	Percent
Employed persons 16 years and over	3,505	100%	296,264	100%
Agriculture, forestry, fishing and hunting, and mining	228	6.5%	13,996	4.7%
Construction	52	1.4%	23,470	7.9%
Manufacturing	422	12%	28,705	9.6%
Wholesale trade	77	2.1%	10,789	3.6%
Retail trade	358	10.2%	35,639	12.0%
Transportation and warehousing, and utilities	353	10.1%	23,265	7.9%
Information	39	1.2%	4,140	1.4%
Finance and insurance, and real estate and rental and leasing	207	5.9%	14,213	4.8%
Professional, scientific, and management, and administrative and waste management services	392	11.2%	27,186	9.2%
Educational services, and health care and social assistance	779	22.2%	61,100	20.6%
Arts, entertainment, and recreation, and accommodation and food services	212	6%	24,711	8.3%
Other services, except public administration	155	4.4%	14,578	4.9%
Public administration	231	6.5%	14,472	4.8%

Source: US Census ACS, 2013-2017

**Table 3-13: Employment Status (2017)**

	2000		2017	
	Number	Percent	Number	Percent
Total Persons In Labor Force	2,836	100%	3,588	100%
Employed	2,579	90.9%	3,505	60.9%
Unemployed	257	9.1%	83	1.4%

Source: US Census, 2000; US Census ACS, 2013-2017

Table 3-13 shows the employment and unemployment rates for persons 16 years and older that were in the labor force in 2000 and 2017. In 2017, the unemployment rate in Escalon was approximately 1.4% percent, a decrease from 9.1 percent in 2000. According to the monthly labor report data compiled by the California Department of Economic Development, Escalon’s average annual unemployment rate in 2018 was estimated at 1.3 percent, while San Joaquin County’s rate was 6.0 percent, and California’s was 4.2 percent.

### **HOUSING STOCK**

Table 3-14 identifies total housing units for Escalon and San Joaquin County in 1990, 2000, 2010, and 2019. The growth rate of housing units in Escalon between 1990 and 2000 was significantly greater than the County, however, the rate of growth of housing in Escalon slowed between in the 2000 to 2010 decade and decreased more significantly from 2010 to 2019. Between 2010 and 2019, DOF data shows a total of 40 housing units (DOF data) were added within the City. However, the City’s building permit data shows that 78 units have been constructed since 2010 through mid-2019, which results in 2,688 housing units (a 3.9 percent increase since 2010).

**Table 3-14: Total Housing Units (1990-2019)**

	Housing Units				Percent Change	
	1990	2000	2010	2019	2000 - 2010	2010 - 2019
Escalon	1,640	2,132	2,610	2,674	22.4%	3.9%
San Joaquin County	166,274	189,160	233,755	246,521	23.6%	5.46%

Source: 1990 U.S. Census; DOF Table E-5, 2008, DOF Table E-5, 2019; City of Escalon building permits, 2010 - 2019

### **TENURE**

Table 3-15 shows total occupied housing units and owner-occupied and renter-occupied housing units for 2000 and 2017. In 2017, the total number of occupied housing units in the City was 2,602, including 1,766 (67.9 percent) owner-occupied housing units and 836 (32.1 percent) renter-occupied housing units. From 2000 to 2017, the percentage of owner-occupied housing units decreased from 75.4 percent to 67.9 percent, while renter-occupied housing units saw a commensurate increase over the same time period.

**Table 3-15: Occupied Housing Units, 2000 - 2017**

	Housing Units	Owner		Renter	
		Number	Percent	Number	Percent
<b>2000</b>					
2000	2,056	1,550	75.4%	507	24.6%
2017	2,602	1,766	67.9%	836	32.1%

Source: US Census, 2000; US Census ACS, 2013-2017

### TYPE OF HOUSING UNITS

Referencing Table 3-16, there were a total of 2,650 housing units in Escalon in 2019. Of the housing units, the majority of units are single family detached (85.2 percent), while 4.8 percent are duplex through fourplex units, 6.3 percent are mobile homes, 3.2 percent are in multifamily complexes of five or more units, and 0.7 percent are attached one units.

**Table 3-16: Housing by Unit Type (2019)**

	2019	
	Units	Percent
Total Housing Units	2,650	100%
1-Unit Detached	2,259	85.2%
1-Unit Attached	11	0.4%
2 – 4 Units	128	4.8%
5 or More	84	3.2%
Mobile Home	168	6.3%

Source: DOF Table E-5, 2019

### VACANCY

The vacancy rate in a community indicates the percentage of units that are vacant and for rent/sale at any one time. It is desirable to have a vacancy rate that offers a balance between a buyer and a seller. The state uses five percent as a rule-of-thumb for a desirable total vacancy rate. A total vacancy rate of less than four percent could represent a shortage of housing units. Escalon's vacancy rate of 5.2 percent provides housing choice for persons seeking housing and is not significantly high or low.

**Escalon's  
vacancy rate is  
moderate at  
5.2 percent**

In 2000, Escalon's total vacancy rate was just over 3 percent (76 units, reference Table 3-17). The 2017 ACS data indicates that there were 191 vacant units in 2017 (6.8%). Of the total vacant units in 2017, none were for rent or for sale, 71 were rented or sold but not yet occupied, 81 were classified as other vacant, and none were for seasonal, recreational, or migratory worker use. According to DOF data, the overall vacancy rate in Escalon in 2019 was 5.2 percent, which is a decrease from the 2014 ACS rate, but an increase from vacancy rates in 2000.

**Table 3-17: Vacancy by Type (2000-2017)**

	2000		2017	
	Units	Percent	Units	Percent
Total Vacant Units	76	100%	191	100%
For rent	13	17.1%	0	0.0%
For sale only	25	32.9%	0	0%
Rented or sold, not occupied	9	11.8%	110	57.6%
For seasonal, recreational, or occasional use	6	7.9%	0	0.0%
For migratory workers	2	2.6%	0	0.0%
Other vacant <sup>1</sup>	21	27.6%	81	42.4%

Source: US Census, 2000; US Census ACS, 2013-2017. Note: If a vacant unit does not fall into any of the specified categories, it is classified as "other vacant." For example, this category includes units held for occupancy by a caretaker or janitor, and units held for personal reasons of the owner

### AGE OF HOUSING STOCK

As illustrated in Table 3-18, in 2019, 38.5 percent of Escalon's housing stock was built prior to 1970. The greatest percentage of homes in Escalon were constructed between 1990 and 1999 (21.4 percent). Over 51.5 percent of homes in Escalon were built after 1980, indicating that the housing stock is relatively young when compared to other communities.

**Table 3-18: Age of Housing Stock (2019)**

Year Structure Built	Number	Percent
2010 to 2019	64	2.8%
2000 to 2009	544	19.5
1990 to 1999	597	21.4%
1980 to 1989	498	17.8%
1970 to 1979	533	19.1%
1960 to 1969	143	5.1%
1950 to 1959	296	10.6%
1940 to 1949	70	2.5%
1939 or Earlier	34	1.2%
Total	2,779	100%

Source: US Census ACS, 2013-2017

### BUILDING PERMIT TRENDS

From 2001 through 2009, the City issued building permits for 418 new residential units, 416 of which were single family detached homes and two were duplex units (see Table 3-19). From 2010 through 2019, the City issued 64 building permits, all for single family homes. In June 2005, the City adopted its updated General Plan, which identifies multiple sites for medium and high density residential development within the City (see Figure 4-1) and provided new opportunities for multifamily development. However, the economy began to decline around this same period and the demand for multifamily decreased. While multifamily development was approved and

received a growth allocation during the 4<sup>th</sup> cycle planning period, the developer did not construct the multifamily units due to the decline in the economy. Similarly, in 2018, the City approved a mixed use development that included 6 attached townhome units and two detached units; however, the developer has not begun construction yet.

**Table 3-19: Recent Construction Trends**

Year	Number of Units
2001	59
2002	100
2003	39
2004	66
2005	60
2006	54
2007	18
2008	21
2009	1
2010	0
2011	0
2012	0
2013	27
2014	23
2015	0
2016	0
2017	2
2018	8
2019	4
<b>TOTALS*</b>	<b>482</b>

*\*Includes two duplex units in the single family zone*

*Source: City of Escalon, 2016, 2019*

### CONDITION OF HOUSING STOCK

The U.S. Census provides limited data that can be used to infer the condition of Escalon’s housing stock. The Census reports on whether housing units have complete plumbing and kitchen facilities and whether units lack a source of household heat. Since only a very small percentage of all housing units in Escalon lack complete plumbing facilities, kitchen facilities, or a household fuel source (see Table 3-20), these indicators do not reveal much about overall housing conditions. Further, these indicators may overlap meaning that units that lack complete kitchen facilities may also lack complete plumbing or a heating source.

**Table 3-20: Age of Housing Stock & Housing Stock Conditions**

	Number	Percent
Total Housing Units	2,793	100%
Built 1970 or earlier	642	23.0%
Units Lacking Complete Plumbing Facilities	0	0%
Units Lacking Complete Kitchen Facilities	64	2.3%
No house heating fuel or wood fuel only	33	1.2%
Median Year Built (Total Housing Stock)	1986	

Source: US Census ACS, 2013-2017

Since housing stock age and condition are generally correlated, one Census variable that provides an indication of housing conditions is the age of a community’s housing stock. As show in Table 3-20, as of 2017, the median year built for all housing units in Escalon was 1986. Over 22 percent of Escalon’s housing stock was built after 2000 and another 21.3 percent was built between 1990 and 1999. These statistics reflect tremendous growth in the area during the 1990s and 2000s. The age of housing stock often indicates the potential for a unit to need rehabilitation or significant maintenance. Most of Escalon’s housing stock is less than 40 years old and likely only needs minimal repairs and typical levels of maintenance. However, units that are over 50 years old (approximately 23 percent) may need moderate to significant rehabilitation. The City’s code enforcement officer has indicated that the majority of homes in the City are in good condition and many older homes have been well-maintained. It is estimated that approximately 10 to 15 percent of the City’s housing stock built prior to 1960 may need significant repairs including replacement or refurbishing of roofs, siding, and windows as well as interior improvements including replacing or upgrading the plumbing and electric wires and outlets.

### OVERCROWDED HOUSING UNITS

Although there is more than one way of defining overcrowded housing units, the definition used in the Housing Element is 1.01 or more persons per room, the same definition used in the 2000 U.S. Census. It should be noted that kitchenettes, strip or Pullman kitchens, bathrooms, porches, balconies, foyers, halls, half-rooms, utility rooms, unfinished attics, basements, or other space for storage are not defined as rooms for Census purposes.

Overcrowded households are usually a reflection of the lack of affordable housing available. Households that cannot afford housing units suitably sized for their families are often forced to live in housing that is too small for their needs, which may result in poor physical condition of the dwelling unit. The City contained 127 units of overcrowded housing in 2017 or 4.8 percent of the total occupied housing units (reference Table 3-21). All of the overcrowded units were owner units; there were no overcrowded rental units reported.

**Only 4.8 percent of Escalon’s households are living in overcrowded conditions.**



**Table 3-21: Overcrowded Housing Units (2017)**

	Total Number	Total Percent	Owner-Occupied		Renter-Occupied	
			Number	Percent	Number	Percent
Occupied Housing Units	2,602	100%	1,766	67.9%	836	32.1%
Occupants Per Room						
1.00 or Less	2,475	95.1%	1,639	92.8%	836	100%
1.01 to 1.50	21	0.8%	21	1.2%	0	0%
1.51 or More	106	4.1%	106	6.0%	0	0%

Source: US Census ACS, 2013-2017

\*Totals may not add up to 100 because of rounding

## HOUSING COSTS

Several types of data are available that can be used to assess changing housing prices. They include median housing value, rental cost and rental cost in terms of available income. Other types of data include costs of housing production (including land and materials, development costs, City fees, etc.), housing sale prices for new and existing homes, the cost of financing, and financing options. Escalon's housing costs are discussed later in this chapter.

## HOUSING VALUE

Table 3-22 indicates median housing value for homes in Escalon and San Joaquin County. Value is defined as the amount for which property, including house and lot, would sell if it were on the market at a given point in time. As shown in Table 3-21, the median value for housing units in Escalon in 2000 was \$141,182 and more than doubled to \$306,900 in 2010. The value has declined by 5.6 percent since 2010 to a median home value of \$289,700 in 2017. San Joaquin County experienced similar trends, increasing from \$139,756 in 2000 to \$318,600 in 2010, then down to \$281,100 in 2017.

**Table 3-22: Median Home Values (2000 to 2017)**

Area	2000	2006-10	2013-2017
Escalon	\$141,182	\$306,900	\$289,700
San Joaquin County	\$139,756	\$318,600	\$281,100

Source: US Census, 2000; US Census ACS, 2006-2010 and 2013-2017

Table 3-23 indicates the value of owner-occupied housing units as reported on the ACS within Escalon in 2017. Of the 1,766 owner-occupied units, 41 (2.3 percent) were in the \$50,000 to \$99,999 price range, 209 (11.8 percent) were in the \$100,000 to \$199,999 price range, 521 (29.5 percent) were in the \$200,000 to \$299,999 price range, and 637 in the \$300,000 to \$399,999 range (36.1 percent). There were 161 units valued at \$50,000 or less (9.1 percent), and 197 units (11 percent) were valued at \$400,000 or more.

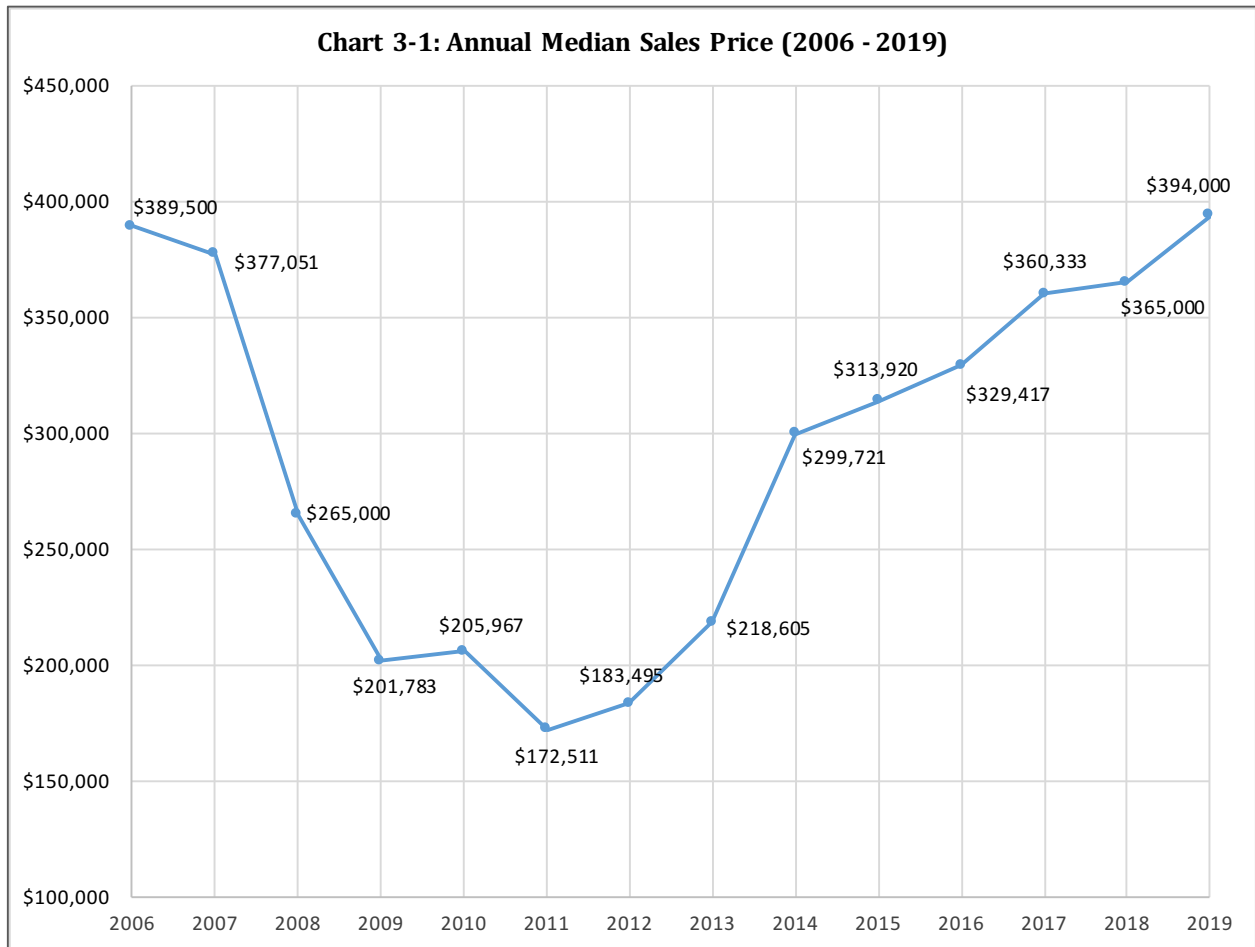
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**Table 3-23: Value of Owner-Occupied Housing Units (2017)**

Value of Owner-Occupied Housing Units	Number of Units	% of Total
Less than \$50,000	161	9.1%
\$50,000 to \$99,999	41	2.3%
\$100,000 to \$149,999	0	0%
\$150,000 to \$199,999	209	11.8%
\$200,000 to \$299,999	521	29.5%
\$300,000 to \$399,999	637	36.1%
\$400,000 to \$499,999	132	7.4%
\$500,000 to \$749,999	52	2.9%
\$750,000 or more	13	0.7%
TOTAL	1,766	100%

Source: US Census ACS, 2013-2017

Chart 3-1 summarizes median home sales prices by year for homes sold in Escalon from 2006 through 2019. During the 2006-2019 period, the median home sales price reached \$389,500 in 2006 and declined slightly to \$377,051 in 2007. From 2009 through 2012, median sales prices hovered near or below \$200,000, reaching a low of \$172,511 in 2011. Median home sales prices climbed steadily since 2011, reaching \$299,721 in 2014, \$329,417 in 2015, and a high of \$394,000 in 2019. As shown in Table 3-26, under the Housing Affordability discussion, the 2019 median sales price is affordable only to households in the above moderate income group. As of August 5, 2019, there were 19 homes for sale in Escalon, priced from \$219,900 to \$359,900.



Source: Metrolist Prospector, 2009; TrendVision, 2016; Zillow.com, 2019

### RENTAL HOUSING COSTS

Based on a review of rental ads in the Escalon Times, Craigslist.org, and Zillow.com, the median rent in Escalon is \$1,892 per month. Very few rentals were available in June 2019. Rents range from \$1,025 for two bedroom/one bath rented in a single family home to \$1,795 to \$2,400 for a three to four bedroom/two bath home. Table 3-24 summarizes rental rates Citywide in 2017, based ACS data, and available units for rent in June 2019.

**Table 3-24: Escalon Rental Costs (2019, 2017, and 2000)**

Bedroom Type	2019 Rental Survey		Census Data	
	Units Available	Range	Median Rent (2017)	Median Rent (2000)
Studio	0	N/A	N/A	\$225
1 bed	0	N/A	N/A	\$400
2 bed	2	\$1,025 - \$1,250	\$980	\$600
3 bed	3	\$1,795 - \$2,250	\$1,650	\$800
4 bed	1	\$2,400	\$1,247	N/A

Source: US Census, 2000; US Census ACS, 2013-2017; Zillow.com, 2019, craigslist.com, 2019

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## HOUSING AFFORDABILITY

Table 3-25 identifies the maximum monthly housing costs affordable to households in Escalon by income group. Affordability is based on a household paying up to 30 percent of their monthly income toward housing.

Table 3-26 shows the maximum rents and sales prices, respectively, that are affordable to very low, low, moderate, and above moderate-income households. Affordability is based on a household spending 30 percent or less of their total household income for shelter.

Affordability of a home purchase is based on the maximum household income levels established by HCD (Table 3-9). Maximum affordable sales price is based on the following assumptions: 5% interest rate, 30-year fixed loan, and down payments from \$5,000 to \$25,000, as described in Table 3-26. Comparing affordable home prices in Table 3-26 to the 2019 median sales price in Chart 3-1, the median sales price is affordable to above moderate income households. The 2015 median sales price is not affordable to extremely low, very low, or low income households.

A survey of homes for sale identified on Zillow.com in August 2019 identified 19 homes for sale in the City, ranging in price from \$219,900 to \$519,900. While there were six homes for sale in the \$219,900 to \$359,900 price range that would be affordable to moderate income households, but the majority of homes for sale were priced at \$360,000 and above and would be affordable primarily to above moderate income households.

Comparing the rental rates in Table 3-24 to the affordable rents in Table 3-26, the median rents in Escalon are not generally affordable to extremely low income households and very low income households. The majority of available rental units in Escalon are three bedroom units, with rents from \$1,795 to \$2,250. These units are generally affordable for moderate income households with four or more persons and moderate and above moderate income households. The 2017 median rents reported by the 2013-2017 ACS are affordable to low and moderate income households, as well as above moderate income households.

**Table 3-25: Maximum Monthly Housing Costs by Income Group  
San Joaquin County (2015)**

	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Extremely Low	\$367	\$422	\$533	\$643	\$754	\$864	\$975	\$1,085
Very Low	\$612	\$700	\$787	\$875	\$945	\$1,015	\$1,085	\$1,155
Low	\$980	\$1,120	\$1,260	\$1,400	\$1,512	\$1,625	\$1,736	\$1,873
Moderate	\$1,500	\$1,713	\$1,928	\$2,142	\$2,313	\$2,485	\$2,656	\$2,827
Above Moderate	\$1,500+	\$1,713+	\$1,928+	\$2,142+	\$2,313=	\$2,485+	\$2,656+	\$2,827+

Source: De Novo Planning Group, 2019

**Table 3-26: Housing Affordability by Income Group**

	One Person		Two Person		Four Person		Six Person	
	Max. Home Sale Price*	Max. Monthly Rent or Housing Cost	Max. Home Sale Price*	Max. Monthly Rent or Housing Cost	Max. Home Sale Price*	Max. Monthly Rent or Housing Cost	Max. Home Sale Price*	Max. Monthly Rent or Housing Cost
Extremely Low	\$51,100	\$367	\$58,100	\$422	\$86,000	\$643	\$114,900	\$864
Very Low	\$89,000	\$612	\$100,400	\$700	\$123,100	\$875	\$141,200	\$1,015
Low	\$138,000	\$980	\$155,600	\$1,120	\$190,900	\$1,400	\$219,200	\$1,625
Moderate	\$226,600	\$1,500	\$255,500	\$1,713	\$313,400	\$2,142	\$359,600	\$2,485
Above Moderate	\$226,600+	\$1,500+	\$255,500+	\$1,713+	\$313,400+	\$2,142+	\$359,600+	\$2,485+

\*Maximum affordable sales price is based on the following assumptions: 4.5% interest rate, 30-year fixed loan, Downpayment: \$5,000 – extremely low, \$10,000 – very low; \$15,000 - low, \$25,000 – moderate, property tax, utilities, and homeowners insurance as 30% of monthly housing cost (extremely low), 28% of monthly housing cost (low), and 25% of monthly housing cost (moderate/above moderate). Homes sales prices are rounded to nearest \$100.

Source: De Novo Planning Group, 2019

### OVERPAYMENT

As with most communities, the location of the home is one of the biggest factors with regards to price. Compared to the rest of the state, housing in Escalon is still relatively affordable. However, housing is not affordable for all income levels, particularly the very-low and low-income households. As previously discussed, in 2009 the median sales price of a home in Escalon was \$254,900.

As shown in Table 3-27, 97 percent of renters in Escalon overpay for housing. The majority of renters that overpay are in the lower income groups, with nearly 83 percent of renters in the extremely low income group severely overpaying for housing (over 50 percent of their monthly income). 45.9 percent of all home owners in Escalon overpay for housing, with the majority of lower income homeowners overpaying for housing. 7.5 percent of moderate and above moderate income renters overpay for housing, while 16.5 percent of moderate and above moderate income homeowners overpay. 62.9 percent of all very low, low, and moderate income households overpay for housing.

**Table 3-27: Households by Income Level and Overpayment (2015)**

Income Group	Owners	Renters	Total
<b>Extremely Low</b>	40	210	250
Percent with Cost Burden >30% - 50%	15 / 37.5%	175 / 83.3%	190 / 76.0%
Percent with Cost Burden >50%	15 / 37.5%	175 / 83.3%	190 / 76.0%
<b>Very Low</b>	55	115	170
Percent with Cost Burden >30% - 50%	15 / 27.3%	100 / 87.0%	115 / 67.6%
Percent with Cost Burden >50%	15 / 27.3%	85 / 73.9%	100 / 58.8%
<b>Low Income</b>	410	190	600
Percent with Cost Burden >30% - 50%	285 / 69.5%	150 / 78.9%	435 / 72.5%

Income Group	Owners	Renters	Total
Percent with Cost Burden >50%	270 / 65.9%	55 / 28.9%	325 / 54.2%
<b>Total Extremely Low, Very Low, and Low Income Households Paying &gt;30%</b>	<b>315 / 62.4%</b>	<b>425 / 82.5%</b>	<b>740 / 72.5%</b>
<b>Moderate and Above Moderate</b>	1,305	265	1,570
Percent with Cost Burden >30% - 50%	70 / 5.4%	20 / 7.5%	90 / 5.7%
Percent with Cost Burden >50%	145 / 11.1%	0 / 0%	145 / 9.2%
<b>Total Households</b>	<b>1,810</b>	<b>780</b>	<b>2,590</b>
Percent with Cost Burden >30% - 50%	385 / 21.3%	445 / 57.1%	955 / 36.9%
Percent with Cost Burden >50%	445 / 24.6%	315 / 40.4%	635 / 24.5%

Source: HUD special aggregation of US Census ACS, 2011-2015

### **REGIONAL HOUSING NEEDS ALLOCATION**

The San Joaquin Council of Governments allocates each jurisdiction in San Joaquin County its fair share of regional housing needs by income level. Escalon was allocated 425 units for the 2014 through 2023 regional housing needs allocation (RHNA) period. The RHNA is broken down by income level in Table 3-28. To date, 44 units have been constructed and an additional 15 units are approved or under construction. The remaining RHNA is 365 units, as shown in Table 3-28.

**Table 3-28: Regional Housing Needs Allocation and Actual Construction (2014-2023)**

	Extremely Low	Very Low	Low	Moderate <sup>1</sup>	Above Moderate	TOTAL
<b>2014-2023 RHNA</b>	<b>60</b>	<b>43</b>	<b>66</b>	<b>64</b>	<b>192</b>	<b>425</b>
Constructed to Date	0	0	0	7	37	44
Approved/Under Construction	0	0	0	9 <sup>2</sup>	6 <sup>2</sup>	15
Pending (Active Application)	0	0	0	0	0	0
<b>Remaining Allocation</b>	<b>60</b>	<b>43</b>	<b>66</b>	<b>47</b>	<b>149</b>	<b>365</b>

<sup>1</sup>Based on purchase price of each new home constructed

<sup>2</sup>Moderate: 8 townhome units approved in Leer Village and 1 accessory dwelling unit anticipated to be affordable to moderate income households at market rents/sales prices; Above Moderate: single family homes with building permits at 2409 Thaddeous, 1504, 1521, 1529, 1934, and 1949 Deborah

Source: San Joaquin Council of Governments, 2014; City of Escalon, 2016 and 2019; Zillow.com (sales prices), 2016 and 2019

### **SPECIAL HOUSING NEEDS OF OTHER GROUPS**

Characteristics and housing needs of special populations, including seniors, disabled persons, large families, single female-headed households, farmworkers, and homeless, are described below. Housing and services resources available to special populations are described in Chapter 5, Constraints and Resources.

## SENIORS

Various portions of the Housing Element describe characteristics of the senior population, the extent of their needs for subsidized housing, complexes developed especially for that group, and City provisions to accommodate their need. The senior population (persons 65 and older) in Escalon is shown in Table 3-29. According to Table 3-29, the number of persons 65 years and over in Escalon in 2000 was 767 and the senior population increased by 24 percent to 951 persons in 2017.

**Table 3-29: Senior Population by Age**

	2000		2017		Percent Change
	Number	Percent	Number	Percent	
65 to 74 years	418	54.5%	509	53.5%	21.8%
75 to 84 years	268	34.9%	335	35.2%	25%
85 years and over	81	10.6%	107	11.2%	32.1%
TOTAL	767	100%	951	100%	24%

Source: US Census, 2000; US Census ACS, 2013-2017

There are 568 senior householders in Escalon. The majority of senior householders are owners, 460 or 81 percent. Approximately 19 percent of senior households, 108, are renters. Escalon has a higher percentage of owner-occupied and a lower percentage of renter-occupied elderly households than in San Joaquin County. Elderly renters tend to prefer affordable units in smaller single-story structures or multi-story structures with an elevator, close to health facilities, services, transportation and entertainment.

**Table 3-30: Householder 65 Years and Over by Tenure and Age (2017)**

	Owner		Renter		TOTAL	
	Number	Percent	Number	Percent	Number	Percent
65 to 74 years	256	55.6%	29	26.9%	285	50.2%
75 to 84 years	143	31%	79	73.1%	222	39.1%
85 years and over	61	13.2%	0	0%	61	10.7%
TOTAL	460	100% / 81% of total	108	100.0% / 19% of total	568	100.0%

Source: US Census ACS, 2013-2017

While recent Census data does not provide income levels or overpayment data for senior households, the 2013-2017 ACS survey indicates that 6.2% of senior households in Escalon are below the poverty level. It is likely that a portion of these senior households overpay for housing due to their limited income.

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**Table 3-31: Projected Senior Household Growth**

	2010	2017	2023
Number	587	568	610
Percent Change	--	-3.2%	7.4%
Annual Percent Change	--	-.46%	1.2%

*Source: De Novo Planning Group, 2019*

Escalon has a higher percentage of owner-occupied and a lower percentage of renter-occupied elderly households compared to San Joaquin County. This is likely due to the limited amount of rental housing targeted toward the senior population. Elderly renters tend to prefer affordable units in smaller single-story structures or multi-story structures with an elevator, close to health facilities, services, transportation and entertainment. The need for senior-designated housing, including affordable senior housing, was identified as the top housing need by the community during the preparation of this Housing Element.

While there has been a decrease in senior households from 2010 (587 senior-headed households) to 2014 (524 senior-headed households), there has subsequently been an increase in senior households, with an estimated 568 senior-headed households in 2017. The decrease since 2010 is not indicative of a decline in the need for senior housing, but rather a lack of housing opportunities for the senior population. The senior population has increased by 24% since 2000 (Table 3-29) and is anticipated to continue to increase during the planning period, as shown in Table 3-31. It is anticipated that the need for senior housing during the planning period will be proportionate to the existing ratio of senior households to total households. There is a lack of housing for seniors, particularly assisted housing or housing that provides independent living options in a supported environment.

### **Senior Housing and Resources**

There is increasing variety in the types of housing available to the senior population. This section focuses on three basic types.

**Independent Living** – housing for healthy seniors who are self-sufficient and want the freedom and privacy of their own separate, apartment or house. Many seniors remain in their original homes, and others move to special residential communities, which provide a greater level of security and social activities of a senior community.

**Group Living** – shared living arrangements in which seniors live in close proximity to their peers and have access to activities and special services.

**Assisted Living** – provides the greatest level of support, including meal preparation and assistance with other activities of daily living.

There are three senior housing developments in Escalon. One is a senior assisted living facility in Escalon, Golden Acres Home and Care, which has 26 beds. Heritage House provides 42 units of affordable apartment units for seniors and disabled persons in an independent living environment. Paddock Mobile Manor is a senior mobile home park licensed for 106 spaces for seniors 55+. There are no other independent living or group/congregate residential developments for seniors in Escalon.



Classes and activities for seniors are available at the Escalon Community Center. Community Action Resources of Escalon (CARE) provides services for the seniors including the Senior Brown Bag food program and the federal Government Commodities program. Regional programs available to seniors in Escalon are described in Chapter 5.

### LARGE FAMILIES

Large families are defined as those families containing five or more persons. Income is a major factor that constrains the ability of families to obtain adequate housing. Larger units are more expensive and most of the units with more than three bedrooms are single-family homes, instead of multi-family rental units, and not usually abundantly available.

Table 3-32 provides information on large families by household size and tenure. Approximately 15.3 percent of households (399 of 2,602 households) in Escalon are considered large families. The slight majority of large families rent their home, 47.6 percent of households own, and 52.4 percent of households rent.

**TABLE 3-32: LARGE HOUSEHOLDS BY SIZE, 2017**

Household Size	% of Large Households	Total	Owner	Renter
5-Person Households	65.4%	<b>261</b>	52	209
6-Person Households	0%	<b>0</b>	0	0
7-or-more-Person Households	34.6%	<b>138</b>	138	0
<b>Total Households with 5+ Persons</b>	100.0%	<b>399</b>	<b>190</b>	<b>209</b>

*Source: US Census ACS, 2013-2017*

Table 3-33 presents data on the City's larger housing units and tenure of large units to provide a comparison between the large households in the City (Table 3-33) and the City's housing stock. As shown in Table 3-33, the majority of the City's owner units are large units of three or more bedrooms. The City's rental stock has a comparable rate of larger units to large owner units, with 62.2 percent of the City's rentals suitable for large households.

**TABLE 3-33: NUMBER OF BEDROOMS (THREE OR MORE) BY TENURE, 2017**

	Number	Percent
<b>Owner-Occupied (2,602 owner units)</b>		
3 Bedrooms	1,175	45.2%
4 Bedrooms	393	15.1%
5 or more Bedrooms	54	2.1%
<b>Total Large Owner Units</b>	<b>1,622</b>	<b>62.3%</b>
<b>Renter-Occupied (836 renter units)</b>		
3 Bedrooms	401	48%
4 Bedrooms	119	14.2%
5 or more Bedrooms	0	0.0%
<b>Total Large Renter Units</b>	<b>520</b>	<b>62.2%</b>
<b>TOTAL Large Units</b>	<b>2,142</b>	<b>62.3%</b>

*Source: US Census ACS, 2013-2017*

In Escalon, there are adequate large renter and owner units to meet the needs of large households. The City's 1,622 large owner units greatly exceed the City's 379 large households, a surplus of 1,243 large owner units. While there are 520 large rental units, there are 209 large renter households, indicating a surplus of 311 large rental units. Further, there is the possibility that some portion of the City's larger rental units are occupied by smaller households. The 2013-2017 ACS reports that there are 209 five-person households, yet there are 119 four-bedroom rental units and no five-bedroom rental units. While no renter households reported overcrowded conditions in the 2013-2017 ACS, there is a potential need for additional large renter units particularly geared toward the lower and moderate income affordability categories.

Based on the proportion of large families to total households, approximately 54 housing units of the City's 2014-2023 RHNA should be for larger households, including 27 lower income units.

### **SINGLE PARENT HOUSEHOLDS**

Female-Headed Households. Table 3-34 identifies total households in Escalon in 2017, female-headed households with no husband present, and female-headed households with own children under 18, no husband present. Of the 2,602 households in Escalon, 353 (13.6 percent) are female-headed with no husband present and 170 (6.5 percent) are female-headed with own children and no husband present. The median income of female family householders with no husband present (regardless of the presence of children) was \$ 37,356, compared to \$56,496 for male householders with no wife present (regardless of the presence of children) and the City's overall median household income of \$67,277.

**Table 3-34: Female Headed Households**

	<b>Total Households</b>	<b>Female Headed Households No Husband Present</b>	<b>Percent of all Households</b>	<b>Female Headed Households With Children Under 18, No Husband Present</b>	<b>Percent of all Households</b>
2000	2,059	133	4.0%	101	2.9%
2017	2,602	353	13.6%	170	6.5%

*Source: US Census, 2000; US Census ACS, 2013-2017*

Male-Headed Households. Table 3-34 indicates male-headed households with and without children within Escalon in 2017. Male-headed households in Escalon with no wife present totaled 209 (8 percent), and male-headed households with their own children and no wife present totaled 196 (7.5 percent). Although the housing needs of female-headed households are usually greater than those of male-headed households, it is important to recognize the housing needs of both groups because male-headed households also have only one income. A larger percentage of female-headed households have children and females typically have lower incomes than males. The median income of male family householders with no wife present (regardless of the presence of children) was \$56,496, which was higher than the \$37,356 median for female-headed families with no husband present (regardless of the presence of children) while lower than the City's overall median household income of \$67,277.

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With a total of 366 single parent households with children present, which are assumed to have single incomes, in the City of Escalon, daycare facilities near multi-family complexes with low-income units and near single family subdivisions may address some needs specific to this population.

### **FARM WORKERS**

There is no specific Census data available for the job category of "Farm Worker." The Census groups "Agriculture, Forestry, Fishing and Hunting, and Mining" are lumped together; and there is no method for separating those classifications from the grouping.

Farm workers traditionally are defined as persons whose primary incomes are earned through permanent or seasonal agricultural labor. Permanent farm workers work in the fields, processing plants, or support activities on a year-round basis. When workloads increase during harvest periods, the labor force is supplemented by seasonal or migrant labor. Farm workers' special housing needs typically arise from their limited income and the unstable, seasonal nature of their employment, according to the California Institute for Rural Studies. Because of these factors, farm worker households have limited housing choices and are often forced to double up to afford rents.

Most data related to the farmworker population is collected at the County and regional levels and does not identify farmworker data at the City level. The San Joaquin Fair Housing and Equity Assessment (California Coalition for Rural Housing, 2014) indicates that the 8-County San Joaquin Valley has more farm workers than any other region of the state and that the majority of the Valley's nearly 190,000 workers are foreign born from Mexico, receive very low wages, and have limited access to education, housing, and healthcare. The Assessment indicates that in San Joaquin County there were 23,037 farmworkers, of which 20.5% are foreign born and 18.4% are linguistically isolated.

The US Census groups "agriculture, forestry, fishing and hunting, and mining" together (see Table 3-12); and there is no method for separating individual job classifications from the grouping, meaning that farm owners and operators, fishers, hunters, and miners are grouped in with the farm labor. There are 228 residents of Escalon that reported employment in the agriculture, forestry, fishing and hunting, and mining industry sector, according to the 2013-2017 ACS. It is noted that a portion of these residents may work anywhere in the County or greater region and that San Joaquin County has significant aggregate deposits and surface mining operations, as well as fishing operations associated with the San Joaquin River and Delta so while a majority of the 228 workers may work in the agricultural industry, some may also work in forestry, fishing/hunting, and mining industries in the County or elsewhere in the broader region.

The 2017 US Census of Agriculture, reported by the US Department of Agriculture, provides a more detailed assessment of farm employment. The 2017 Census of Agriculture indicates that there were 3,430 farms in San Joaquin County totaling 772,762 acres. Of the 3,430 farms, there are 1,707 farms with hired labor, which collectively hire a total of 19,741 workers. Of the workers, 11,738 worked less than 150 days and 12,097 workers were migrant workers. This information is consistent with the farmworker data provided in the SJCOG data package. The 2017 US Census

of Agriculture represents the most recent available data (2017) that provides a focused assessment of farm employment.

In order to estimate the number of farmworkers in the City, the City’s proportion of Countywide employment was applied to the Countywide number of farmworkers reported in the 2017 US Census of Agriculture, as shown in Table 3-35. It is noted that the 2017 US Census of Agriculture showed a decline in farm labor in comparison to the 2012 US Census of Agriculture. Based on the 2017 US Census of Agriculture, there are 237 farmworkers in Escalon.

**Table 3-36: Labor Force and Hired Farm Labor – San Joaquin County and City of Escalon**

Jurisdiction	Total Labor Force (US Census, 2017)	US Agricultural Census	
		Hired Farm Labor - 2017	Hired Farm Labor - 2012
San Joaquin County	296,264	19,741	24,872
Escalon	3,505	City-level data not reported	City-level data not reported
Escalon’s Percentage of County Labor Force	1.2%	19,741 x 1.2% = <b>237</b>	24,872 x 1.2% = 298

*Source: US Census ACS, 2013-2017; USDA USDA Census of Agriculture, 2017; USDA Census of Agriculture, 2012*

The City’s Zoning Code and General Plan do not designate any land for agricultural uses and do not identify agricultural uses as an allowed use in any of the City’s zoning districts. However, the City has actively farmed lands that are planned for urban uses, including residential, commercial, and industrial, approximately 367.7 acres of the undeveloped land is designated as farmland. Farmland within the City limits accounts for <0.01% of the agricultural land in San Joaquin County (609,913 acres) based on data from the California Department of Conservation 2016 Important Farmlands Map for San Joaquin County.

The most recent wage data released by EDD indicates that in San Joaquin County, the average farm, fishing, and forestry occupations wage was \$12.73 per hour in the first quarter of 2019. The average wage per hour for fruit and tree nut labor was \$13.20 and the average annual wage was \$27,449, which is just above the 2019 very low income threshold (\$24,500). However, it is noted that the US Census of Agriculture reported a payroll of \$319,748,000 for the County’s 19,741 hired farmworkers, which yields an average annual wage of \$16,197 per worker, which is in the low income range for a single person and is in the extremely low income range if the worker is the sole earner in a household with two or more persons.

As farmworkers may vary from year-round workers to temporary workers to migrant workers, the housing needs of farm workers may need to be addressed through both permanent housing and migrant farm labor camps. Their housing need may be comparable to other households and large families who are in need of affordable housing, particularly housing for the extremely low and very low income groups, with three or more bedrooms.

The marked decline in grower-provided worker shelter resulted in the State government directing resources to farmworker housing through State-owned and local government-operated

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migrant labor camps. The Housing Authority of San Joaquin County currently manages three migrant family farm labor housing developments within the County, with the capacity to accommodate 288 individuals. Two of the farm labor housing centers are located in French Camp and one is located in Lodi. Each has 96 units. This housing is available annually from mid-March through the end of October. Day care centers are provided for farmworkers, as well as services from the Employment Development Department, the Social Security Administration, and education and health care services. During the off-season one of the French Camp facilities is made available to the homeless or the migrant camps in French Camp are used as a cold weather overflow homeless shelter for families (from mid-December through mid-March).

The Federal government established self-help farmworker housing for homeownership, and non-profit owned farmworker rental housing programs to address reduced supply of housing. Despite these efforts, statistics indicate that the availability of housing for migrant and seasonal farmworkers in the County is not better than it was thirty or forty years ago, and the trend is toward fewer available units.

The City does not have zoning that allows agricultural uses and, thus, does not have a zoning districts that are subject to State law requirements regarding permitting farmworker housing by right (Health and Safety Code Section 17021.6). However, in order to provide increased opportunities for farmworker and employee housing, the City updated its Zoning Code in 2016 to allow employee housing that provides accommodations for six or fewer employees to be treated as a single family home, subject to the same standards and permit requirements as a single family residence, in accordance with Health and Safety Code Section 17021.5.

Escalon is anticipated to continue to urbanize in the future and additional farming operations are not projected within City limits. The majority of farmworkers in San Joaquin County are employed in the unincorporated area and their needs will be addressed in the San Joaquin County Housing Element. It is therefore anticipated that the need for farmworker housing in Escalon will not increase in the coming years.

### **DISABLED POPULATION**

A "disability" includes, but is not limited to, any physical or mental disability as defined in California Government Code Section 12926. A "mental disability" involves having any mental or psychological disorder or condition, such as mental retardation, organic brain syndrome, emotional or mental illness, or specific learning disabilities that limits a major life activity. A "physical disability" involves having any physiological disease, disorder, condition, cosmetic disfigurement, or anatomical loss that affects body systems including neurological, immunological, musculoskeletal, special sense organs, respiratory, speech organs, cardiovascular, reproductive, digestive, genitourinary, hemic and lymphatic, skin, and endocrine. In addition, a mental or physical disability limits a major life activity by making the achievement of major life activities difficult including physical, mental, and social activities and working.

The 2013-2017 ACS provided data for six types of disabilities: hearing, vision, cognitive, ambulatory, self-care, and independent living. A disability is defined as a mental, physical, or health condition that lasts over six months and persons may have more than one disability. The ACS disability categories are detailed below:

- Hearing difficulty - deaf or having serious difficulty hearing
- Vision difficulty - blind or having serious difficulty seeing, even when wearing glasses.
- Cognitive difficulty - Because of a physical, mental, or emotional problem, having difficulty remembering, concentrating, or making decisions
- Ambulatory difficulty - Having serious difficulty walking or climbing stairs
- Self-care difficulty - Having difficulty bathing or dressing
- Independent living difficulty - Because of a physical, mental, or emotional problem, having difficulty doing errands alone such as visiting a doctor’s office or shopping

Physical, mental, and/or developmental disabilities could prevent a person from working, restrict a person’s mobility, or make caring for oneself difficult. Therefore, disabled persons often require special housing needs related to potential limited earning capacity, the lack of accessible and affordable housing, and higher health costs associated with disabilities. Additionally, people with disabilities require a wide range of different housing, depending on the type and severity of their disability. Housing needs can range from institutional care facilities to facilities that support partial or full independence (i.e., group care homes). Supportive services such as daily living skills and employment assistance need to be integrated in the housing situation. The disabled person with a mobility limitation requires housing that is physically accessible. Examples of accessibility in housing include widened doorways and hallways, ramps, bathroom modifications (i.e., lowered countertops, grab bars, adjustable shower heads, etc.) and special sensory devices including smoke alarms and flashing lights.

According to the 2013-2017 ACS, there were 668 persons with one or more disabilities in Escalon. Of the disabled population, 52.3 percent are aged 5 to 64 and 47.6 percent are aged 65 and over. No disabilities were reported in the population aged five and under. Of the disabled persons in the 18 to 64 age bracket, 37.6 percent were employed and the remaining 62.4 percent were unemployed or not in the work force. Table 3-36 identifies disabilities by type of disability and Table 3-37 identifies disabled persons by age and employment status.

The 2013-2017 ACS indicated that for individuals between the ages of 5 and 64, approximately 189 persons had some form or type of disability and were not in the labor force. This indicates that their disability may impede their ability to earn an adequate income or find suitable housing accommodations to meet their special needs. Therefore, many in this group may be in need of housing assistance.

**Table 3-36: Disabilities by Disability Type**

Type of Disability	Persons Ages 5-64		Persons Ages 65 +		Total	
	Number	Percent	Number	Percent	Number	Percent
Hearing Difficulty	0	0%	177	18.6%	177	26.5%
Vision Difficulty	69	19.7%	42	4.4%	111	16.6%
Cognitive Difficulty	191	54.6%	120	12.6%	311	46.6%
Ambulatory Difficulty	126	36%	228	24%	354	53%

Type of Disability	Persons Ages 5-64		Persons Ages 65 +		Total	
	Number	Percent	Number	Percent	Number	Percent
Self-Care Difficulty	72	20.6%	150	15.8%	222	33.2%
Independent Living Difficulty	152	43.4%	221	23.2%	373	55.8%
Total Persons with One or More Disabilities	350	100% / 52.3% of disabled	318	100% / 47.6% of disabled	668	100%

Source: US Census ACS, 2013-2017

**Table 3-37: Disabled Persons by Age and Employment Status**

	Ages 18 to 64	Percent
Employed with Disability	114	37.6%
Unemployed with Disability	0	0%
Not in Labor Force	189	62.4%
Total	303	100%

Source: US Census ACS, 2013-2017

While recent Census data does not provide income levels or overpayment data for persons with a disability, the 2013-2017 ACS survey indicates that 30 persons with a disability are below the poverty level. It is likely that a portion of these disabled persons are in households that overpay for housing due to their limited income.

While the US Census reports on a broad range of disabilities, the Census does not identify the subpopulation that has a developmental disability. The California Department of Developmental Services (DDS) maintains data regarding people with developmental disabilities, defined as those with severe, life-long disabilities attributable to mental and/or physical impairments. The DDS data is reported by zip code, so the data reflects a larger area than the City of Escalon, however approximately 57 percent of the population within the zip code resides in Escalon based on 2013-2017 ACS population data. The DDS data indicates that 83 developmentally disabled persons reside in zip code 95320; this correlates to approximately 47 developmentally disabled persons living in Escalon (Table 3-38). Table 3-39 breaks down the developmentally disabled population by residence type. Of the developmentally disabled persons in the City, the majority (44) live at home with a parent or guardian and 3 live independently or in a foster/family home environment.

**Table 3-38: Persons with a Developmental Disability by Age (June 2019)**

Zip Code	0-17	18 and Older	Total
95320	48	35	83
Escalon*	27	20	47

\*Data is extrapolated based on the City's proportion of population for the entire zip code

Source: CA DDS, 2019

**Table 3-39: Persons with a Developmental Disability by Residence Type (June 2019)**

Zip Code	Home of Parent/ Guardian	Independent Living	Foster/ Family Home	Other	TOTAL
95320	78	<11	<11	0	83
Escalon*	44	<4	<4	0	47

*\*Data for the zip code includes Escalon and unincorporated areas adjacent the City*

*Source: CA DDS, 2019*

### ***Housing for Individuals with Mental Illness***

The typical housing need for individuals with mental illness apart from traditional single family and multifamily housing types includes group homes, single occupancy units (SROs), or shared housing. Each type of housing also requires supportive services. The San Joaquin County Behavioral Health/Mental Health Services (SJCMHS) provides mental health services ranging from 24-hour emergency crisis clinic, to inpatient and outpatient services. The County operates a 40-bed psychiatric health facility that provides intensive therapeutic psychiatric services. SJCMHS operates a transitional care facility that provides temporary supportive care to abused, endangered, or abandoned older adults in transitional care housing and also operates two transitional care homes that provide transitional housing and care for adults. Those categorized as disabled due to mental disorder of some nature do not necessarily require physical improvements to housing. Social Services organizations offer assistance with medical attention and counseling for those in need of these types of services.

### ***Housing for the Physically Disabled***

Current building codes incorporate the requirements of the Housing Act of 1988 and the Americans with Disabilities Act. Thus, newer housing will meet minimum standards for disabled access. One of the key needs for disabled persons is assistance in retrofitting older homes.

There are no group homes in Escalon specifically for physically disabled individuals. ACS 2013-2017 data indicated that for individuals between the ages of 5 and 64, approximately 5.2 percent of the total population of Escalon has an ambulatory difficulty, 1.15% percent have vision difficulty, 2.4% percent have a hearing difficulty, and 7 percent have an independent living difficulty. These types of disabilities may impede their ability to find suitable housing accommodations to meet their special needs. Therefore, many in these groups may be in need of housing assistance. Households containing physically handicapped persons may also need housing with special features to allow better physical mobility for occupants.

### ***Housing for the Developmentally Disabled***

Developmentally disabled individuals live with mental retardation, cerebral palsy, autism or other forms of learning or cognitive disabilities. The Valley Mountain Regional Center (VMRC), which serves San Joaquin County from its Stockton office, provides free diagnosis, and assessment services are available to any person suspected of having a developmental disability, such as intellectual disability, cerebral palsy, epilepsy, or autism. To qualify for ongoing support and services, a person must be found to have a developmental disability which began before the age of 18 and is a substantial handicap.



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In Escalon, there is one community care facility specifically for the developmentally disabled population. VMRC offers in-home care services for clients that live at home with family or in an independent setting. VMRC reports that 81 percent of its clients live with families. 7 percent of its clients live independently. Most of its adult clients live either with families or in an independent or supported environment. 10 percent of all clients are children and adults living in community care homes. Only a small portion of the children and adult clientele (1.8 percent) live in developmental centers, intermediate care facilities, or skilled nursing facilities. Housing with supportive services and community care facilities are specific needs for the County's developmentally disabled population. Currently, VMRC works with several adult residential facilities in its multi-county area to place its developmentally disabled clients. In San Joaquin County, VMRC coordinates with clients for placement in the following residential settings:

- Group Home or Small Family Home for children with mild to moderate behaviors and some medical needs (Male & Female, Ambulatory & Non-Ambulatory).
- Group Home or Small Family Home for children with severe behaviors (Male & Female, Ambulatory & Non-Ambulatory).
- Adult Residential Facility able to provide services for adults that are deaf/hearing impaired.

New housing for the developmentally disabled should be located within a convenient walking distance of key destinations like bus stops and retail, as opposed to being located on the rural fringes, as most walk or take transit.

## **HOMELESS**

The federal definition of a homeless person per the McKinney Act, P.L. 100-77, Sec. 193(2), 101 Stat. 485 (1987) is cited as:

*“a person is considered homeless when the person or family lacks a fixed regular night-time residence, or has a primary night-time residence that is a supervised publicly-operated shelter designated for providing temporary living accommodations or is residing in a public or private place not designated for, or ordinarily used as, a regular sleeping accommodation for human beings.”*

In 2019, the San Joaquin Continuum of Care Report on the Point in Time Count of the Sheltered and Unsheltered Homeless identified 1,558 unsheltered homeless persons Countywide and four homeless persons in Escalon. This is consistent with the 2016 Housing Element, which estimated the number of homeless persons in Escalon to be lower than 5 persons at any given time, based on information from the Police Department. Local police officials have stated that they believe that the homeless who pass through Escalon are transient and do not remain in the City due to a lack of support services. There does not appear to be seasonal fluctuation in the number of homeless in the City. The homeless in San Joaquin County are provided shelter primarily in Stockton, Lodi, Tracy, and Manteca. Homeless from Escalon are referred to Stockton, as Stockton provides the most comprehensive range of services and shelter.

Countywide, there has been an increase in the homeless population since the 2015 homeless surveys (see Table 3-40), partially due to more accurate counting measures. During this time

frame, the number of homeless in shelters has decreased by approximately 8.7 percent (-293 homeless), while the unsheltered homeless increased by 191.6 percent (1,023 homeless). The 2019 survey identified 4 unsheltered homeless persons in Escalon. The 2015 survey only provided Countywide information and did not identify homeless persons by place within the County.

**Table 3-40: Homelessness in San Joaquin County - 2015-2019**

	Sheltered	Unsheltered	TOTAL
Homeless Point-in-Time Survey 2019	1,071	1,558	2,629
Homeless Point-in-Time Survey 2017	985	567	1,552
Homeless Point-in-Time Survey 2015	1,173	535	1,708
<b>Change: 2019 to 2015</b>	<b>-102/-8.7%</b>	<b>+1,023/ +191.2%</b>	<b>+921/ +53.9%</b>

Source: HUD Continuum of Care, 2015 and 2017; San Joaquin County Homeless Point in Time Survey, 2019

Data is available regarding certain characteristics of the Countywide homeless population. As shown in Table 3-41, the majority of homeless persons are in households, including households both with and without children. Subpopulations of the homeless include the chronically homeless, severely mentally ill persons, persons with chronic substance abuse, veterans, persons with HIV/AIDS, and victims of domestic violence. The largest subpopulations in San Joaquin County are chronic substance abusers (59%) and mentally ill (34%); it is noted that these populations were only reported as percentages of the total in the 2019 Point in Time Survey and no data was provided for the number of sheltered and unsheltered homeless persons in the mentally ill and chronic substance abuse populations.

**Table 3-41: Homeless Population Characteristics in San Joaquin County (2019)**

	Sheltered		Unsheltered	Total
Chronically Homeless	145		327	552 / 21.0%
Veterans	82		71	153 / 5.8%
Mentally Ill	N/A		N/A	N/A / 34%
Chronic Substance Abuse	N/A		N/A	N/A / 59%
	Emergency Shelter	Transitional Housing	Unsheltered	Total Sheltered and Unsheltered
Persons in households without children	381	171	1,548	2,100 / 79.9%
Persons in households with at least one adult/one child	458	57	10	525 / 20.0%
Persons in households with only children	4	0	0	4 / 0.2%
Individuals	1,071		1,558	2,629

Source: San Joaquin County Homeless Point in Time Survey, 2019

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## CHAPTER FOUR – LAND AND INFRASTRUCTURE

Government Code Section 65583 requires local governmental agencies to undertake a comprehensive review of their land base in order to inventory vacant sites, and to assess service and infrastructure capacities. This chapter includes an inventory of vacant and underutilized residential housing sites that provide housing opportunities for all income levels in the City of Escalon in accordance with the Government Code.

The ability to provide suitable housing that meets the needs of residents from all income levels is largely dependent on opportunities within the community. These opportunities are determined primarily by the availability of vacant sites that can accommodate a range of housing unit types. Housing opportunities are also affected by infrastructure availability and capacity. Lastly, land use controls, environmental constraints, and market conditions, which are addressed in Chapter Five, also affect housing opportunities.

### ***LAND AVAILABILITY***

The Regional Housing Needs Allocation (RHNA) for the City of Escalon includes: 169 lower (extremely low, very low, and low) income units, 64 moderate income units, and 192 above moderate income units. To date, 7 moderate and 37 above moderate income units have been constructed, 6 above moderate income units are under construction, 1 moderate income unit has been issued a building permit, and 8 moderate income units have been approved. The remaining housing need in Escalon is 365 new units (see Table 3-29).

The amount of land available for new housing development is the crucial first step in determining whether an agency can accommodate their housing needs. There must be sufficient vacant parcels within the City limits that are already zoned for residential uses. The City's GIS and parcel database was reviewed in order to identify vacant parcels with residential zoning designations, as well as sites that have the potential for redevelopment or additional housing units. These parcels are illustrated in Figure 4-1 and summarized in Table 4-1. Residential sites are detailed in Tables 4-3, 4-4, and 4-5.

The City has 36.77 acres of vacant and underdeveloped land with land use designations and zoning that allow residential uses as a permitted use. The City's inventory of residential sites will accommodate 413 to 600 units, as shown in Table 4-1. The City's inventory exceeds the land needed to accommodate the City's remaining RHNA of 365 units.

**Table 4-1: Inventory of Available Residential Land for Development**

<b>General Plan Designation and Zoning Designation</b>	<b>Total Acres</b>	<b>Dwelling Units / Acre</b>	<b>Realistic Yield (80% of Max)</b>	<b>Maximum Dwelling Units</b>
<b>Low Density Residential (R-1)</b>	16.25	10	108	138
<b>Medium Density Residential (R-2)</b>	9.17	15	109	137
<b>High Density Residential (R-3)</b>	4.61	29	104	132
<b>Commercial (C-2)</b>	6.74	29 <sup>1</sup>	92	193
<b>TOTAL</b>	<b>36.77</b>		<b>413</b>	<b>600</b>

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<sup>1</sup>Assumed multifamily uses on 50% of C-2 sites

<sup>2</sup>Approved Leer Village project

Source: City of Escalon GIS and parcel data, 2016; De Novo Planning Group, 2019

Historically, projects that are between 50 and 100 units are more desirable in smaller cities such as Escalon. As shown in Figure 4-1, many of the R-2, R-3, and C-2 vacant parcels are contiguous and large enough to provide flexibility in design and economies of scale that do not exist with smaller projects. Table 4-2 presents the number of parcels within various size classes.

**Table 4-2: Vacant Parcels by Size**

General Plan Designation and Zoning Designation	<0.25 Acre	0.26-1 Acre	1-5 Acres	>5 Acres	Total Parcels
Low Density Residential (R-1)	24	13	4	0	41
Medium Density Residential (R-2)	0	1	1	1	3
High Density Residential (R-3)	0	2	2	0	4
Commercial (C-2)	0	0	1	1	2
<b>TOTAL</b>	<b>24</b>	<b>16</b>	<b>8</b>	<b>2</b>	<b>50</b>

Source: City of Escalon GIS and parcel data, 2019; De Novo Planning Group, 2019

## LOWER INCOME HOUSING

Affordable housing for multi-family and special needs groups (low-income, disabled, elderly, etc.) can be best accommodated in the R-3 zones and C-2 zones. The R-3 and C-2 zones allow densities of 15 to 29 units per acre, which exceed the minimum density of 20 units/acre assumed to accommodate lower income units pursuant to Government Code Section 65583.2(c)(3)(B)(iii).

The R-3 zones allow multifamily development as a permitted use. While the City requires a PD overlay district for all residential developments larger than one acre as discussed in Chapter 5, multifamily housing, housing that is affordable to low and moderate income households, and residential projects of 10 units or less are exempt from this requirement. Program 3-2 would further refine this requirement to ensure that all of the R-3 sites, as identified in Table 4-3, are limited to approvals as allowed by Government Code Section 65583.2(c), which will provide for by-right approvals for residential projects that include 20 percent of units affordable to lower income households.

As shown in Table 4-3, the parcels in the R-3 zone have a realistic capacity of developing with 96 units and the C-2 zone parcels have a realistic capacity of at least 92 units. This anticipates that 20 percent of each parcel may be needed for roadways, infrastructure/utilities, setbacks, and other requirements and that the C-2 parcels may develop with 50% of the site with non-residential uses. As shown in Table 4-3, there are two R-3 sites that are 1.18 and 1.34 acres in size that can accommodate a total of 58 units, and two smaller R-3 sites that can accommodate 38 units. As described in Table 4-3, there is the potential to consolidate two of the R-3 parcels, which would accommodate approximately 58 units. The City's R-3 and C-2 sites described in

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Table 4-3 have the capacity to accommodate 188 to 314 units, which exceeds the City's lower income need.

Two of the R-3 parcels are nonvacant/underutilized; these parcels have a winery and outbuildings as well as vineyards and have not been in use since prior to the 2010 Housing Element. These sites are designated for multifamily development and four of the five parcels are under single ownership, so the potential to consolidate the parcels and develop a single project is realistic. As these parcels are not currently in use and are not planned to be used for nonresidential purposes, the development on the sites does not present an impediment to residential development. Another R-3 parcel is underdeveloped with a small, older (pre-1950) single family home occupying less than a quarter of the site; this site is adjacent existing multifamily development with industrial uses to the south and is suitable to be redeveloped with more intense multifamily uses.

One of the C-2 parcels is underdeveloped, with a single family home occupying less than 10% of the parcel; this parcel is listed for sale and it is appropriate to assume development potential during the planning period.

#### **MODERATE INCOME HOUSING**

The R-2 and R-3 parcels identified in Table 4-4 have the capacity to best accommodate the City's remaining moderate income need of 48 units, as the densities accommodated will allow for development of moderate income small lot single family homes, duplexes, condominiums, etc. Vacant land within the R-2 zone could accommodate a maximum of 137 units, with a realistic yield of 109 units. Approximately 54 of the 109 units anticipated in the R-2 zoning district and 8 units in the R-3 district are anticipated to be affordable to moderate income households, which is adequate to accommodate the City's remaining moderate income allocation of 47 units.

The potential affordability for moderate income households is based on the R-2 parcels allowing comparable or higher densities as the Leer Village project. The Leer Village project (APNs 22715213, 22715218, 22715212, 22715214) included a –Planned Development overlay on the four-parcel, 0.7-acre site. The PD includes development of a mixed use project including eight townhomes (6 attached, 2 detached), 980 sq. ft. of office space, and 10 storage units. The townhomes will range from 691 to 1,276 square feet and are anticipated to be affordable to moderate income households at market-rate prices due to the size of the units and compact nature of the development. Anticipated pricing would be approximate \$171,000 to \$315,172 per unit, based on an average \$247 price per square foot (list price in Escalon per Zillow 2019).

**Table 4-3: Lower Income Sites by Zone, Size, Realistic Capacity, Maximum Capacity, and Status**

Address/ APN	Zone/ General Plan	Size (Acres)	Realistic Yield	Maximum Capacity	Existing Use	Status	Included in Previous Housing Element(s)
1124 E California St 22510008	R-3/ HDR	1.37	31	39	Former winery and outbuildings. No longer in use.	Suitable for consolidation. Potential to consolidate parcels 22510010 and 22510008 (the former winery and vineyards) to develop a single 2.55- acre project with 73 units. Existing water, sewer, and dry utilities infrastructure is located in E. California Street.	Yes; most recent two elements. Program 3-2 in the Housing Plan would ensure that the approval requirements for this site are consistent with Government Code Section 65583.2.
1090 E California St 22510010	R-3/ HDR	1.18	27	34	Vineyard not in service.		Yes; most recent two elements. Program 3-2 in the Housing Plan would ensure that the approval requirements for this site are consistent with Government Code Section 65583.2.
1034 E California St 22510016	R-3/ HDR	0.87	20	25	Vacant.	This parcel could be developed independently, or could be consolidated with adjacent, smaller parcels which are under the same ownership. Existing water, sewer, and dry utilities infrastructure is located in E. California Street.	Yes; most recent two elements. Program 3-2 in the Housing Plan would ensure that the approval requirements for this site are consistent with Government Code Section 65583.2.
1823 Baker St 22514025	R-3/HDR	0.80	18	23	Underdeve- loped.	Existing single family home. The 3 bedroom, 1 bath single family home was constructed in 1947 and does not appear to have been significantly rehabilitated or expanded. Approximately 25% of the site is developed. Due to the age and size of the existing unit, it is reasonable to assume that it would be redeveloped with multifamily housing, similar to adjacent uses. The site is adjacent to apartments to the north and west, and is appropriate to redevelop with	Yes; most recent two elements. Program 3-2 in the Housing Plan would ensure that the approval requirements for this site are consistent with Government Code Section 65583.2.

Address/ APN	Zone/ General Plan	Size (Acres)	Realistic Yield	Maximum Capacity	Existing Use	Status	Included in Previous Housing Element(s)
						multifamily uses. Existing water, sewer, and dry utilities infrastructure is located in E. California Street.	
<i>Subtotal R-3</i>		<i>4.22</i>	<i>96</i>	<i>121</i>			
1260 Lillian Ave 22530082	C-2/ C	1.68	19	47	Underdeve- loped.	Site has one single family home. Site is listed for sale and listing indicates potential for multifamily development. Existing water, sewer, and dry utilities infrastructure is located in Lillian Drive and Plaza Avenue.	Yes; prior element. Program 3-2 in the Housing Plan would ensure that the approval requirements for this site are consistent with Government Code Section 65583.2.
S McHenry Ave 24715063	C-2/ C	5.06	73	146	Vacant.	Existing water, sewer, and dry utilities infrastructure is located in McHenry Avenue.	Yes; prior element. Vacant site has only been identified for the 2014-2023 planning period and has not yet been included for two consecutive planning periods.
<i>Subtotal C-2</i>		<i>6.74</i>	<i>92</i>	<i>193</i>			
<b>Total</b>		<b>10.96</b>	<b>188</b>	<b>314</b>			

Source: City of Escalon, 2019; De Novo Planning Group, 2019



**Table 4-4: Moderate and Above Moderate Sites by Zone, Size, Realistic Yield, and Unit Capacity**

APN	Zone/ General Plan	Parcel Size (Acres)	Realistic Yield (80% of Max)	Max Unit Capacity	Notes
1150 Escalon Ave 22502018	R-2/ MDR	6.0	72 (36 moderate, 36 above moderate)	90	Potential to develop with a mix of moderate (townhomes or apartments) and above moderate uses (clustered single family or large townhome uses). Assumed 50% moderate and 50% above moderate. A church is located on approximately 3.25 acres of the 14.5-acre parcel; the remaining 11.86 acres are vacant. A group care residence for 6 developmentally disabled adults and a caretaker was approved but was recently placed on hold by the applicant. While approximately 11.86 acres remain for future development, residential uses were assumed only on 6 acres to provide opportunities for church expansion. Infrastructure available in Escalon Avenue.
706 California St 22507032	R-2 / MDR	0.8	9 (4 moderate, 5 above moderate)	12	Potential to develop with a mix of moderate (townhomes or apartments) and above moderate uses (clustered single family or large townhome uses). Assumed 50% moderate and 50% above moderate. Vacant. Currently offered for sale with parcel 22507020 for \$650,000 for both parcels.
1310 Irwin Ave 22507020	R-2/ MDR	2.37	28 (14 moderate, 14 above moderate)	35	See above.
1112 First St 22512613	R-3/ HDR	0.39	8 (all moderate)	11	Vacant. Anticipated to develop with multifamily uses anticipated to be affordable to moderate income households at market rents.
<b>TOTAL</b>		<b>9.56</b>	<b>117</b> <b>(62 moderate, 55 above moderate)</b>	<b>148</b>	

Source: City of Escalon, 2019; De Novo Planning Group, 2019

## ABOVE MODERATE INCOME HOUSING

The City's above moderate income housing needs are anticipated to be accommodated primarily by parcels in the R-1 zoning district, as well as parcels in the R-2 zoning district. The City's R-2 parcels are anticipated to accommodate 55 above moderate income units, as shown in Table 4-4. As shown in Table 4-5, the City has approximately 16.85 acres of vacant R-1 parcels that will accommodate approximately 113 to 143 units of the City's allocation. The remaining portion of the City's above moderate allocation will likely be accommodated through mixed income development of the R-2 sites, which have the capacity for 55 above moderate income units. This combined capacity of the R-1 and R-2 sites is more than adequate to meet the remaining above moderate income housing need.

**Table 4-5: City of Escalon R-1 Vacant Land by Size, Realistic Yield, and Unit Capacity**

Address/ APN	Zone/ General Plan	Notes.	Parcel Size (Acres)	Realistic Yield (80% of Max)	Max Unit Capacity
550 First 22503005	R-1/LDR	Underdeveloped. 1 single family home.	1.989	15	19
515 First 22504004	R-1/LDR	Underdeveloped. 1 single family home.	1.15	8	10
654 First 22506011	R-1/LDR	Underdeveloped. 1 single family home.	0.826	5	7
1100 E Park 22512504	R-1/LDR	Underdeveloped. 1 single family home.	1.39	11	13
Rosina Ave 22516027	R-1/LDR	Vacant.	0.096	1	1
636 Zinfandel 22518023	R-1/LDR	Vacant.	0.16	1	1
517 E First 22519001	R-1/LDR	Underdeveloped. Various outbuildings.	0.494	3	4
496 Northwood 22528005	R-1/LDR	Vacant.	0.33	2	3
550 Northwood 22528014	R-1/LDR	Vacant.	0.16	1	1
1421 E St. Clair 22706403	R-1/LDR	Vacant.	0.12	1	1
1268 S. Stanislaus 22712028	R-1/LDR	Underdeveloped. 1 single family home.	0.7	4	6
1330 S. Stanislaus 22713006	R-1/LDR	Underdeveloped. 1 single family home.	0.487	3	4
1977 St. John 22732003	R-1/LDR	Underdeveloped. 1 single family home.	1.704	12	16

Vine/Main 22734008	R-1/LDR	Vacant.	0.238	1	2
2310 Main 22734009	R-1/LDR	Vacant.	0.108	1	1
2314 Main 22734010	R-1/LDR	Vacant.	0.182	1	1
2318 Main 22734011	R-1/LDR	Vacant.	0.215	1	2
2322 Main 22734012	R-1/LDR	Vacant.	0.203	1	2
2221 Vine 22736004	R-1/LDR	Vacant.	0.129	1	1
2226 Edmart 22747004	R-1/LDR	Vacant.	0.383	3	3
Vine 22748020	R-1/LDR	Vacant.	0.169	1	1
2420 Vine 22765007	R-1/LDR	Underdeveloped. 1 single family home.	0.822	6	8
Autumnwood Ct 22765015	R-1/LDR	Vacant.	0.471	3	4
Autumnwood Ct 22765016	R-1/LDR	Vacant.	0.527	4	5
1539 Deborah 22767040	R-1/LDR	Vacant.	0.138	1	1
1543 Deborah 22767041	R-1/LDR	Vacant.	0.14	1	1
1515 Deborah 22768012	R-1/LDR	Vacant.	0.137	1	1
1948 Deborah 22768016	R-1/LDR	Vacant.	0.193	1	1
1526 Deborah 22768022	R-1/LDR	Vacant.	0.139	1	1
1522 Deborah 22768023	R-1/LDR	Vacant.	0.14	1	1
1516 Deborah 22768024	R-1/LDR	Vacant.	0.139	1	1
1510 Deborah 22768025	R-1/LDR	Vacant.	0.139	1	1
1939 Swanson 22768027	R-1/LDR	Vacant.	0.139	1	1
1945 Swanson 22768028	R-1/LDR	Vacant.	0.139	1	1

1953 Swanson 22768029	R-1/LDR	Vacant.	0.14	1	1
1959 Swanson 22768030	R-1/LDR	Vacant.	0.147	1	1
McHenry Ave 22768033	R-1/LDR	Vacant.	0.209	1	2
1400 Countrywood 22768036	R-1/LDR	Vacant.	0.662	2	2
1524 Catherine 24715005	R-1/LDR	Underdeveloped. 1 single family home.	0.454	3	4
1530 Catherine 24715006	R-1/LDR	Vacant.	0.317	2	3
St. John 24715054	R-1/LDR	Vacant.	0.42	3	4
<b>TOTAL</b>			<b>16.845</b>	<b>113</b>	<b>143</b>

*Source: City of Escalon, 2019; San Joaquin Assessor's District Viewer2, 2019; De Novo Planning Group, 2019*

### **APPROVED AND PENDING PROJECTS**

During the planning period, the City has received four tentative parcel map requests (these requests were to split parcels sized from 0.44 to 0.83 acres into two to three parcels to accommodate additional single family units, one rezone request from C-2 to R-1 to allow development of three residential units on two small commercial parcels, one Planned Development request for an 8-unit mixed use project (Leer Village), and one request to convert an office/workshop into an ADU. The City has approved all of these projects. The City has not received any requests for subdivisions (with the exception of the 8-unit Leer Village project) and has not received any requests for multifamily projects.

Special Needs Housing. A residential care home serving the developmentally disabled population has been approved at the Escalon Covenant Church site. The residential care home would provide rooms for 6 clients as well a room and office for an on-site caretaker. The project was approved in 2013 and the City has extended approvals through 2021 to provide the applicant with additional time to secure additional funding. In 2018, the City worked with the applicant to identify potential funding mechanisms for the project. The City committed CDBG funds to the project and is preparing NEPA documentation to assist the project applicant in obtaining additional funding. While the City has encouraged development of this project through extending approvals and providing environmental documentation to support additional funding, the project applicant has expressed difficulty in obtaining adequate funding and subsidies to support development of this project and has indicated that the project is on hold; the applicant hopes to develop the project in the future. The City will continue to encourage development of this project.

### **UTILITIES AND SERVICES**

The ability to provide adequate infrastructure and services (roads, water, sewer, drainage, etc.) for new housing developments is an essential element in meeting future housing needs. The

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cost of providing significant infrastructure, when weighed with other development costs such as property, construction, and carry costs, can prohibit the ability of a developer to achieve a profitable return on investment in today's market climate. Infrastructure development is obtained in two ways: 1) through direct installation by a developer; or 2) through impact fee payments by the developer to fund installation by the City or a developer at a later date.

An assessment of the utility infrastructure and the public services available to operate and maintain the infrastructure is provided below. The assessment discusses infrastructure/service limitations for current and future development as well as infrastructure fees. This discussion is based on information that was obtained from the City's Water Master Plan, Sewer Master Plan, and Storm Drain Master Plan.

## **INFRASTRUCTURE CONSTRAINTS**

### **Water**

As of February 2016, the City of Escalon provides water service for approximately 7,413 people with approximately 2,495 water service connections. Historically, water supply within the City has been from groundwater wells. Service was initially provided by the Escalon Water Company, which was a private company established in the early 1900's. In the late 1960s, the City took over the operation of a well and distribution system serving a small residential subdivision from a developer. In the early 1980s the City purchased the Escalon Water Company and took over the operation of the entire water system.

*Permitting.* The City's domestic water system operated under State Water Resources Control Board (SWRCB) Division of Drinking Water, Domestic Water Supply Permit Public Water System No. 3910003 (Permit). The City was issued a Citation for violation of permit requirements on July 23, 2015 related to nitrate levels at Well 1. The City chose to inactivate Well 1 in response to exceeding the MCL nitrate levels.

In February 2016, the City completed a Water System Evaluation (Blackwater Consulting Engineers, February 2016) that included a review of the City's water system and operations to prioritize improvements in order to 1) comply with SWRCB Permit requirements, 2) address the requirements of the Citation to provide a plan and schedule for Well 1, 3) improve operations and increase efficiency of the system, and 4) meet maximum day water system demands. The information in the following assessment of the City's water supply is based primarily on the 2016 Water System Evaluation, which is the most recent assessment.

*Existing Water Supply.* Water supply for domestic service and fire flow is currently supplied from three active wells (Wells 3A, 9, and 10) that provide day-to-day domestic water and fire flow supply. There is one 500,000-gallon storage tank located at the Well 1 site.

The combined capacities of the City's water system wells are approximately 3,200 gallons per minute (gpm). With Well 1 inactive and Well 9 inactive/marginally operational as discussed below, the system's maximum capacity is reduced to 2,400 gpm. It is noted that the Blackwater study identified the reliable capacity as 1,900 gpm; however, this appears to be an error that

anticipates only Wells 3A and 9 are running rather than Wells 3A and 10. Table 4-65 summarizes each well pump capacity, facilities, operation, and status.

**Table 4-6: Summary of Well System**

Well	Capacity (gpm)	Storage	Operation	Status
Well 01	600 gpm	500,000 gallon tank	Summer	Not operational (damaged pumping equipment).
Well 3A	1,100 gpm	-	Year-round/ peak demand	In operation
Well 9	800 gpm	-	Summer/peak demand	In operation; often shuts off due to inadequate horsepower when 9 and 10 are both operating.
Well 10	1,300 gpm	-	Year-round	In operation
<b>Total Capacity</b>	<b>3,200 gpm (all operational wells)</b> <b>2,400 gpm (Wells 3A and 10)</b>			

*Source: Water System Evaluation, Blackwater Consulting Engineers, 2016; De Novo Planning Group, 2016*

Well 1 has been equipped with two granular activated carbon contactors that remove Dibromochloropropane. To address nitrate levels, water was historically pumped (approximately 1,000,000) gallons to waste until nitrate levels are acceptable. The pumping equipment at Well 1 was damaged during repairs in 2012/2013. The City opted to not place Well 1 in service in 2015 as Well 1 was not needed to meet demands, since demands had been reduced as a result of conservation efforts during the drought. The City evaluated options for this well and determined that replacement of the well was appropriate. In 2018, the City completed the analysis and design for a replacement well (Well 1-A) at the site of Well 1.

No other treatment is necessary at the other wells or throughout the system, although the City treats all wells with calcium hypochlorite to disinfect as a preventative measure.

*System Capacity and Operation.* The City’s maximum daily water use has declined from 2,191 gpm in 2009 to 1,591 gpm in 2015. The current system has sufficient capacity to continue meeting maximum day demand as long as conservation measures remain in place. During a ‘normal’ year when conservation measures are not required, the system capacity would be insufficient to meet maximum day demands with Well 1 inactive.

*Distribution System.* The existing distribution system consists of approximately 33 miles of piping. Pipeline diameters range from three to 16 inches. The original system was built with small diameter steel pipe, which was inadequate to convey flows at adequate pressures. Due to the dilapidated condition of the system, the City applied for and was awarded a state loan and federal grant in 1983. To date, almost all of the old pipelines have been replaced, and as a result, the distribution system is in excellent condition.

The system pressure is maintained automatically with a supervisory control and data acquisition system (SCADA). Operators enter the desired system pressure and configure the wells in a lead/lag configuration. If the well set in the primary position cannot maintain the system pressure, the second well in the series will start.

*Water Supply Improvements.* Improvements are needed to replace Well 1 and expand the system’s capacity. Expansion of water capacity will follow the pattern of actual development within each growth area. The 2016 Water System Evaluation identifies four improvements to the City’s water supply system in order to meet existing demand under normal conditions and to provide capacity to accommodate growth. That information has been updated to reflect more recent data, including the City’s Capital Improvement Program and the environmental documentation conducted for the replacement of Well 1. Well 1-A is anticipated to be completed in 2019/2020 and would provide capacity for 3,650 gpm, when combined with Well 3A and Well 10.

**Table 4-7: Planned Water System Supply Improvements**

<b>Well</b>	<b>Improvements Description</b>	<b>Phase and Timing</b>	<b>Current Capacity</b>	<b>Capacity with Improvements</b>	<b>Cumulative Capacity with Improvements</b>
Well 1	Destroy existing Well 1 and build replacement Well 1A on same site. Connect new Well 1 to the water system. Remove GAC filters as no longer needed.	1 and 4: 2018/19: Well design completed. 2019/20: Complete construction of new well (Well 1-A).	Not operational.	1,250 gpm	3,650 gpm (Wells 1, 3A, and 10)
Well 3A	Replace motor and related equipment to increase capacity of pump	2a: 2018-2020	1,100 gpm	1,250 gpm	3,800 gpm (Wells 1, 3A, and 10)
Well 9	Replace motor and equipment to increase capacity	3: As needed	800 gpm (marginal operation due to shut-off issues)	1,250 gpm	5,050 gpm (all wells)
Well 10	No improvements recommended	--	1,300 gpm	1,300 gpm	-
<b>Total Capacity</b>			<b>2,400 gpm (Wells 3A and 10)</b>	<b>5,050 gpm with Improvements 1 through 3</b>	

*Source: Water System Evaluation, Blackwater Consulting Engineers, 2016; De Novo Planning Group, 2016 and 2019; City of Escalon, 2018-2019 through 2020-2021 Capital Improvement Program, 2018; Initial Study/Mitigated Negative Declaration Well No. 1 Improvement Project, City of Escalon, 2018*

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*Capital Improvement Costs.* The remaining cost Phase I water improvements is approximately \$1.06 million. Phase 1 has been designed and will be constructed in 2019-2020. The remaining phases will be constructed in phases as they are warranted. The funding for these improvements could come from various federal and state loan programs, bank loans, special assessment districts (i.e. assessment districts, community facilities districts, etc.), and development impact fees. The City is reviewing several funding sources, including USDA grants and loans and the Drinking Water State Revolving Fund as potential funding sources for future phases. Both funding sources provide low-interest, long-term loans that could be repaid with a combination of utility rates, water connection fees, and other City sources. The City currently charges a connection fee for all residential units that are approved. The fee is based on the Water Master Plan, which provides the nexus.

*System Capacity.* During peak normal year use in 2009, 2012, and 2013, the average per capita water demand was approximately approximately 0.341 gpm, which yields a base 'normal' demand of 2,529 gpm for the City's existing population and connections (including non-residential) in 2016. The base 'normal' demand is used rather than the reduced demand that occurred in 2015 because water conservation measures may not be required in future years. Based on the average per capita demand of 0.341 gpm, accommodating the City's remaining RHNA of 396 units would require an increase in the City's water system capacity of 398.5 gpm (396 (remaining RHNA) x 2.95 (average household size) x 0.341 gpm (average per capita demand)). This results in a total demand of 2,927 gpm to accommodate existing development as well as the RHNA. The City's three operational wells have adequate capacity (3,200 gpm) to accommodate the RHNA.

### **Wastewater**

The City of Escalon provides sewer service to City residents and businesses. The City has two sewer systems, the domestic sewer system and a stormwater/industrial sewer system. Wastewater collected in these systems is conveyed through separate pipelines for treatment and disposal at facilities located near McHenry Avenue immediately north of the Stanislaus River. The domestic sewer system provides service to residential users (94 percent of treated wastewater) as well as commercial and industrial users (6 percent of treated wastewater).

The City has addressed its sewer infrastructure needs in two recent reports: the Phase 1 and 2 Sewer Constraints Study Report (West Yost Associates, May 2014) and the City of Escalon Wastewater Rate Study (Hanford Economic Consulting, January 2016). The 2007 Sewer Master Plan continues to provide direction regarding ultimate facilities needed to address sewer needs for the City at buildout of the General Plan.

*Existing Sewer Service.* The City's existing wastewater system produces approximately 0.53 to 0.60 million gallons per day (MGD) on an average dry weather day and 1.12 MGD or more during wet weather. The City's domestic customer base includes 2,577 residential units (2,233 detached and 334 attached) as well as schools, a hotel, and various commercial and industrial customers. The Wastewater Rate Study reported that the average daily use for residential uses is 200 gallons per day (GPD) for residential detached units and 150 GPD for residential attached



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units. In 2019, the City's system collected and treated approximately 0.55 MGD from 2,473 residential and commercial connections.

*Projected Sewer Service Needs.* The 2007 Sewer Master Plan projected that influent flows are anticipated to increase to approximately 2.8 MGD as development occurs within the 2035 growth boundary. The Phase 1 and 2 Sewer Constraints Study reviewed projected flows anticipated to occur with development at buildout and the capacity of the existing system and provided alternative alignments and interim improvements appropriate to improve the capacity of the wastewater system. The Phase 1 and 2 Sewer Constraints Study indicated that flows at buildout of the City's service area are anticipated to reach 6.78 MGD. The Phase 1 and 2 Sewer Constraints Study identified that the existing sewer system has a full pipe capacity of approximately 1.4 MGD and can convey up to 1.65 MGD if surcharged and that the WWTP has a capacity for an average dry weather flow of 0.9 MGD, although the hydraulic capacity is approximately 1.15 MGD at the influent pump station and 1.6 MGD internal to the plant. However, the City's wastewater system can reliably convey only approximately 0.7 MGD, because it is constrained by the capacity of the McHenry Pump Station.

*Sewer Service Expansion.* The Sewer Master Plan identified four phases of proposed infrastructure improvements for both the sewer collection system and wastewater treatment facility for the 2035 growth projections.

The Phase 1 and 2 Improvements are interim improvements that address additional municipal sewer capacity for the City's residential and commercial growth in the near future. The Phase 1 and 2 Improvements would provide for upgrading and replacing the McHenry Lift Station and associated gravity pipeline conveying wastewater flow from the lift station south to the wastewater treatment plant.

The City prepared a Phase 1 and 2 Sewer Constraints Study in 2014 to evaluate existing conditions, identify alternative alignments to convey projected flows, and to assess needed interim improvements to the McHenry Lift Station. The study recommended that the McHenry Lift Station be replaced with a new pump station with a capacity of approximately 1.4 MGD, to accommodate existing connections plus in-fill development. The first phase of interim improvements is to rehabilitate existing sewer lines to increase capacity to 1.4 MGD (although an improved capacity of 1.65 MGD could be reached, this capacity would increase potential for a spill so an interim capacity of 1.4 MGD was recommended). The second phase of improvements would involve replacement of the McHenry Lift Station. In Fiscal Year 2018/19, funding was received for the financing of the trunkline rehabilitation and the new McHenry Lift Station. The first phase of trunkline rehabilitation was completed in 2019 and Phases II and III are scheduled for completion in FY 2019/2020. The new McHenry Lift Station is under construction and anticipated to be completed by the end of 2019.

*Funding and Construction Sewer System Improvements.* The City's current approach for expanding sewer systems for new development is to require that such new development extend the sewer system and to "oversize" the facility to accommodate future flows within or beyond the development.

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However, for larger-scale projects such as the Phase 1 and 2 Improvements, the City will collect connection fees and has financed certain project components through long-term debt. The cash pay-as-you go financing basis, whereby connection fees collected by the City are used to construct facilities as they are needed, does not provide sufficient funding for these large-scale phased improvements. Fees collected for the Phase 1 and 2 Improvements are proportionate, with future users paying their fair-share.

*Ability to Accommodate RHNA.* The City has funded and is implementing the McHenry Avenue Lift Station replacement. The improvements will accommodate approximately 520 single family dwelling units (based on a conservative factor of 250 GPD per dwelling unit). If the City's RHNA of 169 lower income units are developed as multifamily, this would result in a capacity of 553 units (169 multifamily units and 384 single family units). Upon completion of Phase 2 of the interim improvements, the City will have adequate capacity to accommodate the City's remaining RHNA.

It is noted that the sewer capacity poses more of a constraint to annexation and development of large parcels. The existing sewer capacity can accommodate development of in-fill and vacant parcels throughout the City and has not posed a constraint to the development of residential sites identified in this chapter.

Chapter 6 includes a program identifying the timing of the necessary sewer improvements in order to ensure adequate sewer capacity to accommodate the RHNA.

#### Storm Drainage

The City of Escalon's storm drainage system depends on SSJID's existing system of irrigation laterals to transport storm drain runoff from the City. Escalon's stormwater mostly discharges to lateral B, which goes to Lone Tree Creek, to French Camp Slough, to San Joaquin River. The City is divided into ten drainage sheds, each of which contains a storm drain system that collects runoff from within the drainage shed and transports the flows to a City maintained storm drain basin. The basins within the existing systems are designed to reduce the peak flow rates released to the SSJID laterals. Runoff is temporarily stored in the basins then is pumped into the SSJID laterals at the reduced flow rate. Storm Drain System 4 is the only system that does not discharge to a SSJID lateral. Runoff collected by Storm Drain System 4 is pumped directly to the industrial ponds at the City's waste water treatment plant.

*Storm Drain Collection System.* The storm drain collection system includes inlets, manholes and piping. The system collects storm drainage from the surrounding streets through inlets, and transports the drainage via a piping network to basins and/or pump stations.

*Basins.* Detention basins are used to temporarily store runoff from the drainage sheds in order to reduce the flow rates that are pumped into the SSJID laterals. SSJID requires the flows entering the lateral be regulated to ensure that the capacities of the laterals are not exceeded. Basins allow the use of smaller pumps that reduce capital expense and energy costs. Detention basins are typically joint use facilities providing recreation and other uses when not occasionally being used for stormwater storage. There are currently ten existing basins within the City.

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*Pump Stations.* With the exception of runoff from Storm Drain System 4, storm drainage from the City is pumped into the SSJID laterals. Pumps are sized according to the City's design criteria, and their operation is controlled by water levels in the pump station sump and in the downstream SSJID laterals. There are ten existing drainage pump stations in the City.

*Capital Improvement Costs.* The total cost of all storm drainage capital improvements needed within the existing drainage areas is estimated at over \$3.2 million. The funding for these improvements could come from various federal and state loan programs, bank loans, special assessment districts (i.e. assessment districts, community facilities districts, etc.), and development impact fees.

*Improvements.* As individual development projects are approved, they are required to connect to the storm drain system. Projects pay a storm drain connection fee to contribute their fair-share of storm drainage improvements.

#### Traffic and Roads

The City's street system is composed of a general pattern of state highway, arterial, collectors, and local streets, each of which provide varying degrees of direct access to abutting property.

*Highways.* Highways function to provide high speed/high volume routes between major population centers. Currently, one State Highway exists within the City of Escalon; Highway 120, which runs east-west. This facility provides interregional travel within and through the City. Improvements on this facility are subject to State (Caltrans) approval in terms of alignment, right-of-way, and lane configurations. All State facilities must be designed and constructed according to current State design standards.

*Arterials.* The primary function of an arterial is to provide efficient through and cross-town traffic. Direct access to abutting property is minimized, where possible, to maintain free movement of potentially high traffic volumes. The City of Escalon's current standard for a typical arterial roadway is 100 feet of right-of-way with 80 feet of pavement. Arterials within Escalon have a design capacity of approximately 16,500 (2-lane undivided) to 34,500 (4-lane divided) Average Daily Traffic (ADT). Arterials in the City of Escalon include the Escalon-Bellota/McHenry Avenue and Highway 120.

*Collectors.* Collector streets provide the traffic movement between arterial and local streets, carrying a large share of the intra-city traffic. They also provide the primary link between different neighborhoods and to the downtown area. In addition, collectors may serve as truck routes, especially for the delivery and pick-up of goods where arterials do not abut that land use. Collectors in Escalon typically have a design capacity in excess of 15,000 (2-lane undivided) to 29,500 (4-lane divided) ADT. The City of Escalon's current standard for major collectors is 80 feet of right of way with 64 feet of pavement. The standard for a minor collector is 60 feet of right-of-way with 40 feet of pavement.

*Local Street.* The primary function of local streets is to provide access to collector streets from abutting lands. They are designated to minimize through traffic movements, typically terminating at their intersection with collectors and frequently curved or terminated in cul-de-

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sacs. Local streets vehicular capacities in the City of Escalon are less than 1,000 ADT. The City of Escalon standard for local streets is 50 feet of right-of-way with 32 feet of pavement.

*Improvements.* As individual development projects are proposed in Escalon, they are reviewed for their potential to result in project-level traffic impacts or contribution to cumulative adverse traffic conditions. Where appropriate, individual development projects are conditioned to provide traffic improvements for project-specific impacts and to pay fees to contribute to planned City and regional improvements.

## ***ENVIRONMENTAL CONSTRAINTS***

### **Agricultural Soils**

The Escalon area has the following soils types: Honcut Sandy Loam, Veritas Fine Sandy Loam, Delhi Loamy Sand, Manteca Fine Sandy Loam, and Tinnin Loamy Coarse Sand. Agricultural soil capacity is classified according to a number of criteria including prime farmland, farmland of statewide importance and unique farmlands. The Honcut Sandy Loam and Veritas Fine Sandy Loam are considered prime farmland soils. The Delhi Loamy Sand, Manteca Fine Sandy Loam, and Tinnin Loamy Coarse Sand are considered farmland of statewide importance soils. These soils do not have any major limitation for normal building activities, but conversion of these higher quality agricultural soils to urban development is highly scrutinized throughout the San Joaquin Valley and mitigation is usually required to offset the impact.

### **Williamson Act Lands**

The Williamson Act is a non-mandated State program, administered by counties and cities, for the preservation of agricultural land. Participation in the program is voluntary on the part of both landowners and local governments, and is implemented through the establishment of Agricultural Preserves and the execution of Williamson Act contracts. Individual property owners enter into a contract which restricts or prohibits development of their property to non-agricultural uses during the term of the contract in return for lower property taxes. Initially signed for a minimum ten-year period, the contracts are automatically renewed each year for a successive minimum ten-year period unless a notice of nonrenewal is filed or a contract cancellation is approved by the local government. None of the sites included in the Inventory of Residential Sites are under a Williamson Act contract.

### **Special Status Species**

The distribution of wildlife in the Escalon area is somewhat limited, due to urbanization. Typical of small urban communities surrounded by intensive agricultural uses are various forms of small mammals, including mice, gophers, moles, ground squirrels, jack rabbits, skunks and opossums, together with medium-sized predators such as gray foxes and coyotes. Robins, finches, sparrows, crow, black birds, valley quail, ringneck pheasants and mourning doves are representative of avian species common to the region. Predator avian species, including owls and hawks, are also relatively common in this portion of the County.

The local vegetation associations support a variety of wildlife and plant species and subspecies indigenous to California. However, the conversion of native and naturalized plant communities in the State to urban land uses, agriculture, and industrial facilities has significantly reduced

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available wildlife habitat. As a result of this conversion, several species of both plants and animals have been displaced from California, or their populations have declined significantly. As a result, the California Department of Fish and Wildlife (CDFW) and the United States Fish and Wildlife Service (USFWS) have listed some species as threatened or endangered. Of the special status species documented within the region, only Swainson's hawk and valley longhorn elderberry beetle have been documented within the Escalon area. As future areas develop, a biological study could reveal the presence of additional special status species within Escalon. Development projects that may impact special status species generally require mitigation and permits.

### ***San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSCP)***

San Joaquin County and the cities of Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, and Tracy developed the SJMSCP to conserve open space for wildlife while addressing the effects of development and other activities that affect special-status species and convert habitat lands for species to other uses. The SJMSCP facilitates development by providing pre-approved mitigation measures and streamlining the permitting process to address special-status species. The SJMSCP allows specific permittees, including Escalon and SJCOG, to issue incidental take permits and allows project applicants to mitigate for impacts to SJMSCP covered species resulting from development projects as well as other specified activities. Project applicants have four options to receive coverage under the HCP: 1) pay appropriate fees (based on habitat type), 2) conserve habitat lands, 3) purchase mitigation bank credits, or 4) propose an alternative mitigation plan.

The SJMSCP identifies six different land use categories, including A – Exempt, B – Other Open Spaces, C – Agricultural Habitat Open Spaces, D – Natural Lands Habitat, E – Vernal Pools, F – Prior Agreement. The majority of residential sites in the City are in Categories A and F and there are several sites in Categories C and D. None of the lands are in Categories D and E.

### **Geology**

The San Joaquin Valley is a geologic structural trough with its axis oriented northwest and southwest. The valley is bounded to the east by the granitic and metamorphic rocks of the Sierra Nevada, and to the west by the folded and faulted sedimentary, volcanic, and metamorphic rocks of the Coast Ranges. The crystalline rocks of the Sierra Nevada extend westward beneath the valley. These rocks are overlain by a westward-thickening wedge of marine and continental deposits about 10,000 feet thick in the Escalon area. The marine deposits are siltstone, shale, and sandstones. The thicker continental sediments overlie the marine deposits. These consist of unconsolidated alluvium, lacustrine, and flood plain sediments derived from the Sierra Nevada.

*Faults.* Earthquakes originate as movement or slippage occurring along an active fault. These movements generate shock waves that result in ground shaking. Structures of all types, if not designed or constructed to withstand ground shaking, may suffer severe damage or collapse. Faults located within San Joaquin County include the Tracy-Stockton Fault, the Black Butte Fault, the Tesla Fault, the Patterson Pass Fault, and the Midland Fault.

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The Tracy-Stockton Fault passes near Tracy to directly beneath (and beyond) Stockton in a northeasterly direction. Subsurface data indicates that no appreciable movement has occurred on this fault since Mid-Pliocene time, perhaps five million years ago or more, however, there is a serious question as to the inactivity of this fault since three known epicenters have been located near this fault in the central part of San Joaquin County.

The Black Butte and the Tesla Faults are located in the extreme southwest corner of San Joaquin County. There is no recorded evidence of any activity on either of these faults.

The Patterson Pass Fault extends northwest from the San Joaquin-Alameda County boundary toward Livermore. It seems unlikely that this small fault presents a significant seismic threat to San Joaquin County in comparison with the San Andreas system.

The Midland Fault crosses a small portion of the northwest part of the County. This fault is relatively inactive and the effects of earthquakes on the San Andreas, Calaveras, Hayward, or Tracy-Stockton Faults are considered far more significant.

According to the California Division of Mines and Geology Bulletin 198, "Urban Geology Master Plan for California," the Escalon area is shown to be in a low severity zone with a probable maximum intensity of VI or VII on the Modified Mercalli Scale of 1931.

*Building Safety.* New buildings in Escalon are constructed to prevent loss of life as a result of an earthquake. Older buildings, however, especially un-reinforced masonry buildings could collapse causing injury and loss of life. In order to eliminate these problems, reconstruction is necessary to at least provide for the adequacy of: (a) un-reinforced masonry bearing walls, (b) the anchorage of exterior parapets and ornamentation, (c) the anchorage of un-reinforced bearing walls to the floors and roof, (d) floor and roof diaphragms, and (e) the development of a complete bracing system to resist horizontal wind and earthquake forces. The City does not currently have a requirement to retrofit older buildings.

### **Flooding**

Flood prone areas are restricted to the failure of the New Melones Dam, localized ponding during intense rainstorms and dam failure on the upper reaches of rivers that traverse the County.

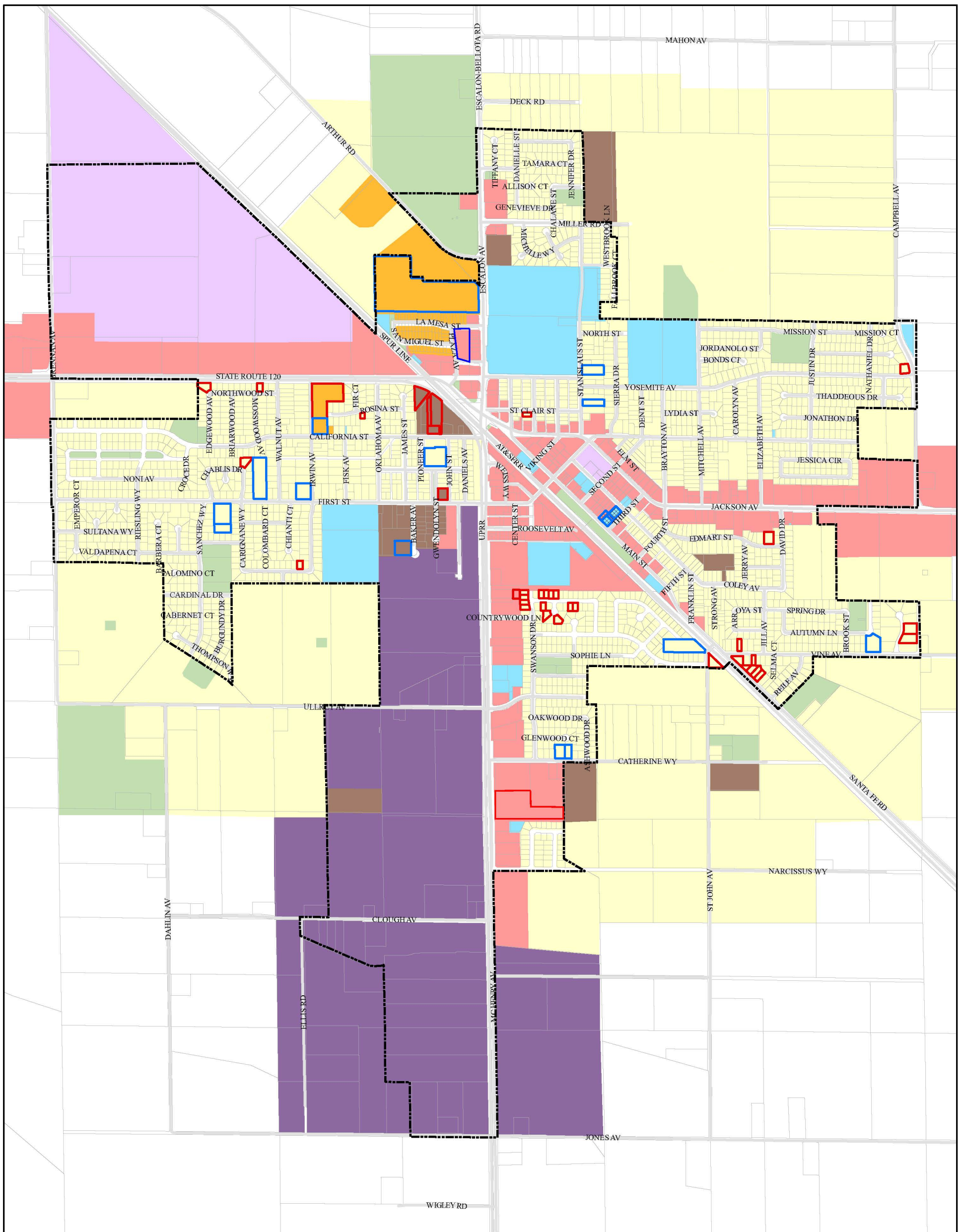
*Dam Failure.* There are a number of dams on upper reaches of rivers that traverse the County that could produce flooding should they fail. There are requirements that the owners of dams prepare maps showing areas that would be flooded should a dam fail. Dam failure inundation maps are available for the dams on the Stanislaus River. These maps indicate that the City of Escalon will flood if the dam fails. For planning purposes, the U.S. Army Corps of Engineers has estimated that it would take about three hours for the water to reach Escalon. The San Joaquin County Office of Emergency Services has prepared a County and Cities Dam Failure Evacuation Plan, June 1992, and a Flood Evacuation Plan, June 1995.

*Storm Water.* Flood zone mapping prepared by the Federal Emergency Management Agency (FEMA) indicates that there are no areas in and around Escalon that are in the 100-year or 500-

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year flood zones. Because of the comparative isolation of the community from major streams and rivers (Stanislaus River), the City of Escalon is not subject to flooding by such sources. Studies conducted by the FEMA in the community have determined that rainfall related ponding and consequent flood hazard potential represent minimal risk to Escalon. The City has prepared a Master Storm Drain Plan that addresses storm drainage collection, detention/retention, and pumping to minimize any impacts associated with storm events.

**Summary.** While the above-described constraints are typical of development in Escalon and the region, none of the available sites for housing described in this section are anticipated to be subject to environmental constraints that would impede the development of the property at the allowed zoning. None of the sites in the City are zoned for agricultural use. The SJMSCP provides project applicants for a streamlined, efficient method of mitigating potential impacts to special-status species, consistent with the requirements of state law. Development consistent with the City's Building Code and adopted Storm Drainage Master Plan will minimize risks associated with geological and flooding hazards and allow development of property consistent with uses and densities allowed in the Zoning Code. No additional programs are necessary to address environmental constraints.



**Legend**

Escalon City Boundary

**Inventory of Available Sites**

Vacant

Potential Site - Program 2-9

Underdeveloped

**General Plan Land Use Designations**

LD-Res - Low Density Residential

PF - Public Facility

I - Industrial

MD-Res - Medium Density Residential

OS - Open Space

C - Commercial

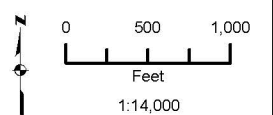
HD-Res - High Density Residential

LI - Light Industrial

Planned Development Overlay

CITY OF ESCALON HOUSING ELEMENT

**Inventory of Available Sites**





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## **CHAPTER FIVE – CONSTRAINTS TO HOUSING AND HOUSING RESOURCES**

New housing development can be affected by economic forces in the private market as well as regulations and policies imposed by public agencies. These constraints can limit the production of housing and increase its cost, and can also affect the maintenance and/or improvement of existing housing. Governmental and non-governmental constraints that can affect the housing market and stock in Escalon are discussed below. The Housing Program will identify ways, where feasible, to reduce or overcome constraints to the maintenance, improvement, and development of housing for all income levels.

### ***GOVERNMENTAL CONSTRAINTS***

Governmental regulations, while intentionally regulating the quality and safety of development in the community can also, unintentionally, increase the cost of development and thus the cost of housing. These governmental constraints include land use controls, such as policies, standards, codes, requirements, development fees, processing procedures, and other exactions required of developers.

Land use controls may limit the amount or density of development, thus increasing the cost per unit. They may also require improvements and/or off-site mitigation that increase the cost of development. Processing procedures, including review by multiple agencies and permitting requirements, may delay the approval process and increase the cost of development.

### **FEDERAL AND STATE**

Federal and state programs and agencies play a role in the imposition of non-local governmental constraints. Federal and state requirements are generally beyond the influence of local government, and therefore cannot be effectively addressed in this document.

### **California Environmental Quality Act**

The California Environmental Quality Act (CEQA) was developed to protect the quality of the environment and the health and safety of persons from environmental effects. Discretionary projects are required to be reviewed consistent with the requirements of CEQA to determine if there is potential for the project to cause a significant adverse effect on the environment. Depending on the type of project and its potential effects, technical traffic, noise, air quality, biological resources, and geotechnical reports may be needed. If potential adverse effects can be mitigated, a mitigated negative declaration is required. If potentially adverse effects cannot be mitigated, an environmental impact report is required. These documents have mandated content requirements and public review times. Preparation of CEQA documents can be costly and, despite maximum time limits set forth in the Public Resources Code, can extend the processing time of a project by a year or longer.

### **Water, Wastewater, and Stormwater Standards**

The State establishes water quality requirements and standards that affect the City's water system, wastewater system, and stormwater system. Drinking water standards (Maximum Contaminant Levels) established by Title 24 of the California Code of Regulations require the City to test and treat the City's municipal water supply to ensure safe drinking water. Wastewater

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standards enforced by the Central Valley Regional Water Quality Control Board through discharge permits require the City to test and treat wastewater to ensure that effluent meets health standards. Municipal stormwater discharge standards require the City to meet stormwater quality standards through the Phase II Municipal Separate Storm Water Sewer (MS4) permit program. These State requirements and standards increase the cost of providing water, sewer, and stormwater services to the City. State requirements and standards also change over time, which means that costly improvements and facilities provided by the City may not meet updated State standards and additional planning and improvements may be necessary when State standards are revised or when the City's permits are reviewed for renewal or extension. These requirements affect the cost of development and housing as the City's cost to plan for and provide services, as well as to construct improvements necessary to meet State standards, is reflected in the development impact fees paid by new construction projects and the City's cost to provide on-going services is reflected in the service fees paid by residents, businesses, and property owners.

### **Prevailing Wage Laws**

Public works projects and affordable housing financed through the use of public funds are required to pay prevailing wages, which create a significant cost impact on the construction or rehabilitation of affordable housing units for low or moderate-income persons and the infrastructure to support such housing. The rehabilitation of certain qualifying affordable housing units for low or moderate-income persons is exempted from this requirement. SB 972 provided for exemptions from prevailing wage requirements for the construction or rehabilitation of privately owned residential projects; however, typically State and federal-funded affordable housing projects are subject to prevailing wages.

### **LOCAL**

Land use controls are minimum standards included within the General Plan, and implemented through the Zoning and Subdivision Ordinances. General Plan land use designations are a means of ensuring that the land uses in the community are properly situated in relation to one another and providing adequate space for each type of development. Zoning regulations are designed to implement the intentions of the General Plan land use designations. They also control such features as height and bulk of buildings, lot area, yard setbacks, population density, the building use, etc. If zoning standards are significantly more rigid than private sector design standards and do not allow sufficient land use flexibility, then development costs could increase and housing production may decrease.

### **Escalon General Plan**

The Escalon General Plan provides a range of residential building types and densities in various areas of Escalon. Densities range from a low of 2 units per acre in the Estate-Residential areas to 29 units per acre in High-Density Residential areas. Below is a brief description of each General Plan residential land use district.

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## Residential Development

*Estate Residential.* Estate Residential areas provide opportunities for residential dwellings in a semi-rural setting, or in conjunction with small-scale farming and animal husbandry. Estate Residential densities are two dwelling units per acre (6 persons per acre).

*Low Density Residential.* Low Density Residential areas provide opportunities for residential dwellings at a density of 2 to 10 dwelling units per acre (up to 21 persons per acre). Duplex and halfplex units are available to increase overall densities when they are compatible with the development. Developments in excess of 7 units per acre require a Planned Development review process.

*Medium Density Residential.* Medium Density Residential areas provide opportunities for residential dwellings at a density of 10 to 15 dwelling units per acre (up to 40 persons per acre). Duplex, triplex and four-plex units are available for infill or new developments located at collector roadway intersections. Sites that are 3.5 to 5 acres are allowed up to 50 units in one contiguous development and sites with less than 3.5 acres may be considered when they are located at arterial/collector roadway intersections. This use may be permitted on corner lots in single-family zones where they conform to the General Plan policies for Medium Density Residential. This use may also be permitted in infill areas through a Planned Development review process.

*High Density Residential.* High Density Residential areas provide opportunities for residential dwellings at a density of 15 to 29 dwelling units per acre (up to 58 persons per acre). This use is allowed throughout the city at arterial and collector roadways. Sites that are 3.5 to 5 acres at arterial intersections allow up to 100 units. Sites that are 2 to 5 acres at arterial/collector intersections allow up to 75 units. Sites that are 1 to 3 acres at mid-block arterial roadways allow up to 50-units. This use is also allowed on downtown infill sites.

## General Plan Policies

In accordance with the Government Code and various environmental laws, the General Plan sets forth policies related to Open Space, Conservation, Economic Development, Air Quality, Land Use, Public Services and Facilities, and Urban Growth. These policies seek to protect and preserve important values of the community, but some tend to conflict with the ability to develop certain land for housing. Such conflicts can be considered a constraint. The General Plan policies that could serve as a constraint to housing development are presented below.

*Open Space, Conservation, and Recreation Element:* There are policy provisions in the General Plan that seek to protect and enhance open space, natural resources, and recreational resources to ensure a high quality living environment in Escalon. Open Space Policy 1 through 4, for instance, require the City to create and protect open space and agricultural land for the preservation of natural resources, outdoor recreation, and agricultural production. Natural Resources Policy 2 prohibits urban level development in the City unless the development is, or can be served by the City sewer system. To maximize farmland, open space, and wildlife habitat, Natural Resource Policy 8 establishes a greenbelt on all lands that are not designated for future annexation on the General Plan Land Use diagram.

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*Economic Development Element.* There are policy provisions in the General Plan that seek to maintain a balance of jobs to housing within the city. Commercial, Industrial and Residential Balance Policy 2 and 3 requires between four and nine acres of residential land for each acre of commercial and industrial space.

*Air Quality Element.* The General Plan includes policies that are designed to mitigate or improve air quality within the region. Air Quality Policies 1 and 2 promotes the air quality mitigation measures such as EPA-certified wood stoves, energy efficient designs, and project review procedures based on regional air plans.

*Land Use Element.* The City has adopted a Growth Management Ordinance that limits the yearly number of residential building permits within the City. Residential Land Use Policy 20 reinforces the requirement that future growth in the city shall conform to the Growth Management Ordinance.

*Public Services and Facilities Element.* The General Plan includes policy provisions to ensure that sufficient levels of public services are provided for existing and future development. Public Facility Improvement Policy 13 requires new development to demonstrate that adequate sewage capacity and sewage treatment capacity exist prior to development or that conditions of project approval will ensure adequate capacity will be created as part of the project prior to the issuance of building permits. Public Facility Improvement Policies 14 and 17 require the installation of new water wells for new development, and connection of all existing and future uses to the City's water system.

*Urban Growth Boundary Element.* There are policy provisions in the General Plan that define the limits for extending City services and infrastructure for planned growth. Urban Boundaries Policy 4 prohibits the premature conversion of agricultural lands where agricultural preserves are present. Urban Boundaries Policy 6 discourages new or expanded urban development outside of the city's Urban Growth Boundaries.

*Summary.* The General Plan sets forth policies related to Open Space, Conservation, Economic Development, Air Quality, Land Use, Public Services and Facilities, and Urban Growth in accordance with the Government Code and various environmental laws. While these policies can be viewed as a constraint to housing development, they seek to protect and preserve important values of the community, and are necessary to maintain the quality of life within the City of Escalon.

### **Zoning Code**

The Zoning Code identifies four residential zones, and five non-residential zones that allow residential development. Table 5-1 summarizes the uses allowed under each zone and Table 5-2 provides the development standards for each zone. All residential projects over one acre, except in the downtown area, are required to have a Planned Development (PD) overlay/combining district designation.

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## Residential Zones

*Estate – Residential District (R-E).* The R-E zoning district provides very low density residential areas for single-family development where lot sizes and densities are designed to accommodate large areas of open space for recreational activities compatible with a more rural residential environment. While the Zoning Code provided for this district, there is no land in the City zoned R-E.

*Low Density Residential District (R-1).* The R-1 zoning district provides low density residential areas for single-family development where lot sizes and densities are designed to accommodate large areas of open space for recreational activities compatible with a residential environment.

*Medium Density Residential District (R-2).* The R-2 zoning district provides medium density residential areas for single-family, two-family, and multiple-family dwelling units.

*Multi-Family Residential District (R-3).* The R-3 zoning district provides higher density residential areas for multiple-family residential dwelling units.

## Other Zones that Allow Residential

*Neighborhood Commercial District (C-1).* The C-1 zoning district provides small-scale commercial centers in which certain convenience goods and related services typically used on a daily basis are made available within walking distance of residential neighborhoods. The Zoning Code also includes provisions for single family residential, two family residential, residential condominiums, multi-family, and convalescent homes within this zone.

*Community Commercial District (C-2).* The C-2 zoning district is intended to encourage the continuance of a viable and predominantly pedestrian-oriented central business district for the city. The zone allows a wide variety of retail, service, entertainment and administrative activities which are necessary to serve a larger trading area than the city itself. The Zoning Code also includes provisions for single family residential, two family residential, residential condominiums, multi-family, convalescent homes, large residential care facilities, and small residential care facilities within this zone.

*Commercial-Industrial District (C-M).* The C-M zoning district provides areas that can accommodate high intensity commercial and light industrial uses that would not be suitable for neighborhood or downtown locations, but that provide both commercial and very light industrial services. The Zoning Code also includes provisions for single family residential, two family residential, residential condominiums, multi-family, convalescent homes, large residential care facilities, small residential care facilities, and emergency shelters within this zone.

*Limited Manufacturing District (M-1).* The M-1 zoning district provides for small scale light industrial, repair and service-oriented activities that provide services primarily to city residents. The Zoning Code also includes provisions for convalescent homes, large residential care facilities, small residential care facilities, and emergency shelters within this zone.

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*General Manufacturing District (M-2).* The M-2 zoning district provides larger sites for large scale light and heavy industrial uses. The Zoning Code also includes provisions for convalescent homes, large residential care facilities, and emergency shelters within this zone.

### Zoning Definitions

The Zoning Code provides the following definitions relative to residential uses:

- Condominium development means a structure or an appurtenant premise divided in ownership by the existence of condominiums, as defined by Section 783 of the state Civil Code, and includes instances where ownership is divided following prior single ownership of the entire structure and premises.
- Residential care facility, large serves seven or more people and consists of a family home, group care facility, or similar facility as determined by the Director of the State Department of Social Services, for 24-hour nonmedical care of persons in need of personal services, supervision or assistance essential for sustaining the activities of daily living or for the protection of the individual, as defined in Article 1 of Chapter 3 of the California Health and Safety Code, Section 1500 et seq.
- Residential care facility, small serves six or fewer people and consists of a family home, group care facility, or similar facility as determined by the Director of the State Department of Social Services, for 24-hour nonmedical care of persons in need of personal services, supervision or assistance essential for sustaining the activities of daily living or for the protection of the individual, as defined in Article 1 of Chapter 3 of the California Health and Safety Code, Section 1500 et seq. A residential facility serving six or fewer persons shall be considered a family dwelling for all zoning purposes and shall be subject to the same standards and permit requirements as a single-family residence.
- Residential, manufactured structure means a residential unit constructed off-site and delivered and installed on a lot. State law mandates that cities allow the installation of manufactured homes certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 on a foundation system on lots zoned for conventional single-family residential dwellings.
- Residential, mobile home means a trailer coach that is used as a dwelling all the year round, has water faucets and shower or other bathing facilities that may be connected to a water distribution system, and has facilities for washing and a water closet or other similar facility that may be connected to a sewerage system.
- Residential, multiple-family means a building having four or more independent and attached residential units.
- Residential secondary dwelling unit means an additional separate living unit with kitchen and full bathroom facilities, whether within the main structure or as a separate structure on the lot.

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- Residential, single-family attached means a building containing two or three independent and attached residential units.
  - Residential, single-family detached means a detached residential unit.
  - Residential unit means a building, or portion of a building, designed for occupancy as living quarters by one household and having no more than one kitchen and at least one bathroom. A residential unit may be either detached, attached, multifamily, or may be a manufactured structure. A dwelling unit may be owned, either wholly or as part of a condominium or stock cooperative, or may be rented as an apartment.

### **Zoning for a Variety of Housing Types**

The City's Zoning Code accommodates a variety of housing types and does not constrain occupancy of housing units. The Zoning Code defines a "family" as one or more persons occupying a premises and living as a single housekeeping unit, as distinguished from a group occupying a hotel, club, fraternity or sorority house. This definition is consistent with fair housing practices and is not a constraint.

#### ***Manufactured Homes***

A residential, manufactured structure is a home that is constructed off-site and delivered and installed on a lot. State law, Government Code Section 65852.3, mandates that cities allow the installation of manufactured homes subject to the same development standards as a single family dwelling on the same lot as long as they are on a foundation and certified under the National Manufactured Housing Construction and Safety Standards Act of 1974. Under this law, a mobile home that meets the National Manufactured Housing Construction and Safety Standards Act of 1974 would be required to be permitted in the same manner as a manufactured home. The City's Zoning Code defines manufactured homes as including mobile homes. While the Zoning Code standards at Section 17.41.070 of the Zoning Code are consistent with the State Law and allows manufactured homes where single family housing is allowed, there is an inconsistency in Section 17.11.040, which shows different approval requirements for a manufactured home than a single family home. Program 2-7 in the Housing Plan would revise Section 17.11.040 to identify the same requirements for a manufactured home as a single family home, consistent with State law.

#### ***Accessory Dwelling Units***

Government Code Section 65852.2 allows jurisdictions to have an ordinance in place to approve accessory dwelling units (ADUs); if a jurisdiction does not have an ordinance addressing ADUs, the Government Code requires jurisdictions to approve ADUs under standards established at Government Code Section 65852.2(b). The City updated its Zoning Code in August 2019 to ensure that the standards for ADUs are consistent with State law.

The City defines an ADU as an attached or detached residential dwelling unit, which provides complete independent living facilities for one or more persons. It shall include permanent provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as the single-family dwelling is situated. An accessory dwelling unit also includes an efficiency unit as defined in Section 17958.1 of the Health and Safety Code and a manufactured home as defined in Section

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18007 of the Health and Safety Code. This definition is consistent with Government Code Section 65852.2(i)(4).

The City's ADU standards are mostly consistent with the requirements of the State law as identified under Government Code Section 65852.2, ensure ADUs are not charged water and connection fees as a new unit, provide clear standards for the establishment of ADUs, and do not constrain the development of ADUs. However, the City's standards provide for ADUs in all residential zones but do not accommodate ADUs in non-residential zones; State law as amended requires an ADU be considered ministerially in all zones that allow residential uses. Program 2-7 in the Housing Plan would amend the City's ADU standards to be consistent with State law.

### ***Facilities for Disabled Households***

A large residential care facility is any use of a residential unit serving seven or more persons on a 24-hour per day basis. A small residential care facility is any use of a residential unit serving six or fewer persons on a 24-hour-per-day basis. The Zoning Code defines a small residential care facility as a single family home and allows small residential care facilities as a permitted use in all residential zones and indicates that small residential care facilities are subject to the same requirements as a single family dwelling in all other zones. The Zoning Code allows large residential care facilities within the R-3 zone by right and in all other residential zones with a conditional use permit. The C-2, C-M, M-1, and M-2 zoning districts also allow the large residential care facilities with a conditional use permit.

Health and Safety Code Sections 1267.8, 1566.3, 1568.08 require local governments to treat licensed group homes and residential care facilities with six or fewer residents no differently than other by-right single-family housing uses. "Six or fewer persons" does not include the operator, the operator's family or persons employed as staff. Local agencies must allow these licensed residential care facilities in any area zoned for residential use, and may not require licensed residential care facilities for six or less to obtain conditional use permits or variances that are not required of other family dwellings. The Zoning Code is consistent with these requirements.

The City does not have minimum distance or concentration requirements for residential care facilities or group homes.

Parking standards for housing for disabled persons are the same as all residential development and do not pose a constraint on development of housing for disabled persons. The Zoning Code also includes provisions to modify the required number of off-street spaces for certain uses, including housing for persons with disabilities where it can be demonstrated that automobile use or ownership is significantly lower than for other dwellings or lodging houses. This parking reduction provision is consistent with State law.

Accessory dwelling units, which could house on-site caretakers assisting disabled persons, are allowed within all residential zones. This is consistent with state law.

Health and Safety Code Section 17959 requires a builder of new for-sale residential units to provide potential buyers with a list of specific "universal design features" which make a home safer and easier to use for persons who are aging or frail, or who have certain temporary or



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permanent activity limitations or disabilities. Escalon follows the requirements of the Americans with Disabilities Act (ADA) in regard to the development of accessible housing. The Housing Plan includes measures to regularly review the City's codes and practices to identify and remove constraints, as well as to provide incentives to encourage housing for disabled persons.

**Table 5-1: Uses Allowed by Zoning District**

	Residential Zones				Non-Residential Zones				
	R-E	R-1	R-2	R-3	C-1	C-2	C-M	M-1	M-2
Single Family	P	P	P	P6	P2	P2	P2	NO	NO
Two Family	NO	NO	P	P	P2	P2	P2	NO	NO
Two Family, on corner lot	P	P	P	P	NO	NO	NO	NO	NO
Condominium	NO	NO	P	P	C2	C2	C2	NO	NO
Multiple Family	NO	NO	NO	P	C2	P5	C2	NO	NO
ADU	P	P	P	P	NO	NO	NO	NO	NO
Manufactured Homes	P1	P1	P1	P1	NO	NO	NO	NO	NO
Mobile Home Park	NO	NO	NO	C	C2	NO	NO	NO	NO
Residential Care Facility, Large	C	C	C	P	NO	C	C	C	C
Residential Care Facility, Small	P	P	P	P	P2	P2	P2	NO	NO
Emergency Shelters	NO	NO	NO	C	NO	NO	C	P7	P7
Employee Housing	P	P	P	P6	P2	P2	P2	NO	NO
Supportive Housing	Permitted subject to the same requirements and standards as residential uses of the same type (e.g., single-family dwelling, multiple-family dwellings, etc.).								
Transitional Housing	Permitted subject to the same requirements and standards as residential uses of the same type (e.g., single-family dwelling, multiple-family dwellings, etc.).								

Source: City of Escalon Zoning Code, 2019

NO – Not Allowed C – Conditional Use Permit P – Permitted T – Temporary Use Land Permit

1. Manufactured homes must be certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 on a permanent foundation.
2. Residences in Non-R District. Residential uses in any commercial zoning district shall comply with the development regulations applicable in the R-3 district; no residential use is allowed on the ground floor of any commercial building in any non-R district unless the project is approved under the planned development zoning district process.
3. Small family day care homes must meet requirements of Health and Safety Code (HSC) Sec. 1597.45; large family day care homes must meet requirements of HSC Sec. 1597.46.
4. Condominium and townhouse developments can be approved only under the planned development zoning district process.
5. Multifamily residential allowed as a permitted use with a preliminary development plan.
6. Single-family units in the R-3 zoning district are limited to a single family unit that is: (a) replacing an existing single family unit on a one for one basis; (b) on an existing lot of 6,000 square feet or less; or (c) part of a housing development with the majority of units affordable to extremely low-, very low-, and/or low-income households.

**7. Emergency shelters are a permitted use subject to the standards established under Chapter 17.50A. Table 5-2: Development Standards by Zoning District**

Zoning District	Min. Lot Size (sf)	Maximum Densities (du/net ac)	Min. Lot Width (ft)	Front Setback (ft)	Side Setback (ft)	Rear Setback (ft)	Max. Height	Off-street Parking Per Unit	Maximum Coverage (%)	Open Space (sq ft)
<b>Residential Districts</b>										
R-E	25,000	NA - 1.74	100	25	10/20	20	35	2	35	NA
R-1 <sup>5</sup>	6,000 – interior; 7,000 - corner	2 - 6 (7 – 10 du/ac with PD)	60	15 - with porch/ 20 – no porch	5/ 15 – corner lot, street side	20	35	2	65	NA
R-2	3,000 <sup>1</sup>	10 - 15	60	15 - with porch/ 20 – no porch	5/ 15 – corner lot, street side	20	35	2 <sup>2</sup>	65	200 <sup>3</sup>
R-3	1,500 <sup>1</sup>	15 - 29	60 – interior; 70 - corner	15 - with porch/ 20 – no porch	5	20	35	2 <sup>2</sup>	70	200 <sup>3</sup>
<b>Other Districts Allowing Residential Uses</b>										
C-1 <sup>6</sup>	1,500	15 - 29	Same standards as R-3							
C-2 <sup>6</sup>	1,500	15 - 29	Same standards as R-3							
C-M <sup>6</sup>	1,500	15 - 29	Same standards as R-3							
M-1	1,500	15 - 29	Same standards as R-3							
M-2	1,500	15 - 29	Same standards as R-3							

Source: City of Escalon Zoning Code

1 6,500 sf minimum for the first two dwelling units in R-2; 7,500 sf minimum in R-3 for first two dwelling units

2 Senior housing is required to have one parking space per unit and one visitor space per every four units

3 Per Dwelling Unit, May be provided as private or community area, or a mixture of the two

4 Yard requirements if district is adjacent a residential zone

5 – The R-1 district includes minimum square footage requirements: Studio – 450, 1-Bedroom – 650, 2-Bedroom – 800, 3-Bedroom – 900, and 4-Bedroom – 1,000.

6 – The R-3 standards apply to residential development in nonresidential districts, including C-1, C-2, C-M, M-1, and M-2.

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### ***Housing for Agricultural Workers***

There is no zoning for agricultural or farming uses within the City. Farmworker housing can be provided through 1) employee housing for 6 or fewer employees, which is treated as a single family home, 2) accessory dwelling units, which are permitted by right in all residential zones, 3) multi-family development, which is permitted by right in the R-3 zone and conditionally permitted in commercial zones subject to R-3 standards, and 4) boardinghouses, which are conditionally permitted in R-3, C-1, and C-2 zones. Currently, farmworker housing needs are met through existing affordable and market rate units. As described in Chapter 3, no increase in demand for farmworker housing is anticipated so development of farmworker housing is not anticipated to be necessary. While an increase in demand for farmworker housing is not anticipated, farmworker housing can be developed within the city. Farmworker units, such as those assisted through the US Department of Agriculture Rural Development Sections 514/516 Program can be developed as a multifamily project on R-2 or R-3 land, or as a single family development on R-1 sites.

The City updated the Zoning Code in December 2016 to define 'Employee Housing' as housing providing accommodations for six or fewer employees. Employee housing is treated as a single-family home and is permitted in all zones that allow single-family residences, subject to the same standards and permit requirements as a single-family residence. This definition is consistent with State law and accommodates employee housing, including farmworker housing. The City's provisions for employee housing, multi-family development, and boardinghouses provide opportunities for farmworker housing.

### ***Facilities for Homeless and Households At-Risk of Homelessness***

Facilities and housing for homeless persons and those at-risk of homelessness fall into three categories: supportive housing, transitional housing, and emergency shelters.

*Supportive and Transitional Housing.* In December 2016, the city updated the Zoning Code to revise the definitions of supportive and transitional housing to be consistent with the definitions provided by Government Code Section 65582.

Supportive housing means housing with no limit on length of stay, that is occupied by the target population, and that is linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

Transitional housing and "transitional housing development" means buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.

State law requires the consideration of both supportive and transitional housing as residential uses that must only be subject to the same restrictions that apply to similar housing types in the same zone. In December 2016, the City updated the Zoning Code to allow such uses subject to the same standards of other residential uses of the same type. This means that a single family

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transitional or supportive housing development would be subject to the same standards as any other single family development proposed in the same zone. Similarly, a multifamily transitional or supportive housing development would be subject to the same standards as any other multifamily development proposed in the same zone.

AB 101 requires jurisdictions to further streamline approval of eligible supportive housing applications, including allowing supportive housing by right in all zones that allow residential and mixed use. The City's Zoning Code does not address these recent requirements. Program 2-7 in the Housing Plan requires the Zoning Code to be updated to address this requirement.

*Emergency Shelters.* Every local agency must identify a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit. The identified zone or zones must include sufficient capacity to accommodate the need for emergency shelter as identified in the housing element, except that all local governments must identify a zone or zones to accommodate at least one year-round shelter. Adequate sites/zones can include existing facilities that can be converted to accommodate the need for emergency shelters.

The Zoning Code was updated in December 2016 to include provisions for ministerial approval of emergency shelters in the M-1 and M-2 districts. The M-1 district provides for small scale light industrial, repair and service-oriented activities that provide services primarily to city residents. The M-2 district provides larger sites for large scale light and heavy industrial uses that will not adversely impact the city's sewer or water capacity, and will not have a significant negative impact on the city. These districts were selected due to the availability of sites, appropriateness of the emergency shelter use, and proximity of vacant, available sites to services and transit. Vacant sites of 0.5 acre and larger are available in both districts and are more than adequate to accommodate the City's needs for emergency shelter. The City's standards for the development of emergency shelters are established in Chapter 17.50A of the Zoning Code. The standards regulate the maximum number of beds, off-street parking, size and location of exterior and interior onsite waiting and client intake areas, the provision of onsite management, the proximity to other emergency shelters (300 feet), the length of stay, lighting, and security, as allowed by Government Code Section 65583 (a)(4). The standards limit occupancy of emergency shelters to eight persons, or the unsheltered need identified in the adopted Housing Element, whichever is greater. This requirement ensures that the City will continue to allow adequate emergency shelters to accommodate the City's homeless population.

***Low Barrier Navigation Centers:*** Low barrier navigation centers are a housing first, low barrier, temporary, service-enriched shelter that are identified and defined by State law. AB 2162 requires jurisdictions to further streamline approval of eligible low barrier navigation center applications in areas zoned for mixed use and residential zones permitting multifamily uses, subject to specific criteria. The City's Zoning Code does not address these recent requirements. Program 2-7 in the Housing Plan requires the Zoning Code to be updated to address this requirement.

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

Extremely low income households can be housed in affordable housing developments with deep subsidies, such as Project-Based Vouchers (formerly Section 8) or Section 232. These types of projects are typically multifamily apartments and are permitted by right in the R-3 and C-2 zones and with a conditional use permit in the C-1 and C-M zones. Other housing opportunities for extremely low income households include housing with shared facilities, such as living or dining areas, with private sleeping areas and are often referred to as single room occupancies (SROs). This type of development allows rents to be much lower than those associated with typical apartment complexes. An SRO could be constructed as a multifamily housing project in the R-3 and C-2 zones. Escalon’s boardinghouse use also allows for facilities such as SROs and is permitted in the R-3, C-1, and C-2 zones with a site a conditional use permit. As discussed in Chapter 4, there are vacant sites with these land use designations, which provide opportunities for housing for extremely low income persons.

### **Parking Requirements**

The Zoning Code establishes parking standards for various types of facilities. Table 5-3 provides those parking requirements. The City’s parking requirements for single family homes, condominiums, and townhomes are two parking spaces per unit. Multiple-unit facilities require 1.5 spaces per unit, plus .5 visitor spaces per unit. Secondary units require one parking space per unit. The Zoning Code includes provisions to modify the required number of off-street spaces for uses such as mixed use elderly housing (where both elderly and nonelderly housing is provided), housing for persons with disabilities, or retirement homes where it can be demonstrated that automobile use or ownership is significantly lower than for other dwellings or lodging houses. This parking reduction provision is consistent with State law. While the City’s density bonus provisions are consistent with Government Code Section 65915, the Zoning Code does not enumerate the parking standards for a qualified density bonus project that may be requested by a developer. Program 4-6 would update the Zoning Code to allow affordable housing and special needs housing projects to either use the City’s standards or to use the parking standards permitted by Government Code Section 65915(p)(1), which provides reduced ratios to affordable projects that qualify for a density bonus, based on the number of bedrooms, and reduced ratios for certain senior housing projects. This program will ensure consistency with State law and will reduce the cost of providing parking and will allow affordable and senior developments to more efficiently use a project site.

**Table 5-3: Parking Requirements by Facility**

<b>Facility</b>	<b>Parking Requirement</b>
Senior Housing	1 space per unit, plus 1 visitor space per 4 units.
Accessory dwelling unit	1 space per unit
Single-family residential, condominiums, townhouses and two-family dwellings	2 spaces per unit
Multiple unit dwelling	1.5 spaces per unit, plus .5 visitor spaces per unit

*Source: City of Escalon Zoning Code, 2019*

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### On-Site and Off-Site Improvements

Subdivisions and parcel maps are required to provide necessary for the general use of residents of the subdivision and to meet local traffic and drainage needs. The improvements required as conditions of approval of the tentative subdivision or parcel map may include, but are not limited to, the following:

- Grade and fill to a grade acceptable to the city engineer and construct all necessary grade crossings, culverts, bridges and other related works;
- Construct and install all drains, drainage facilities, channel improvements and other drainage works required to provide adequate drainage for the subdivision and to protect all lots and adjacent land from flood or overflow by storm or flood waters in accordance with the accepted plans for drains and drainage works;
- Construct and install concrete curbs, gutters and sidewalks on both sides of every street and on the proximate side of each existing or dedicated street bordering the subdivision. If a street is an extension of a turnaround or temporary turnaround, the bulbed portion shall be removed and required improvements installed;
- Install or provide for the installation of water mains, sanitary sewer, storm drains, necessary appurtenances and all laterals required to serve each lot;
- Relocate or provide for the relocation of any underground or overhead utility, including irrigation lines and traffic signal lines, the relocation of which is necessitated by development of the subdivision;
- All underground utilities, sanitary sewers, storm drains and other facilities installed in streets or alleys shall be constructed prior to the paving of such street or alley. Service connections for all underground utilities and sanitary sewers shall be laid at such lengths to avoid disturbing the street or alley improvements when service connections thereto are made;
- Install street pavement;
- Install sidewalks, alleys, pedestrian ways and bikeways;
- Provide for the planting of residential street trees;
- Install or provide for the installation of street lighting facilities; and
- Construct of fencing, walls, or sound reduction barriers, where necessary.

Projects that do not require a parcel map, such as development of a single family home or duplex on an existing lot are required to connect to utilities and may be required to provide street improvements, such as curb, gutter, sidewalk and drainage facilities. Deferred street improvement agreements may be executed by the city council if appropriate.

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### Affordable Housing Ordinance

The City's Affordable Housing Ordinance requires residential developments to provide 10 to 15 percent of units at rents or costs affordable to very low, low, and moderate income households. The ordinance was adopted to ensure that affordable housing is constructed and maintained within the City and to assist in meeting the City's share of regional housing needs.

Escalon's affordable housing requirements are similar to those of other jurisdictions throughout the state. Statewide, jurisdictions with inclusionary housing programs typically require from a minimum of 10 percent up to 25 percent of units to be affordable to very low, low, and moderate income households. Escalon's requirement of 10 to 15 percent falls within the typical range. In the vicinity of Escalon, the City of Ripon requires housing developments to provide at least 10% of units affordable at FHA lending limits for San Joaquin County, to provide 5 percent of units at prices affordable to low and moderate income households, or to provide an equivalent affordable housing component.

For all residential projects that require a tentative and final map or a parcel map, the developer is required to enter into an inclusionary housing agreement and provide affordable housing units to satisfy the requirements of the ordinance, unless the city council makes a finding of infeasibility. The inclusionary housing agreement must be executed and recorded as a condition of approval for any tentative or parcel map. The Affordable Housing Ordinance requires the affordable units to be constructed on-site, unless the developer demonstrates that provision of the units on-site is not feasible in which case the developer may dedicate land or pay in-lieu fees. The City may also allow a developer to provide the units off-site. If a development does not require a tentative and final map or a parcel map, the developer may pay in-lieu fees and is not required to enter into an inclusionary housing agreement. Developers of projects with less than 10 units may also pay in-lieu fees.

Subject to the approval of the City Council, the City Manager determines the percentage of units in the residential development that will be available to very low, lower, and moderate income households. Unless the City expressly and in writing permits otherwise, the developer shall provide very low, lower and moderate income inclusionary units in equal numbers in the residential project and in each phase of the residential project. While the requirement to provide 10 to 15 percent of units as affordable is not considered a constraint, this component of the Ordinance provides for flexibility and allows the City Manager to work with each project proponent to develop an affordable housing requirement between 10 and 15 percent that provides for the City's affordable housing needs while accommodating any unique aspects of the project.

Developers that wish to dedicate land or pay in-lieu fees instead of building the inclusionary units must request a finding of infeasibility from the City Council. In order to request this finding, the developer files a request with the City Clerk no later than the date on which the developer files its application for its first discretionary approval by the City or the time of application of a building permit, whichever is earlier. A request for infeasibility must include a description of the project, a detailed explanation of why it is infeasible to provide inclusionary units within the residential project, and any other information the city manager or his or her designee deems necessary or



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relevant to enable the City Council to make a reasoned determination. “Feasible” means that even with the construction of inclusionary units pursuant to the Ordinance, the residential project as a whole remains reasonably capable of being built and marketed given the conditions prevailing at the time of approval of the residential project.

All in-lieu fees are paid prior to issuance of any building permits for the development. Resolution 28-08 sets forth the method of calculating in lieu fees. The in-lieu fee is calculated differently for residential projects with more than 10 units and projects with less than 10 units. A residential project with more than 10 units would pay an in lieu fee for each of affordable units required but not constructed based on the greater of the following: 1) an amount equal to 50 percent (for very low), 75 percent (for low), or 100 percent (for moderate) of the median sales price of homes in Escalon as established by the Sacramento Association of Realtors (CVAR) at the time of building permit issuance, or 2) an amount equal to 50 percent (for very low), 75 percent (for low), or 100 percent (for moderate) of the median sales price plus half the difference between the median sales price and the median listing price. Projects with less than 10 units would pay an in lieu fee based on the percentage of required affordable units multiplied by: 1) an amount equal to 50 percent of the median sales price of homes in Escalon as established by the CVAR at the time of building permit issuance, or 2) an amount equal to 50 percent of the median sales price plus half the difference between the median sales price and the median listing price. Since the amount is based on the median sales price, it will increase at times when the housing market is strong and decrease at times when the housing market is weak.

Only one project, Silverwood, constructed to date has been required to provide affordable units. The Silverwood project had 34 total units and was required to provide 3.4 affordable units (10 percent). However, the builder requested that 0.4 unit be waived as a concession. The City allowed this request and only required the three units. The units were constructed on-site as a duplex unit and single family home.

From October through March 2009, market rate units in Silverwood were selling from \$300,000 up to \$375,000. There were five homes remaining priced from \$239,990 (four bedrooms) to \$281,543 (five bedrooms). Based on these sales prices and the 2009 County income levels, the units were affordable to moderate and above moderate households and were not priced out of reach to households.

If the cost to construct the required affordable units is infeasible for the developer, they can request to pay in lieu fees, dedicate land, or demonstrate that providing the affordable units renders the development infeasible. Based on the median sales price of \$254,900, the in-lieu fee for the Silverwood development would have been approximately \$573,525, or \$16,868 per market rate unit. The fee for a given project would depend on the prices and market conditions at the time of the development.

Leer Village, which has eight units, is required to provide one moderate income inclusionary unit, but chose to pay the in-lieu fee, as the project was under 10 units total. It is anticipated that the moderate income sales or rental price will be comparable to market rate for the Leer Village project. As described in Chapter 4, Leer Village would have unit sizes from 691 to 1,276 sq. ft.

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Based on the average price per square foot for single family homes in Escalon, the price of Leer Village units is anticipated to be from \$171,000 for the smaller unit to \$315,172 for the largest unit. These prices are in the general range of prices affordable to moderate income households (see Table 3-26).

The ordinance also allows a developer to dedicate land to meet its affordable housing requirement. The Silverwood developer could have dedicated lots to a non-profit developer in order to meet its obligation. This would have been the most cost-effective approach as the developer would not have realized a profit on those lots, but would not have incurred any costs associated with constructing, marketing, and selling the affordable units.

The City allows a developer to request incentives, including a density bonus, which would allow the developer to construct additional market rate units than would otherwise be allowed and would offset some of the cost of providing the affordable units or paying in lieu fees; a fee waiver or deferral which would also offset some of the cost of providing the affordable units; modification to development standards which may reduce the cost of constructing the units or accommodate additional units to offset the cost of providing affordable units or paying in lieu fees; or assistance in obtaining financing or subsidies (if available) which would offset the cost of constructing the affordable units. The developer requests specific incentives at the time they make their development application to the City. Any request for incentives is reviewed as part of the review of the overall entitlements for the development project.

The housing market has declined since adoption of the Affordable Housing Ordinance, so the level of recent development is not a good measure of the effects of the ordinance. Following adoption of the 2010 Housing Element, the City updated the Zoning Code to revise the Affordable Housing Ordinance requirements as follows: 1) reduce the minimum lot size for affordable units to the minimum lot size in the development, with the exception of duplex units which must have a combined lot size that is equal to or greater than the median lot size in the development, 2) ensure that there are incentives in place for developers to provide the affordable units, 3) establish a process for developer's to request incentives, 4) provide relief to projects that would not be financially viable with the affordable housing requirement, and 5) ensure that the ordinance does not result in pricing entry-level housing developments beyond the means of entry-level buyers. The revisions also included a monitoring component to ensure that the Affordable Housing Ordinance does not constrain the production of housing necessary to meet Escalon's needs.

Since the revisions to the Affordable Housing Ordinance, the only project subject to the ordinance has been Leer Village. New residential development that occurred following the 2010 Housing Element has generally been limited to in-fill development of individual single family parcels, including existing single family lots in existing subdivisions. The 2010 changes to the Affordable Housing Ordinance ensure that the Affordable Housing Ordinance is not an obstacle to development and does not unduly constrain development of housing.

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### Density Bonus Ordinance

Chapter 17.48 of the Zoning Code includes provisions for a density bonus. The density bonus ordinance is intended to implement these goals by complying with the State Density Bonus Law, Government Code Section 65915 et seq., and in providing below market rate (BMR) housing units. This law provides that a local government shall grant a density bonus and additional incentives, or financially equivalent incentive(s), to a developer of a housing development agreeing to construct a specified percentage of housing for lower income households, very low-income households, moderate income households or senior citizens. The ordinance is intended to contribute significantly to the economic feasibility of lower income housing in proposed housing developments, while also accomplishing the requirement for inclusionary housing units.

All housing developments containing five or more units (excluding density bonus units) are eligible for a density bonus of up to 35 percent, and one or more additional incentives upon the developers agreeing to construct the percentage of dwelling units or donate land as specified in Section 65915 as amended.

The City's Density Bonus Ordinance provides a density bonus to housing developments consistent with the requirements of State law and includes various incentives including: a reduction in site development standards, such as reduced parking requirements, open space requirements, and setback requirements; reduced park dedication fees; reduced application and construction permit fees; and tax-exempt financing or other financial assistance as approved by the city council.

The ordinance requires all below market rate (BMR) units to remain affordable for at least 50 years. Any rental BMR units targeted for lower income households must be affordable at a rent that does not exceed 30 percent of 60 percent of the San Joaquin County median income adjusted for household size, or as modified by state law. The rental BMR units targeted for very low-income households must be affordable at a rent that does not exceed 30 percent of 50 percent of the San Joaquin County median income adjusted for household size, or as modified by state law. All BMR for-sale units must be sold to senior citizens or first-time home buyers. The first-time homebuyer units must be occupied by the very low, low, or moderate income household that purchases the unit. The City's requirements for BMR units require affordability for a shorter term than State law and the requirement that BMR for-sale units must be sold to senior citizens or first-time homebuyers exceeds the requirements of State law. The Housing Plan includes a program to amend these provisions, which will be implemented concurrently with this Housing Element Update.

Following adoption of the City's 2010 Housing Element, the City's Density Bonus Ordinance was revised to provide up to two incentives to: 1) a multifamily project of 15 or more units that request consolidation of two or more contiguous small lots, 2) a housing project of 10 or more units restricted to occupancy by persons with a disability and their caretakers, and 3) a multifamily housing project of 15 or more units that provides a minimum of 20 percent of the units as large units with three or more bedrooms. These revisions were intended to encourage multifamily projects that include a lot consolidation component, housing for disabled persons, and rental housing for large families.

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The City's Density Bonus Ordinance is consistent with the requirements of State law and provides incentives beyond those required by State law in order to further encourage multifamily and special needs housing.

### **Short-term Rentals**

The City does not have restrictions on short-term housing rentals.

### **Subdivision Ordinance**

The Subdivision Ordinance regulates the subdivision of land and real property within the City for the purposes of sale, lease or financing in all instances except those which are exempt under the provisions of the Subdivision Map Act of the state of California as set forth in Title 7 of the California Government Code. The ordinance provides for regulation and control of design and improvement of subdivisions to preserve the public health, safety and general welfare; to promote orderly growth and development; to promote open space, conservation, protection and proper use of land; and to ensure the provision of adequate traffic circulation, utilities and other services of the city.

### **Growth Management Ordinance**

The Growth Management Ordinance (GMO), located at Chapter 15.04 of the Municipal Code, provides for an annual allocation of building permits, which ensures that limited municipal services and utilities are equitably distributed. The GMO is intended to reduce the potential for wasteful construction of public facilities on a crisis basis; overburdening of municipal services and utilities; increases in tax costs in excess of tax gains; premature and inefficient commitment of prime agricultural land to urbanization; and environmentally detrimental development patterns. The GMO specifies that it is intended to control the rate and location of growth while still meeting the future housing needs as determined by the Housing Element. Following the City's 2010 Housing Element, the GMO was updated consistent with Housing Element Program 2-6, which revised the Growth Management Ordinance to ensure that adequate allocations are provided to accommodate the City's fair share of housing needs through 1) providing allocations for extremely low, very low, and low income units on a 2 for 1 basis, 2) increasing the number of allocations available during the second round to a maximum of 25, and 3) requiring annual monitoring of the ordinance to ensure that it does not constrain the development of housing.

The GMO allows a maximum of 75 new building permits to be issued annually for the construction of new single-family dwelling units. The City Council may allow up to 100 building permits to be issued in a year, including permit allocations rolled over from the preceding year; provided, that non-rollover permits do not exceed 75. Applications for rollover allocations have priority over applications for new allocations.

Building permits are allocated twice per year. The primary allocation period provides allocations for the full fiscal year. Applications for unused allocations can be rolled over to the next fiscal year. Rollover requests receive priority. Applicants requesting allocations for subdivisions and multifamily developments are encouraged to apply for allocations at the primary allocation period which occurs July 1 of each fiscal year. In order to receive allocations in the primary allocation period, project applicants must have their map finalized (for single family projects) and

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necessary approvals (for multifamily projects) and submit an application by May 1<sup>st</sup>. Since the growth allocation process follows the necessary entitlements (final map or site plan approval), the City will work with an applicant during the processing of their map or site plan application to ensure that the applicant understands the process to apply for allocations and to work with the applicant to receive necessary materials so that a development can receive its entitlements in a timely manner to apply for its allocations. Further, since an applicant will have already gone through the entitlement process, the City will have reviewed the proposed project and made a decision on the subdivision map or site plan. When an applicant is at the stage of applying for an allocation, the City has already reviewed and approved the proposed development project. This provides the applicant with the certainty that the City desires the applicant's project and streamlines the development process.

The secondary allocation period provides allocations only for the remainder of the fiscal year in which granted and these allocations are considered on January 1<sup>st</sup>. Allocations allotted in the secondary period are not eligible for rollover requests. Planning staff works with project applicants to assist in the timing of requests for approvals, so that project applicants have a clear understanding of the process and can submit application materials in a timely manner to be eligible for the primary allocation period. The secondary allocation period is limited to twenty-five allocations and only one allocation per applicant. The primary allocation period is the only one that allows adequate allocations to accommodate subdivisions and larger residential projects; this limits a developer's ability to apply for an allocation to construct a significant portion of a major project to a single application period each year.

The GMO encourages development of affordable housing (extremely low, very low, and low income units), multi-family, and mobile home units through counting each two affordable, multi-family, or mobile home units as a single allocation. The GMO also allows the City Council to set aside allocations for a multi-family project at any point throughout the year as part of the approval process for the multi-family project. There have been no multi-family projects in Escalon since the GMO was enacted. This approach provides certainty for the multi-family developer by allocating their units as part of the project approval process and outside of the allocation application period.

The Council may also set aside senior affordable allocations and reduce the following year's allotment by the number of affordable senior units. The senior unit allocation can be guaranteed up to 15 permit allocations per year for a two-year period (up to 30 allocations guaranteed). For a senior project to receive this priority allocation, it must provide both owner and renter units, provide on-site amenities conducive to both active and passive senior lifestyles, be permitted by a development agreement that includes a minimum of 10 percent each for very low, low, and moderate income dwelling units that are deed restricted for affordability.

In addition to the provisions to accommodate affordable housing, multifamily housing, mobile homes, and senior units, the Growth Management Ordinance exempts:

- Single lots of record as of December 31, 2000, which is restricted to a single-family residential unit by the zoning regulations;

- Rehabilitation or remodeling of an existing dwelling, or conversion of apartments to condominiums, so long as no additional dwelling units are created; and
- Residential units on parcels zoned P-D which are deed restricted for affordability by low- and very low-income households for a period of at least 50 years. The number of units to be so exempted shall not exceed the city's average annual fair share for very low and low-income housing units as estimated by the San Joaquin County council of governments.

The Growth Management Ordinance includes provisions to accommodate development of multifamily housing, mobile home parks, and affordable senior units by increasing the allotment for these units in any given year and allowing these types of projects to be guaranteed a specific allocation without competing in the allocation process. The Growth Management Ordinance exempts very low and low income units that are zoned P-D and deed restricted for affordability for at least 50 years. These provisions accommodate development of affordable and higher density housing and ensure that affordable units are either provided priority or exempted from the process. During the 2003-2008 Housing Element cycle, the three affordable units in the Silverwood subdivision were exempted from the Growth Management Ordinance process.

As shown in Table 5-4 below, the City’s GMO has allowed adequate allocations to accommodate the RHNA during the 2014-2023 cycle. Of course, the City cannot compel developers to obtain allocations during the RHNA period and from 2014/15 through 2015/16, there have been no applications. In previous years, allocations requested and approved have been significantly less than available allocations.

**Table 5-4: Growth Management Allocation Trends**

<b>Fiscal Year</b>	<b>New Allocations Requested</b>	<b>Rollover Allocations Requested</b>	<b>Allocations Approved (New/Rollover)</b>	<b>Annual Allocation Available</b>
<b>2003 to 2006 Historical Allocations</b>				
<b>2003/04</b>	89	4	75/4	75 new – up to 100 total
<b>2004/05</b>	81	9	75/9	75 new – up to 100 total
<b>2005/06</b>	78	19	75/19	75 new – up to 100 total
<b>2006/07</b>	60	28	60/28	75 new – up to 100 total
<b>2007 to 2014 Allocations</b>				
<b>2007/08</b>	28	26	28/26	75 new – up to 100 total
<b>2008/09</b>	21	0	20/0	75 new – up to 100 total
<b>2009/10</b>	0	0	0	75 new – up to 100 total
<b>2010/13</b>	50	0	50/0	75 new – up to 100 total
<b>2011/12</b>	0	50	0/50	75 new – up to 100 total
<b>2012/13</b>	50	0	50/0	75 new – up to 100 total
<b>2013/14</b>	0	45	0/45	75 new – up to 100 total

<b>2014/15</b>	0	0	0/0	75 new – up to 100 total
<b>2007 - 2014</b>	149	121	149/121	600 new allocations available during the RHNA period. All allocations requested, both new and rollover, were approved.
<b>2014 to 2023 Allocations</b>				
<b>2014/15</b>	0	0	0/0	75 new – up to 100 total Note: 31 of the 45 units allocated in 2013/2014 were built in 2014/2015.
<b>2015/16</b>	0	0	0/0	75 new – up to 100 total
<b>2016/17</b>	24	0	24/0	75 new – up to 100 total
<b>2017/18</b>	1	24	1/24	75 new – up to 100 total
<b>2018/19</b>	12	23	12/23	75 new – up to 100 total
<b>2019/20</b>	14	0	14/0	75 new – up to 100 total
<b>2020/21</b>	-	-	-	75 new – up to 100 total
<b>2021/22</b>	-	-	-	75 new – up to 100 total
<b>2022/23</b>	-	-	-	75 new – up to 100 total
<b>2023/24</b>	-	-	-	75 new – up to 100 total
<b>2014-2023</b>	51	47	51/47	750 allocations available during the 5 <sup>th</sup> RHNA period. All allocations requested, both new and rollover, were approved.
<b>Remainder of 5<sup>th</sup> Cycle: 2020-2023</b>	339 allocations available remainder of 5 <sup>th</sup> Cycle: 14 allocations (as of August 2019) plus 325 new allocations available (25 allocations in the second allocation period for 2019/20 and 75 allocations per year for 2020/21 through 2023/24).			

As shown in Table 5-4, the City’s GMO has provided adequate allocations to accommodate the City’s housing needs at all levels of affordability. The 750 allocations allowed during the 2014 through 2023 period would have accommodated development of all RHNA units. As previously mentioned, the City cannot compel developers to construct the RHNA and there has been a surplus of available allocations since 2006.

The City’s remaining Regional Housing Needs Allocation for the 2014-2023 period is: 60 extremely low, 43 very low income units, 66 low income units, 54 moderate income units, and 171 above moderate income units, a total of 396 units. Table 5-5 demonstrates that the remaining 325 allocations under the GMO for 2019/20 through 2023/24 can accommodate the City’s RHNA. It is noted that the GMO provides more than adequate capacity for the RHNA. Allocations for affordable units (extremely low, very low, and low) are granted on a two-for-one basis, meaning that two units can be constructed per each allocation granted. Similarly, multifamily and mobile

home units are also counted on a two-for-one basis. As shown in Table 5-5, the City’s remaining allocation of 339 will accommodate the City’s lower income RHNA of 169 units (85 allocations at 0.5 allocations per lower income unit) and will have 254 remaining allocations. The available allocations exceed the City’s remaining moderate and above moderate income RHNA of 196 units. The City will continue to monitor the GMO on an annual basis as described by Program 2-5 and if the GMO were to become a constraint to the RHNA, the Council can modify the GMO accordingly.

**Table 5-5: Growth Management Allocations compared to Regional Housing Needs**

	<b>Extremely Low*</b>	<b>Very Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>
Remaining RHNA Allocation	60	43	66	47	149
Units Allowed under Growth Management Ordinance	169 extremely low, very low, and low RHNA units will require 85 allocations (affordable units are allowed two units per allocation). This is within the City’s 325 new units that are available during the remainder of the 2014-2023 RHNA cycle.  Shortfall of Allocations: None			339 remaining allocations allowed less the 85 allocations for extremely low, very low, and low income units results in 254 allocations remaining. These allocations will accommodate the City’s remaining moderate and above moderate income housing needs of 196 units.  Shortfall of Allocations: None	

The City incentivizes affordable housing through the GMO process by:

- 1) Allocations for lower income units are given on a two-for-one basis, meaning a developer that receives 20 allocations may build 40 affordable units
- 2) Lower income units that have a Planned Development designation are exempt from the GMO requirement, meaning that lower income units that go through the Planned Development process, which provides flexibility in site and project design, can be constructed without requesting any GMO allocations. A developer can request a P-D designation for an affordable project in order for the lower income units to be exempt from the ordinance.
- 3) Lower income units that are in a senior housing project receive priority allocations. The City prioritizes 15 allocations (30 affordable senior units) each year.

The City exempted the affordable units in Silverwood as previously described and this process would be provided for future affordable units. A developer can request the P-D designation at the time they submit their project application. The P-D designation allows for relaxed development standards and allows flexibility with project design in terms of lot sizes, parking, setbacks, et cetera. A request for a P-D designation is processed as part of the overall request for entitlements and does not require special applications or submittals. In addition to having



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flexibility with design and development standards, the P-D designation also exempts all of the affordable units from the GMO allocation requirement. This saves a developer time and money, as they do not have to go through the allocation process. The P-D process is described under the Processing Times section of this chapter. If affordable housing developers requested a P-D designation, all 192 of the extremely low, very low, and low income RHNA units would be exempt from the GMO.

Some affordable developers may not wish to request a P-D designation. These developers will receive allocations as previously described.

The GMO specifically provides incentives for the development of multifamily housing, mobile homes, affordable housing, and senior housing of housing as previously described. The GMO provides adequate capacity to accommodate the City's remaining RHNA. No revisions are needed to the GMO.

### **Annexations**

The City of Escalon has special regulations that address annexations. Chapter 17.61 of the Zoning Code requires projects that are five or more acres to have a Specific Plan prepared prior to approval of the annexation. Additionally, the Zoning Code provides the City with the discretion to require a Specific Plan for developments of less than five acres in size, while also providing the City with the discretion to accept a preliminary development plan in lieu of a specific plan. As a condition of approval for any annexation to the City of five or more acres, the applicant is required to enter into a development agreement with the City.

Ultimately, the San Joaquin County Local Agency Formation Commission (LAFCo) regulates the boundary changes proposed by public agencies or individuals. LAFCo does not have the power to initiate boundary changes on their own, except for proposals involving the dissolution or consolidation of special districts and the merging of subsidiary districts. Their authority includes both Sphere of Influence (SOI) amendments and annexations.

LAFCo's efforts are directed toward seeing that services are provided efficiently and economically while ensuring that agricultural and open-space lands are protected. LAFCo must conduct service reviews to evaluate the provision of municipal services with respect to nine areas: (1) infrastructure needs or deficiencies; (2) growth and population projections for the affected area; (3) financing constraints and opportunities; (4) cost avoidance opportunities; (5) opportunities for rate restructuring; (6) opportunities for shared facilities; (7) government structure options, including advantages and disadvantages for consolidation or reorganization of service providers; (8) evaluation of management efficiencies; and (9) local accountability and governance.

While LAFCo serves an important role in local land use planning and the provision of services, SOI and annexation approvals are considered a governmental constraint to housing development because of the lengthy time period and the service review requirements. Further, the City has a sewer moratorium on annexations; this moratorium is anticipated to be lifted after completion of the McHenry Lift Station and associated pipeline upgrades, and addressing the capacity concerns at the WWTP. However, the City does not require any SOI or annexation approvals in

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order to accommodate the RHNA so the constraints on annexations do not affect the City's ability to accommodate the RHNA and encourage a variety of housing types and affordability levels.

### **Building Codes**

Building Codes regulate the erection, construction, enlargement, alteration, repair, moving, removal, demolition, conversion, occupancy, equipment, wiring, plumbing, height, area, use and maintenance of all buildings and/or structures in the City. The City has adopted the California Building Standards Code (CBSC), which includes the 2016 editions of the California Administrative Code, California building Code, California Residential Code, California Electrical Code, California Mechanical Code, California Plumbing Code, California Energy Code, California Historical Building Code, California Fire Code, California Existing Building Code, California Green Building Standards Code, and the California Referenced Standards Code. The CBSC, as published by the California Building Standards Commission, is applied statewide. The California Building Code includes provisions to reasonably accommodate disabled people in accordance with ADA requirements.

The City has adopted the CBSC without amendments, except the California Building Code, which was adopted with amendments for health and safety (requirements for enclosure of electrical cable penetrations) and to allow the City Council to set building fees by resolution, which is a standard approach to building fees for cities and counties in California.

Building Code enforcement is conducted by the City first through the plan-check process for new construction, remodeling, and rehabilitation projects. The plan check process ensures that the plan and specifications are designed according to code. The second step is scheduled inspections during construction to ensure that the structure is built to the plan specifications. Inspections are also conducted in response to public complaints or an inspector's observation that construction is occurring without proper permits. Local enforcement of these codes does not add significantly to the cost of housing in Escalon and maintains an acceptable standard of health and safety for all inhabitants.

### **Processing Times**

The residential development process has various stages, each of which requires some form of City review. Initial processing of a development application depends on the type of project proposed (e.g., Planned Development, subdivision, single family unit, etc.) as well as whether additional requirements will need to be met (e.g., rezoning of land, environmental review, etc.). Therefore, processing review times can vary depending on many different factors. Processing times for development review in Escalon vary based on the size of the project and the extent of review required. The review period can range from 4 to 6 weeks for a straight forward permit approval to around 52 weeks for CEQA review of a complex development project.

Processing time for a conventional building permit requires five working days for review, provided no variances of other special procedures are required.

Tentative subdivision maps are reviewed by Planning Commission with a public hearing, then forwarded to City Council with a recommendation. The City Council will hold a public hearing on the map and then take action. The City Council is also the decision-maker on the final subdivision map.

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A Conditional Use Permit is not required for multi-family housing development in Escalon. A multifamily project does require site plan approval. Currently, the Planning Commission is the decision-making body for site plan approval for all residential projects one acre or larger and for all residential projects in a commercial zone. The Planning Commission conducts Site Plan Approval in conjunction with the Planned Development Overlay. The PD Overlay requirement has been identified as a constraint to multifamily housing, as discussed below.

With the removal of the PD overlay requirement for a multifamily project (see Program 2-6), the Development Services Manager is the decision-making authority for multifamily development that is a permitted use (e.g., a multifamily project in the R-3 zone) and for residential projects that do not require additional approvals (e.g., parcel map, subdivision map, etc.). Site plan review is not required for a single family home that is not part of a larger subdivision.

Approval of a site plan requires findings that the use or activity is an allowed use within the zoning district; that the site plan is consistent with the provisions of the Zoning Code, General Plan, and other applicable plans and policies adopted by the City Council; findings related to building architecture, including that building architecture promotes variety through the use of scale, bulk, and building height, and features such as facades, projections, offsets, roofs, and overhangs, are an integral part of the design and that building architecture follows a design theme which unifies a group of related buildings while allowing for distinctive features which make similar uses recognizable from each other; and findings related to site design including:

1. Site plan elements, e.g., buildings, circulation and open spaces, are arranged on the site so that activities are integrated and *harmonious* with the neighborhood and surrounding area and are arranged to produce an *attractive*, efficient and cohesive development of sustained *desirability*;
2. Consider existing natural topography, natural watercourses and exposure to wind;
3. The site's design and building arrangement provides for the greatest opportunity for solar access;
4. The project is designed to maximize the opportunity for privacy by the residents of the project and adjacent residential development;
5. The design and arrangement of buildings and open space areas contribute to the overall *aesthetic quality* of the project and surrounding area;
6. Driveway and parking systems provide smooth, safe, and *convenient* movement of vehicles, both on and off the site;
7. Contribute to the overall *aesthetic quality* of the site;
8. Adequate and conveniently located parking is provided and designed in a manner that discourages on-street parking;
9. Transit turnouts, shelters, landscape features, bicycle racks, shopping cart storage areas, newspaper racks, recycling facilities, and trash areas are conveniently located and

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designed so as not to interfere with the flow of traffic and safety of vehicles and pedestrians;

10. There is adequate space for loading and unloading of persons, materials and goods;
11. The pedestrian circulation system is designed to assure that pedestrians can move safely and easily both on the site and between properties and activities within the neighborhood;
12. Incorporates design features to *enhance convenience* and safety across parking lots and driveways;
13. Outdoor lighting is provided which promotes pedestrian and vehicle safety and crime prevention and is confined to the site;
14. Recreational areas are accessible to the residential units they are intended to serve;
15. Signs complement the architectural theme of buildings, are an integral part of a site design, and are consistent with provisions set forth in this title;
16. The site design contributes to speedy access to all buildings for fire, medical and police response; and
17. The site design incorporates provisions for barrier-free access for the handicapped. (Ord. 495 § 1, 2005)

In order to make the findings, the decision-making entity (Development Services Manager for permitted uses and Planning Commission for uses that require a subdivision map, tentative parcel map, or other Planning Commission approvals) must review the site plan and the related standards of the City's adopted planning documents, including the General Plan and Zoning Code. The site plan review process ensures that new development addresses health and safety requirements (lighting, access, loading/unloading). A project must be consistent with development standards (e.g., building heights, setbacks, density, etc.) in order for the project to be determined to meet the findings. While the site plan review process is a straightforward process, there is subjective language included in the findings (subjective terms are italicized above) that could be considered a constraint to providing housing. Program 2-6 in the Housing Plan provides for revision to the required findings or use of a tool (such as design guidelines that provides examples of development and standards that would comply with any subjective terms) to ensure that this process is not an undue constraint to housing approvals.

A plan check for a single family unit would typically require one week. For a single family subdivision that does not require a zone change or general plan amendment, approximately 30 weeks (7 months) would be required. A multifamily project that does not require a zone change or general plan amendment would require site plan review, which would take three to four months on average. The processing time frames are consistent with those in other communities within California and are not considered excessive. Table 5-6 presents the typical processing time for various permit and planning approvals.

**Table 5-6: Application Process**

Type of Permit	Typical Processing Time	Review Process
<b>Single Family Home</b>		
Plan Check	1 week	Planning Staff and Building Permit plan check
<b>Single Family Subdivision</b>		
Tentative/Final Map and CEQA Review	8 - 16 weeks	Planning Commission public hearing and review, City Council public hearing and decision
<b>Multifamily Development</b>		
Site Plan Review	10 – 12 weeks	Planning Commission public hearing and decision
<b>Other Processing Timelines</b>		
Annexation	40	Planning Commission public hearing and review, City Council public hearing and decision
Variance	4-8 weeks	Planning Commission
Conditional Use Permit	4-8 weeks	Planning Commission
General Plan Amendment	8 - 16 weeks	Planning Commission public hearing and review, City Council public hearing and decision
Zone Change	8 - 16 weeks	Planning Commission public hearing and review, City Council public hearing and decision
Site Plan Review	4-8 weeks	Minor: staff-level; Planning Commission
Certificate of Compliance	2 weeks	Staff level
Lot Line Adjustment/Lot Merger	30 days	staff -level
Tentative Tract Map	8 - 16 weeks	Planning Commission/City Council
Final Parcel Map	6- 8 weeks	City Council
CEQA Analysis	12-52 weeks	Concurrent with requested entitlement
Development Agreement	12 weeks	City Council

Source: City of Escalon, 2019

**Planned Development**

The Planned Development (PD) zone is intended to simplify and streamline the processing of development proposals by concurrently reviewing land use, subdivision, public improvements and design considerations; to provide design flexibility by using performance standards; to promote mixed use development as a means of optimizing land utilization; to encourage diversity in housing types, styles and prices; and to ensure the provision of adequate public facilities, services and amenities in the design of development projects. Affordable housing projects are exempt from the allocation requirements of the Growth Management Ordinance (see below) if the affordable units are deed restricted for a period of at least 50 years and located on a site

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designated PD. It is noted that for the remainder of the planning period, Program 2-5 would exempt extremely low, very low, and low income units from the Growth Management Ordinance regardless of whether the site is designated PD.

All residential projects over one acre, except in the downtown area, are required to have a PD overlay/district designation.

In order for a project site to receive a PD designation, the site must: have a minimum lot area of one acre, be consistent with the General Plan and underlying land use district, and be consistent with the underlying zoning district, provided that development standards that would otherwise be applicable to the property may be modified.

Conditional use permits are only required for uses not consistent with the approved development plan. If a PD designation was requested for a multi-family project proposed on an R-2 or R-3 site, a conditional use permit would not be required as the multi-family use is consistent with the underlying zoning district.

The procedure for review and approval to establish a PD district for construction of a planned development is as follows:

- A. The completed application for a PD zone classification shall be submitted to the planning department, including the development plans, supportive materials, and environmental documentation.
- B. The application shall be submitted to and reviewed by the city planner. The city planner shall review all materials for completeness, compliance with applicable requirements, and adequacy of project design and conformance with the purpose of the PD zone.
- C. Upon completion of this review and preparation of this chapter with performance standards, the application and preliminary development plan shall be submitted to the planning commission for review at a public hearing.
- D. Upon completion of the planning commission hearing, the matter shall be forwarded to the city council as required by applicable codes and ordinances.
- E. The city council shall review the matter at public hearing as the deciding body, and may adopt the chapter establishing the PD zone.

The PD zone provides for flexibility in designing projects that provide affordable and special needs housing. Applying the PD designation involves a change to the City's zoning map to add the overlaying PD designation, so City Council approval is required. While this approval does add an additional two to four weeks in processing time for projects that would otherwise be approved at the Planning Commission level, the PD process provides benefits of: 1) allowing flexibility in the design and uses proposed on a project site, and 2) exempting affordable units on a PD site from the Growth Management Ordinance. However, the requirement to apply for a PD overlay for all residential development over one acre in size is considered a constraint to affordable multifamily housing development. The Housing Plan includes a program to implement the SB 35 streamlining requirements (see below) and to streamline approvals for affordable projects and

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to remove conflicting language regarding the requirement for a –PD overlay for multifamily projects; these changes would revise the PD requirements in order to remove constraints to affordable housing development.

### **Streamlining Approvals**

#### ***Lower Income Sites included in Previous Elements***

While the site plan review process is not considered a constraint to housing, Program 3-2 has been provided to comply with Government Code 65583.2. This program will provide for ministerial approval (e.g., Development Services Manager approval of site plan review and entitlements other than a subdivision map) of housing projects with a minimum of 10% of units affordable to lower income households and will increase certainty for affordable and multifamily developers on R-3 sites.

#### ***SB 35***

SB 35 provides provisions for streamlining projects based on a jurisdiction’s progress towards its RHNA and timely submittal of the Housing Element Annual Progress Report.

When jurisdictions have insufficient progress toward their Above Moderate income RHNA and/or have not submitted the latest Housing Element Annual Progress Report, these jurisdictions are subject to the streamlined ministerial approval process (SB 35 (Chapter 366, Statutes of 2017) streamlining) for proposed developments with at least 10% affordability.

HCD reviews the annual progress report deadlines and RHNA progress on an annual basis. Escalon is currently subject to SB 35 streamlining provisions when proposed developments include 10% affordability. Program 2-7 has been provided to incorporate the mandatory streamlining provisions into the City’s Zoning Code. These streamlining provisions will reduce approval requirements for projects that include a minimum of 10 percent of units affordable to lower income households and meet the following criteria:

1. The development is a multifamily housing development that contains two or more residential units.
2. The development is located on a site that satisfies all of the following:
  - A. Located on legal parcel(s) within the City;
  - B. 75 percent of the perimeter of the site adjoins parcels that are developed with urban uses. For the purposes of this section, parcels that are only separated by a street or highway shall be considered to be adjoined.
  - C. Zoned or designated in the General Plan for residential use or residential mixed-use development.
3. Any proposed subsidized units will be restricted for 55 years (rental units) or 45 years (ownership units).
4. The development satisfies both of the following:

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- A. Located in a City that HCD has determined is subject to this requirement for the annual reporting period.
  - B. The development is subject to a minimum percentage of below market rate housing based on one of the following:
    - i. If the development contains more than 10 units, 10% of units are required to be affordable if the City has not submitted its latest Housing Element Annual Report to HCD by the deadline or has not demonstrated progress toward the above moderate RHNA. The most recent HCD annual determination of SB 35 applicability shall be reviewed to determine if the project is subject to the 10% requirement.
    - ii. If the City has not submitted its latest Housing Element Annual Report to HCD by the deadline or has not demonstrated progress toward the lower income RHNAs, the project may propose to include 50% of units affordable to lower income households in order to be eligible for the streamlining provisions. The most recent HCD annual determination of SB 35 applicability shall be reviewed to determine if the development is eligible for the 50% streamlining provision.
    - iii. If the City is subject to I. and ii. Above, a development can choose which provision it wishes to use.
5. The development is consistent with objective zoning standards and objective design review standards in effect at the time of application.
    - A. A development shall be deemed consistent with the objective zoning standards related to density if the density proposed is compliant with the maximum density allowed.
    - B. In the event that objective zoning, general plan, or design review standards are mutually inconsistent, a development shall be deemed consistent with the objective zoning standards pursuant to this subdivision if the development is consistent with the standards set forth in the general plan.
  6. The development is not located on a site that meets any of the conditions identified at Government Code Section 65913.4(a)(6), which include prime farmland, farmland of statewide importance, wetlands, and hazardous waste sites, as well as a number of other conditions that would not be applicable to most projects in Escalon.
  7. The development is not located on a site that meets any of the conditions identified at Government Code Section 65913.4(a)(7), which include projects that would demolish restricted affordable housing, housing subject to rent control, and/or housing that has been occupied by tenants within the past 10 years.
  8. The development proponent has met the requirements of Government Code Section 65913.4(a)(8), which include the project being certified as a public work or the development proponent ensuring that prevailing wages be required.
  9. The development did not or does not involve a subdivision of a parcel that is, or, notwithstanding this section, would otherwise be, subject to the Subdivision Map Act or any other applicable law authorizing the subdivision of land, unless the provisions



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identified at Government Code Section 65913.4(a)(9) apply. These provisions related to the project receiving low income housing tax credit financing and/or the project being subject to prevailing wages.

10. The development shall not be upon an existing parcel of land or site that is governed under the Mobilehome Residency Law, the Recreational Vehicle Park Occupancy Law, the Mobilehome Parks Act, or the Special Occupancy Parks Act.

The City may determine that a development conflicts with objective planning standards and, in such case shall provide the development proponent written documentation and explanation of the conflict within 60 days for projects with 150 or fewer housing units or within 90 days for projects with more than 150 housing units. Developments that do not conflict with the objective standards or are not notified within the specified time period will be subject to the following streamlined approval process:

1. Any design review or public oversight of the development may be conducted by the planning commission or city council, as appropriate. The design review or public oversight shall be objective and be strictly focused on assessing compliance with criteria required for streamlined projects, as well as any reasonable objective design standards published and adopted by ordinance or resolution by a local jurisdiction before submission of a development application, and shall be broadly applicable to development within the jurisdiction. That design review or public oversight shall be completed and shall provide for ministerial approval as required by Government Code Section 65913.4(c) within 90 days of application submittal for projects with 150 or fewer housing units and within 180 days of application submittal for projects with more than 150 housing units.
2. Parking standards shall not be imposed in the following instances:
  - The development is located within one-half mile of public transit.
  - The development is located within an architecturally and historically significant historic district.
  - When on-street parking permits are required but not offered to the occupants of the development.
  - When there is a car share vehicle located within one block of the development.
3. If the development does not fall within any of above categories, parking requirements shall not exceed one parking space per unit.

Developments approved subject to the SB 35 streamlining provisions are provided approvals for 3 to 5 years, with a one-year extension or non-expiring approvals, depending on the criteria described in Government Code Section 65913.4(e), which describes certain public investment and affordability criteria.

### **Governmental Fees**

Although governmental fees do contribute to the total cost of housing development, the extent to which these costs are passed on to the consumer depends on price sensitivity of each housing

type and the ability of housing developers to absorb such cost increases and still maintain acceptable profit margins. Where increased costs cannot be absorbed by the consumer or developer, housing production will decline. In “price sensitive” markets, such as that for affordable housing, when increased costs cannot be absorbed by the developer, or products modified to compensate the developer, and additional funding sources are not available, affordable housing is not built.

Government Code Section 66020 requires that planning and permit processing fees do not exceed the reasonable cost of providing the service, unless approved by the voters; agencies collecting fees must provide project applicants with a statement of amounts and purposes of all fees at the time of fee imposition or project approval. Table 5-7 presents the 2019 permit processing and planning/zoning fees for the City of Escalon.

**Table 5-7: 2019 Permit Processing Fees and Planning/Zoning Fees**

<b>Planning and Application Fees</b>	
Annexation and Pre-zoning	\$9,555
Building Permit Allocation Request	\$434 plus \$134 per lot
Development Agreement Application	\$2,625
Development Agreement Negotiation	\$20,000 deposit to offset actual charges
General Plan Amendment	\$4,725
Landscape Plan Check and Inspection	\$131; \$988 – multifamily five or more units
Lot Line Adjustment	\$1050
Planned District	\$6,510
Site Plan Review	\$3,653; \$8,349 – greater than 6,000 SF
Specific Plan Application	\$10,000 deposit to offset actual charges
Use Permit	\$788
Variance	\$788
Rezone Application (Map)	\$6,946
Zoning Code Amendment (Text)	\$6679
<b>Subdivision Fees</b>	
Certificate of Compliance	\$788
Final Map Review	\$1,260 plus \$105 per lot
Improvement Plan Review for the first \$300,000 of improvement cost	6.5% of engineers estimate
Improvement Plan Review for \$300,001 to \$400,000 of improvement cost	6% of engineers estimate
Improvement Plan Review for over \$400,001 of improvement cost	5% of engineers estimate
Subdivision Application, Major (5 or more units)	\$10,436 deposit to offset actual charges
Subdivision Application, Minor (4 or less units)	\$4,696 deposit to offset actual charges
<b>Environmental Fees</b>	
Environmental Initial Study	\$929
Environmental Impact Report	\$10,000 deposit to offset actual charges
Environmental Review - Categorical Exemption	\$313

Source: City of Escalon, 2019

Government Code Section 66000 et. seq. (Mitigation Fee Act) sets forth procedural requirements for adopting, and collecting capital facilities fees and exactions, and requires they be supported by a report establishing the relationship between the amount of any capital facilities fee and the use for which it is collected. Government fees in Escalon include charges from the City and Escalon Unified School District. Table 5-8 shows the Development Impact and Building Fees in Escalon. In October 2018, the City Council adopted an updated Development Impact Fee program. These fees were effective in early 2019.

**Table 5-8: 2019 Development Impact and Utility Fees (2019)**

Type	Single Family	Multi-family
<b>City of Escalon Development Impact and Utility Connection Fees</b>		
Parks and Recreation	\$14,092	\$11,274
Transportation	\$1,192	\$691
Police	\$2,183	\$1,746
City Hall	\$967	\$744
Public Works	\$1,032	\$825
Library	\$132	\$105
Administration	\$588	\$462
Water Connection Fee	\$9,913	\$3,377 <sup>1</sup>
Sewer Connection Fee	\$6,331	\$5,276
Storm Drain Connection Fee <sup>2</sup>	\$4,314 <sup>2</sup>	\$2,671 <sup>2</sup>
<b>Total City Fees</b>	<b>\$40,744</b>	<b>\$27,171</b>
<b>Outside Agency Fees</b>		
Escalon Unified School District <sup>3</sup>	\$5,423	\$3,360
Regional Transportation Impact Fee	\$ 3,406.35	\$ 2,043.81
Fire Facility Fee	\$284	\$176
<b>Total Outside Agency Fees</b>	<b>\$9,113</b>	<b>\$5,580</b>
<b>Total Development Impact and Utility Connection Fees</b>	<b>\$49,857</b>	<b>\$32,751</b>

<sup>1</sup> Assumes a 4" connection would cost \$3,376.75 per unit for a 60-unit project.

<sup>2</sup> Storm drain connection fee based Drainage Area I with a 0.15-acre single family lot and a 60-unit project (total fee \$147,480) on a 3-acre multifamily lot.

<sup>3</sup> School fees are based on State maximum Tier I fee of \$3.36/sf (subject to change). Estimate based on a 1,614 sf single-family unit, and a 1,000 sf multi-family unit.

City fees are subject to an annual adjustment each January.

Source: City of Escalon, 2019; Escalon Unified School District, 2014

That City of Escalon adopted these fees in accordance with the nexus requirements of the Government Code which requires that any city or county which establishes, imposes, or increases a fee as a condition of development approval do all of the following: (1) identify the purpose of the fee; (2) identify the use to which the fee is to be put; (3) determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is

imposed; and, (4) determine how there is a reasonable relationship between the need for the public facility and the type of development project upon which the fee is imposed. These fees were established by Ordinance and are codified in the Municipal Code Title 3 Revenue and Finance, Chapter 3.22, 3.23, and 3.26, which includes findings and facts regarding the purpose and relationship between the fee and public facility needs. These fees are not excessive compared to other fees collected within other communities in California.

As shown in Table 5-8, 2019 fees for new residential development range from \$49,857 for a 1,614 s.f. single family unit to approximately \$31,751 for a multifamily unit (based on a 60 unit, 3-acre project).

These fees are consistent with recent fee calculations for specific development projects. For the Westwood single family lots that have received building permits in 2019, the City and outside agency development impact and utility connection fees collected averaged \$47,896.53 per unit. Additional fees were the building permit, valuation, plan review, residential capital facilities fee, and green building fees of \$4,433.15 (electrical, plumbing, mechanical, etc.), which were based on a construction valuation of \$260,232.86 for the single family unit.

**Regional Impact Fee Comparison**

The City of Escalon’s development and utility connection fees total approximately \$40,744 per single family unit and \$27,171 per multifamily unit. In neighboring communities, local development impact fees range from a low of \$24,817 per single family unit (Lathrop – Mossdale Village) and \$15,726 per multifamily unit (Lathrop – Mossdale Landings) to a high of \$43,949 per single family unit (Ripon) and \$29,073 per multifamily unit (Modesto). Escalon’s fees are at the upper mid-range of single family regional impact fees, as shown in Table 5-9. These fees are necessary for the City to be able to continue to provide facilities and improvements, particularly planned water and sewer system improvements, which are needed to accommodate new development. While the City’s fees are within the range of regional fees, Program 2-8 in the Housing Plan ensures that the City’s fees are monitored and actions taken when necessary to reduce the potential of the fees to constrain housing.

**TABLE 5-9: CITY IMPACT FEE COMPARISON**

Jurisdiction	Single Family	Multifamily
Escalon	\$40,744	\$27,171
Lathrop	\$24,817 (Mossdale Village) - \$40,981 (East Lathrop)	\$15,726 (Mossdale Village) - \$29,180 (East Lathrop)
Manteca	\$37,592	\$28,952
Modesto	\$39,821	\$29,073
Oakdale	\$27,926	\$16,268
Ripon	\$43,949	\$26,049
Stockton	\$32,257	\$22,216

*Source: City of Manteca Fee Schedule, March 2019 ; City of Modesto Fee Schedule, July 2018; City of Oakdale Fee Schedule, January 2016; City of Stockton Fee Schedule, 2018; City of Ripon Fee Schedule, 2018; City of Escalon, 2018*

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## **NON-GOVERNMENTAL CONSTRAINTS**

Non-governmental constraints are those which are generated by the economic and social environment which are beyond the control of local governments. Some of the impacts of non-governmental constraints can be offset to a minimal extent by local governmental actions, but usually the effects are localized and have little influence on the housing need within the jurisdiction or market area. Non-governmental constraints to affordable housing consist of three major factors: land costs, cost of construction, and availability of financing.

The availability of financing is affected by factors that the local government cannot control, including capital levels of banks and investors, credit worthiness of borrowers, and the willingness of investors to supply capital for real estate. Regional demand for housing has a direct impact on the cost of land. The local government can either limit or provide an adequate supply of entitled land for development in order to meet the regional demand. Construction costs are affected by a variety of factors, including the national demand for materials and commodities, and the supply of local construction labor. The state of the housing market, including land costs, cost of construction, and availability of financing, can affect the potential to develop housing projects.

### **TYPICALLY BUILT DENSITIES OF ZONES**

In the City's R1 zone, typical densities have recently ranged from 4.4 to 7 units per acre (approximately 6,000 to 10,000 square foot lots). It is noted that the City has not had a new subdivision map application, besides the Leer Village infill townhome project, during the current or previous planning period, so development in the R1 zone has involved development of vacant lots in existing subdivisions or development of lots created by a parcel map that have split an existing single family lot into two or three lots. This is consistent with the assumed densities in the R1 zone for the inventory of sites.

In the R2 zone, historic densities have ranged from approximately 8.7 to 12.1 units per acre, with most R2 lots in the 3,700 to 4,000 square foot range. In the R3 zone, development has included smaller multifamily projects (duplexes, triplexes, and fourplexes) that have ranged from approximately 8 to 14 units per acre, single family homes, and a 42-unit apartment complex with a built density of 22.1 units per acre. The City has updated the Zoning Code to limit the development of single family homes in the R3 zone, so it is anticipated that future development would be similar to the scale of the smaller and mid-range multifamily projects. The City has not received any requests during the planning period to develop at densities below those assumed in the inventory of residential sites provided in Chapter 4.

### **COST AND AVAILABILITY OF FINANCING**

Financing is critical to the housing market. Developers require construction financing, and buyers require permanent financing. The two principal ways in which financing can serve as a constraint to new residential development are the availability and cost of construction financing and the availability and cost of permanent financing.

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- If financing is not easily available, then more equity may be required for developing new projects and fewer homebuyers can purchase homes, since higher down payments are required.
  - Higher construction period interest rates for developers result in higher development costs. For homebuyers, higher interest rates translate into higher mortgage payments (for the same loan amount), and therefore reduces the purchasing power of homebuyers.

On August 22, 2019, the reported average rate for a 30-year mortgage was 3.55% with 0.5 points (FreddieMac, 2019). From 2005 through 2019, average monthly mortgage rates have ranged from a high of 6.76% in July 2006 to a low of 3.35% in November and December, 2012. For homebuyers, it is necessary to pay a higher down payment than in the immediate past, as well as demonstrating credit worthiness and adequate incomes, so that loan applications meet standard underwriting criteria. While adherence to strict underwriting criteria was not required during the early and mid-2000s, the return to stricter standards is consistent with loan standards prior to 2001.

### **LAND COSTS**

Cost of land is influenced by the cost of the raw land, the cost of holding the land during the development process, and the cost of providing services to meet City standards for development. The cost of raw land is influenced by variables such as scarcity, location, availability of public utilities, zoning, general plan designation, and unique features like trees, water frontage, and adjoining uses.

Larger residential acreages (lots ranging from 13.2 to 123.1 acres) in the Escalon area are priced around \$25,539 and \$79,918 per acre, on average. In the City and SOI, there are a limited number of larger lots for sale and prices range from \$76,374 to \$426,687 per acre; these prices equate to \$11,456 to \$64,003 for a 0.15-acre single family parcel. Finished residential parcels with infrastructure in place range from approximately \$90,000 to \$128,000 per single family residential lot.

### **COST OF CONSTRUCTION**

Construction costs include both hard costs, such as labor and materials, and soft costs, such as architectural and engineering services, development fees, and insurance. Rising costs of labor and materials have contributed to non-governmental constraints on housing development and improvements. These costs were a substantial part of the increased housing costs during the 1990s through 2005. Builders passed those increases along to the homebuyer or renter. As the value of homes turned downward with the recession, construction costs also decreased.

The cost of residential construction varies significantly project to project. On average, construction costs in Escalon run approximately \$120 to \$180 per square foot. The average construction valuation per square foot of new homes completed in Escalon from 2018 through 2019 is \$135.77 per square foot (City of Escalon Building Permits Data 2018-2019).

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As no multifamily homes have been built in Escalon recently, building permit and valuation data from the U.S. Census was reviewed for the Stockton-Lodi metropolitan statistical area. In 2018, 8 units in structures containing 3 to 4 units were reported. These structures had a combined valuation of \$758,000, resulting in a construction cost of approximately \$111 to \$146 per square foot, assuming average unit sizes of 650 to 850 square feet.

Additional costs, which average from \$50 to \$75 per square foot of residential construction, account for site improvements and other costs. The source of these figures was an estimate by the California Contractors State License Board.

Current construction cost estimates for multifamily homes in San Joaquin County, show that hard costs still account for approximately 70 percent of the building cost and soft costs average around 25 percent (the remaining 5 percent is land costs). For single family homes, hard costs currently account for roughly 50 percent of the building cost, soft costs are 30 percent and land is the remainder.

Construction cost increases, like land cost increases, affect the ability of consumers to pay for housing. Construction cost increases occur due to the cost of materials, labor, and higher government imposed standards (e.g., energy conservation requirements). In the past five years, the development community produced market rate for-sale housing in Escalon that is affordable to moderate and above moderate income households.

#### **TIMING OF CONSTRUCTION**

A significant constraint to the RHNA being constructed in a jurisdiction is the time that it takes a developer to construct the units after gaining approvals. Often, a project will receive entitlements but will delay construction for a variety of reasons, which may include obtaining additional financing, the property owner does not intend to build the units but rather obtained the entitlements in order to sell the property fully entitled, or the property owner/developer's perception of housing demand and the anticipated sales price or rents of the units versus the cost to construct. This delay at the property owner or developer end of the project process is evidenced by the time it takes a project to request building permits after receiving entitlements. As shown in Table 5-10 below, it can take years for a development to request building permits. While Tentative Parcel Map 16-667 only took three months to request a permit, the remaining projects with single family approvals have not yet requested permits, with the timing to go without requesting a permit going from approximately 20 to 39 months. Many of the units that have been constructed in the City over the last several years have been constructed in the Countrywood/Westwood development. While Countrywood/Westwood, a single family subdivision, was approved in the early 2000s, the development has taken 18 years to complete and is still continuing to build out in small phases (1 to 10 lots) and there are still lots that have not had a building permit requested.

**TABLE 5-10: TIME TO REQUEST BUILDING PERMIT**

<b>Project / Number of New Dwelling Units</b>	<b>Entitlements Approved</b>	<b>Building Permits (Date/Units)</b>	<b>Time to Request Building Permit</b>
<b>Single Family Units</b>			
Tentative Parcel Map 16-667 1606 Mitchell Ave 227-220-13 2 units	6/12/16: Tentative Parcel Map approved	12/20/16: 2 units	3 months: Note: Units completed in June and July 2018
Tentative Parcel Map 18-669 2226 Edmart St 227-470-07 2 units	6/12/16: Tentative Parcel Map approved 7/10/18: Final map extended to 7/18/2021 (669B)	None requested.	3 years, 3 months: no permits requested yet
Tentative Parcel Map 16-672 654 First Street 225-060-11 2 units	2/14/17: Approved tentative parcel map 3/12/19: Approved request to extend final map to 3/12/2022 (672B)	None requested.	2 years, 7 months: no permits requested yet
Leer Village Planned Development Rezoning and Subdivision Map 16-673 8 units	1/6/18: Planned Development and Subdivision Map Approval	Incomplete application submitted in April 2019; all submitted plans have been approved (plumbing plans for structures have not yet been submitted).	1 year, 8 months+ Permits for 4 units and the storage building in plan review process.
Vesting Tentative Parcel Map and Rezone APNs 227-680-33, -36 19-700 3 units	8/5/19: Vesting Tentative Parcel Map/Rezone/General Plan Amendment Approved	None requested.	Project approved one month ago; no permits requested (due to the recent approval, this project was not taken into account in determining average time to request permits)
<b>ADU Conversion</b>			
Parcel Merger/CUP 16-699 1 ADU conversion	5/14/19: CUP and Parcel Merger approved	8/29/19 – 1 unit	3 months

Source: City of Escalon, 2016 - 2019



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## **AT RISK HOUSING UNITS**

Housing Element Law requires that there be an analysis of existing or potential “at-risk” assisted housing developments, which are eligible to convert to market-rate housing over the next ten (10) years. The conversion may be due to the termination of a subsidy contract, mortgage prepayment, or expiration of use restrictions. “Assisted housing developments” are multi-family rental housing projects that receive or have received government assistance under federal programs listed in the Housing Element Law, state and local multi-family revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Programs, or local in-lieu fees.

### **ASSISTED MULTIFAMILY UNITS IN ESCALON**

In the City of Escalon there are 42 affordable housing units which are currently subsidized. These units are funded under the following federal programs:

*Project-Based Section 8:* Section 8 is a rent subsidy program in which tenants pay no more than 30% of their income for rent with HUD paying the difference up to the contract rent amount. Project-based Section 8 contracts have terms of up to 20 years, except for those financed by the California Housing Finance Agency, which have terms of 30 years. The owner of units that are subsidized under Section 8 are able to renew their contracts on an annual basis after the contract expires.

*Section 202 Supportive Housing for the Elderly.* The Section 202 program helps expand the supply of affordable housing with supportive services for the elderly. It provides very low-income elderly with options that allow them to live independently but in an environment that provides support activities such as cleaning, cooking, transportation, etc. The program is similar to Supportive Housing for Persons with Disabilities (Section 811).

There is only one assisted multifamily housing developments in Escalon, as shown in Table 5-12. There are no units that at-risk of converting to market-rate housing over the next ten years. The Heritage House complex has 42 units that are financed under a Section 202/811 contract. The Section 202/811 overall expiration date is May 31, 2039 (HUD Multifamily Assistance & Section 8 Database, 2019). Even after the expiration date of the Section 202 contract, these units will still be considered lower risk because they are owned by a non-profit that has a primary mission of providing affordable housing to the community.

**Table 5-12: Federally Assisted Multifamily Housing**

<b>Assisted Project</b>	<b>Program</b>	<b>Units</b>	<b>Affordability Exp. Date</b>	<b>Risk Assessment</b>
Heritage House 1100 Escalon Avenue, Apt 11 Escalon, Ca 95320 209-838-1715	Section 202/8 Senior Housing and Disabled Housing	42 very low income: (12 Studio, 30 1 Bedroom)	Section 202 – 811 Contract –Overall Expiration: May 31, 2039	No Risk
Total		42		

*Source: U.S. Department of Housing and Urban Development, 2019 (MF\_Assistance\_& Sec8\_Contracts.acbdb)*

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## **TERMINATION NOTICE REQUIREMENTS**

State law (§65863.10 of the Government Code) requires notice by owners who want to terminate their rental restrictions (Section 8 and federally assisted mortgages), whose restrictions expire (tax credit projects), or who want to sell an assisted property. The law applies to projects with low-income rental restrictions, including: 1) all types of project-based Section 8 developments; 2) projects with mortgages financed through the Section 221 (d) (3) BMIR, Section 236, Section 202 programs or Section 515; and 3) projects that have received an allocation of tax credits under Section 42.

Two notices are required: one at twelve months prior to termination or expiration of the restrictions, and a second notice at six months. The purpose of these notices is to inform tenants, local governments, local housing authorities, and the California Department of Housing and Community Development (HCD) of the owner's intention to terminate restrictions.

California law also contains an "option to make an offer to purchase" (Section 65863.11 of the Government Code). The purpose of this provision is to provide buyers willing to preserve an assisted project with an opportunity to try to purchase the development from the seller. An owner who chooses to terminate rental restrictions or whose restrictions are expiring is required to provide a notice to potential qualified buyers. An owner with an assisted project also must provide notice if selling the project would result in discontinuance of the use restrictions.

A notice must be sent to all qualified entities who register with the State Housing and Community Development Department (HCD) on their website or who contact the owner directly. This notice must be sent 12 months prior to sale or termination by registered or certified mail, as well as posted in the project.

### **Active Termination Notices**

There are not currently any private owners of assisted multifamily rental housing units in Escalon who are considering no longer providing rental restrictions and converting restricted units to market-rate units that have filed notice with the California Housing and Community Development Department.

### **QUALIFIED ENTITIES**

While Heritage House is not at risk of conversion, the following public and private non-profit corporations are Qualified Entities that have legal and managerial capacity, and interest in acquiring and managing assisted housing developments. Qualified Entities are nonprofit or for profit organizations or individuals that agree to maintain the long-term affordability of projects. Following is a list of Qualified Entities registered with HCD as of May 2019.

Catalyst Housing Group, LLC  
21 Ward Street, Suite 2, Larkspur, CA, 94939  
(415) 205-4702  
*Jordan Moss - Jordan@CatalystHousing.com*

Los Angeles County Development Authority

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700 W. Main Street, Alhambra, CA, 91801  
(626) 586-1816  
*KeAndra Cylear-Dodds - keandra.cyleardodds@lacda.org*

Veritas Urban Properties LLC  
2050 Hancock Street, Suite B, San Diego, CA, 92110  
(619) 746-5191  
*Gilman Bishop - gbishop@bishopventures.com*

Santa Fe Art Colony Tenants Association  
2415 S. Sante Fe Avenue, Unit 2, Los Angeles, CA, 90058  
(310) 663-6665  
*Sylvia Tidwell - sylvia@sylviatidwell.net*

## **RESOURCES**

Federal, state, and local funding sources and programs provide assistance for the development, conservation, and rehabilitation of housing, particularly affordable housing, in Escalon.

### **LOCAL FUNDING SOURCES**

The City currently has one City-managed funding source to assist with the development of affordable housing. The City has collected approximately \$817,000 in the Affordable Housing fund, which is funded by fees collected in lieu of affordable housing requirements under the City's Affordable Housing Ordinance. There is currently \$32,351 in funds available to assist with the development of new affordable housing. The Affordable Housing fund was reduced by \$800,000 to make an inter-fund loan to the City Hall Development Impact fund, as allowed by Government Code Section 66066(1)(g). This loan was approved by the City Council in June 2013 and has a 20-year maturity with a fluctuating interest rate, based on the Local Agency Investment Fund (LAIF). The balance of the loan as of November 2017 is \$783,707. If the City receives a request for these funds, the City can make a subsequent inter-fund loan to cover the City's affordable housing obligations.

### **FEDERAL AND STATE FUNDING SOURCES**

Housing providers in Escalon have access to a variety of existing and potential funding sources available for affordable housing activities, including new development, rehabilitation, and preservation of existing affordable units. These include local, State, Federal and private resources. The largest housing funding sources available for housing production, rehabilitation, or preservation include the Community Development Block Grants, Tax Credits, USDA Rural Development loans, HOME Investment Partnership Program grants, Housing Choice programs, and Emergency Shelter Grants.

*Community Development Block Grant (CDBG) program.* CDBG funds are awarded to entitlement communities on a formula basis for housing activities. Funding is awarded on a competitive basis to each participating city. Activities eligible for CDBG funding include acquisition, rehabilitation,

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economic development and public services. The City of Escalon receives CDBG funds annually, typically in the \$75,000 range, through the San Joaquin Urban County and HOME Consortium. These funds can be utilized for the replacement of substandard housing, rehabilitation of lower income owner-occupied and rental-occupied housing units, and other programs that assist households with incomes at or below 80 percent of median income. The funds can also be used to offset infrastructure costs in support of affordable housing development.

*HOME Program.* HOME funds are granted by a formula basis from HUD to increase the supply of decent, safe, sanitary, and affordable housing to lower income households. Eligible activities include new construction, acquisition, rental assistance and rehabilitation. The City participates in the San Joaquin County-administered HOME Program, which administers HOME funds to projects in participating jurisdictions. County-administered HOME funds for first time homebuyer assistance are made available to residents or employees of the local jurisdictions participating in the HOME program. New development projects are typically allocated funding on a competitive basis. The City of Escalon receives HOME funds, typically up to \$17,000 each year, through the San Joaquin Urban County and HOME Consortium. Funds may be used for rehabilitation, acquisition and/or new construction of affordable housing. At least 90 percent of the households assisted must be at or below 60 percent of median income.

*Housing Choice Voucher Program.* The Housing Choice Voucher Program (formerly Section 8) provides monthly rental assistance payments to private landlords on behalf of low-income families who have been determined eligible by the San Joaquin Housing Authority. The program's objective is to assist low-income families by providing rental assistance so that families may lease safe, decent, and sanitary housing units in the private rental market. The program is designed to allow families to move without the loss of housing assistance. Moves are permissible as long as the family notifies the Housing Authority ahead of time, terminates its existing lease within the lease provisions, and finds acceptable alternate housing. There are 6 Housing Choice Vouchers in use in Escalon.

*Project Based Voucher Assistance.* The Project-Based Voucher Program (formerly Section 8) is a component of the Housing Choice Voucher program. The program's objective is to induce property owners to make standard housing available to low-income families at rents within the program limits. In return, the Housing Authority or HUD enters into a contract with the owner that guarantees a certain level of rents.

*Section 811/202 Program (Supportive Housing for Persons with Disabilities/Elderly) – Non-profit and consumer cooperatives can receive no interest capital advances from HUD under the Section 202 program for the construction of Very-Low Income rental housing for seniors and persons with disabilities. These funds can be used in conjunction with Section 811, which can be used to develop group homes, independent living facilities and immediate care facilities. Eligible activities include acquisition, rehabilitation, new construction and rental assistance.*

*Affordable Housing Innovation Program (AHIP) – Loan and Practitioner Funds.* The AHIP provides acquisition financing to developers, through a non-profit fund manager, for the development or preservation of affordable housing. Currently, there is no funding for this program.

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*Affordable Housing and Sustainable Communities Program (AHSC).* Administered by the Strategic Growth Council, and implemented by the Department of Housing and Community Development, the AHSC Program funds land-use, housing, transportation, and land preservation projects to support infill and compact development that reduce greenhouse gas ("GHG") emissions. Funding for the AHSC Program is provided from the Greenhouse Gas Reduction Fund (GGRF), an account established to receive Cap-and-Trade auction proceeds. There is an annual competitive funding cycle.

*Building Equity and Growth in Neighborhoods (BEGIN).* BEGIN provides grants to local jurisdictions to make deferred payment second mortgage loans to qualified first-time low- and moderate-income home buyers for the purchase of eligible newly constructed homes. No current funding is offered for this program.

*California Community Reinvestment Corporation (CCRC).* The California Community Reinvestment Corporation is a multifamily affordable housing lender whose mission is to increase the availability of affordable housing for Low Income families, seniors and residents with special needs by facilitating private capital flow from its investors for debt and equity to developers of affordable housing. Eligible activities include new construction, rehabilitation and acquisition of properties.

*California Housing Finance Agency (CalHFA) Multifamily Programs –* CalHFA's Multifamily Programs provide permanent financing for the acquisition, rehabilitation, and preservation or new construction of rental housing that includes affordable rents for Low and Moderate Income families and individuals. One of the programs is the Preservation Acquisition Finance Program that is designed to facilitate the acquisition of at-risk affordable housing developments and provide low-cost funding to preserve affordability.

*CalHOME Program.* CalHome provides grants to local public agencies and non-profit developers to assist households in becoming homeowners. CalHome funds may be used for predevelopment, development, acquisition, and rehabilitation costs as well as downpayment assistance. Currently, there is no funding for this program. It is noted that the funds available in recent years have been limited to assistance in qualified disaster areas.

*Emergency Housing and Assistance Program (EHAP).* EHAP provides funds to local government agencies and non-profit corporations for capital development activities and facility operation for emergency shelters, transitional housing and safe havens that provide shelter and supportive services for homeless individuals and families. No current funding is offered for this program.

*Emergency Shelter Grant.* The purpose of the Emergency Shelter Grants (ESG) Program is to provide emergency shelter and related services to the County's homeless populations. Eligible activities include: the rehabilitation and conversion of buildings for use as emergency shelters; the provision of essential services to the homeless; operating support for emergency shelters; and homeless prevention/rapid rehousing activities. ESG funds administered by San Joaquin County can be used within the Urban County.

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*Federal Home Loan Bank System.* The Federal Home Loan Bank System facilitates Affordable Housing Programs (AHP), which subsidize the interest rates for affordable housing. The San Francisco Federal Home Loan Bank District provides local service within California. Interest rate subsidies under the AHP can be used to finance the purchase, construction, and/or rehabilitation of rental housing. Very low income households must occupy at least 20 percent of the units for the useful life of the housing or the mortgage term.

*Governor's Homeless Initiative.* The Governor's Homeless Initiative is an interagency effort aimed at reducing homelessness. The funding program component of the Governor's Homeless Initiative assists with the development of permanent supportive housing for persons with severe mental illness who are chronically homeless. It is a joint project of HCD, CalHFA, and the Department of Mental Health (DMH).

*Housing for a Healthy California (HHC)* provides funding on a competitive basis to deliver supportive housing opportunities to developers using the federal National Housing Trust Funds (NHTF) allocations for operating reserve grants and capital loans. The Department will also utilize from a portion of moneys collected in calendar year 2018 and deposited into the Building Homes and Jobs Trust Fund to provide funding through grants to counties for capital and operating assistance. Funds will be announced through a Notice of Funding Availability.

*Housing-Related Parks Program.* This program is intended to increase the overall supply of housing affordable to lower income households by providing financial incentives to cities and counties with documented housing starts for newly constructed units affordable to very low or low-income households. Applications will be invited through issuance of a Notice of Funding Availability (NOFA) for each year that

*Infill Infrastructure Grant Program.* The program funds infrastructure improvements to facilitate new housing development with an affordable component in residential or mixed use infill projects and infill areas.

*Joe Serna Jr. Farmworker Housing Grant Program.* The Serna program finances the new construction, rehabilitation and acquisition of owner- and renter-occupied housing units for agricultural workers, with a priority for lower income households. No current funding is offered for this program.

*Low Income Housing Tax Credits.* The California Tax Credit Allocation Committee (CTCAC) administers the federal and state Low-Income Housing Tax Credit Programs. Both programs were created to encourage private investment in affordable rental housing for households meeting certain income requirements. Under these programs, housing tax credits are awarded to developers of qualified projects. Twenty percent of federal credits are reserved for rural areas, and ten percent for non-profit sponsors. To compete for the credit, rental housing developments have to reserve units at affordable rents to households at or below 46 percent of area median income. The assisted units must be reserved for the target population for 55 years. The federal tax credit provides a subsidy over ten years towards the cost of producing a unit. Developers sell these tax benefits to investors for their present market value to provide up-front capital to build the units. Credits can be used to fund the hard and soft costs (excluding land costs) of the

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acquisition, rehabilitation, or new construction of rental housing. Projects not receiving other federal subsidy receive a federal credit of nine percent per year for ten years and a state credit of 30 percent over four years (high cost areas and qualified census tracts get increased federal credits). Projects with a federal subsidy receive a four percent federal credit each year for ten years and a 13 percent state credit over four years. The CTCAC also administers a Farmworker Housing Assistance Program and a Commercial Revitalization Deduction Program.

*Low-Income Housing Preservation and Residential Home Ownership Act (LIHPRHA).* LIHPRHA requires that all eligible HUD Section 236 and Section 221(d) projects “at-risk” of conversion to market-rate rental housing through the mortgage prepayment option be subject to LIHPRHA Incentives. The incentives to owners include HUD subsidies which guarantee owners an eight percent annual return on equity. Owners must file a Plan of Action to obtain incentives or offer the project for sale to a) non-profit organizations, b) tenants, or c) public bodies for a 12 month period followed by an additional three-month sale to other purchasers. Only then are owners eligible to prepay the subsidized mortgages.

*Mobilehome Park Rehabilitation and Resident Ownership Program.* The Mobilehome Park Rehabilitation and Resident Ownership Program finances the preservation of affordable mobilehome parks by conversion to ownership or control by resident organizations, nonprofit housing sponsors, or local public agencies.

*Multifamily Housing Program (MHP).* The MHP program provides low interest loans to developers of affordable rental and transitional housing projects. Funds may be used for new construction, rehabilitation, acquisition and rehabilitation, or conversion of non-residential structures.

*National Housing Trust Fund* is a permanent federal program with dedicated sources of funding not subject to the annual appropriations. The funds can be used to increase and preserve the supply of affordable housing, with an emphasis on rental housing for extremely low-income households. California is receiving approximately \$10.1 Million for the program in 2019. Funds will be made available through a competitive process and will be announced through a Notice of Funding Availability.

*Preservation Interim Repositioning Program (PIRP).* PIRP is a short-term loan program designed to preserve housing at risk of conversion to market rates. Only non-profits, dedicated to the provision of affordable housing, may apply. Local matching funds, together with PIRP funds, may not exceed 20 percent of total costs. No current funding is offered for this program.

*SB 2 Planning Grants Program* provides one-time funding and technical assistance to all eligible local governments in California to adopt, and implement plans and process improvements that streamline housing approvals and accelerate housing production. Eligible activities include updating a variety of planning documents and processes such as general plans and zoning ordinances, conducting environmental analyses, and process improvements that expedite local planning and permitting. The planning grants program is funded through the Building Homes and Jobs Act Trust Fund (SB 2, Chapter 364, Statutes of 2017). The City is eligible to receive funds

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through this program and this program should be considered to develop an affordable housing program for the City.

*California Community Reinvestment Corporation (CCRC)* is a multifamily affordable housing lender whose mission is to increase the availability of affordable housing for Low Income families, seniors and residents with special needs by facilitating private capital flow from its investors for debt and equity to developers of affordable housing. Eligible activities include new construction, rehabilitation and acquisition of properties.

*Supplement Security Income (SSI)* is a federal welfare program for persons 65 and over and for blind or disabled persons of any age. "Disabled" means that you have a physical or mental disability that is expected to keep you from working for 12 months or longer, or will result in death. Medicare is a federal health insurance program for people who are 65 and over, for some younger people with permanent disabilities, and for people with end-stage kidney disease. SSI may provide total monthly income or it may supplement a low income. In addition to cash payments, SSI recipients are automatically covered by Medi-Cal, the state health insurance plan.

*United State Department of Agriculture (USDA) Rural Development Loans.* USDA offers several loan and grant programs to assist in the construction of rental housing (Section 515), ownership housing (Section 502), and infrastructure improvements (Community Facilities Loan Program) in rural areas. The unincorporated area of the County contains two USDA rental projects that provide 127 units for farm workers.

*Veterans Housing and Homelessness Prevention (VHHP).* The VHHP program provides for acquisition, construction, rehabilitation and preservation of affordable multifamily housing for veterans and their families to allow veterans to access and maintain housing stability.

## **HOUSING AND SERVICES RESOURCES**

The agencies and organizations described below provide assistance to lower income and special needs households in the region.

### **Housing Authority of the County of San Joaquin**

The Housing Authority currently assists 19,000 people throughout San Joaquin County through distribution of 5,080 housing vouchers, including single family homes spread throughout the county, and by managing and maintaining 1,012 units in the county's public housing developments, 81 market-rate units, 30 year-round farmworker units, and 285 units of seasonal agricultural migrant housing. The Housing Authority provides significant assistance through many specific assistance programs, by forming partnerships with other agencies and businesses, and by overseeing and distributing millions of federal dollars each year. These programs, partnerships and the dollars spent are managed to specifically benefit the people of San Joaquin County, including the City of Escalon.

*Housing Choice Voucher Program.* The Housing Choice Voucher Program, funded by the U.S. Department of Housing and Urban Development, provides housing assistance to extremely low and very low-income families, senior citizens, and disabled or handicapped persons. Its objective is to provide affordable, decent and safe housing for eligible families, while increasing a family's



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residential mobility and choice. The Voucher Program also includes programs such as Family Self-Sufficiency and Welfare to Work. These are designed to assist families in becoming economically self-sufficient. A family with a voucher can choose which community in which to live, including the City of Escalon. The Housing Authority has approximately 5,080 vouchers in use Countywide; there are currently 6 families within the City of Escalon that have vouchers.

*Supportive Services Centers.* The Housing Authority administers four Supportive Services Centers that are located at their public housing developments. These centers help residents to access the resources they need to become economically self-sufficient. Over 400 people visit the Supportive Services Centers each month. These facilities offer computer-based learning exercises in math, reading and writing; job readiness training, resume preparation assistance and community job placement; tutoring, enrichment and recreational activities; free computer and telephone access for those seeking employment; counseling services for individuals involved in substance abuse or domestic violence; daycare, transportation, social service and affordable housing information. None of these centers are located within the City of Escalon, but all are available to its residents.

*Family Self-Sufficiency.* Family Self-Sufficiency (FSS) is a program designed to assist residents in becoming independent of public assistance. With the help of local agencies, FSS combines case management, education, training, and supportive services with rental assistance to aid families toward self-sufficiency. As participants become self-sufficient, their housing subsidies become available for others wanting to succeed and, as they begin paying higher taxes, it helps to reduce the tax burden on society as a whole. This program is available to all Section 8 Housing Choice Voucher Program recipients within San Joaquin County.

*Farmworker Families.* The Housing Authority has a 30-unit (plus 1 manager unit) year-round farm labor housing development in Thornton.

*Migrant Families.* The Housing Authority has three Migrant Centers that total 285 seasonal worker units (plus 1 manager unit per center), none of which are within the City of Escalon.

### **Direct Assistance Programs**

*California Healthy Families* is low cost insurance for children up to 18 years old and Pregnant Mothers. This includes Health, Dental and Vision coverage for qualifying applicants.

The *Energy Crisis Intervention Program (ECIP)* provides immediate assistance with to eligible households in an energy crisis that show proof a 48-hour notice or a shut off notice. Once an application is processed and approved, a payment guarantee (pledge) will immediately be applied to the utility account.

*Home Energy Assistance Program (HEAP)* assists low-income households to pay their energy costs. Assistance is in the form of a dual or single-party warrant, or, a direct payment to the utility company on behalf of the applicant. The amount of assistance is based on the number of persons in the household, total household income, the cost of energy within the County the household resides in, and funding availability. HEAP provides one payment per year.

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*PG&E* offers assistance to low-income, disabled and senior citizen customers through numerous programs and community outreach projects which include: California Alternate Rates for Energy (CARES), Family Electric Rate Assistance (FERA), and the Balanced Payment Plan Program.

*San Joaquin County Community Development Department* administers the Urban County CDBG/HOME Home Rehabilitation Program, a creative financing program that assists property owners in making residential building improvements. It offers low interest amortized and deferred payment loans. The program is designed to make needed renovations affordable for low income homeowners as well as offering a range of services to help make property improvements as easy as possible. County loans are secured by second deeds of trust. Loans are processed on a first come, first served basis unless it is an emergency; and the homeowner must occupy the home as their principal residence while they own it.

*San Joaquin County Behavioral Health Services* provides emergency, inpatient and outpatient behavioral health counseling and services including Adult Day Health Care, throughout San Joaquin County with offices in Lodi, Manteca and Tracy.

*San Joaquin County HSA* provides State and federally-mandated public assistance and a variety of social service programs for the citizens of San Joaquin County. Programs include: California Work Opportunity and Responsibility to Kids (CalWORKs), Foster Care, CalFresh, General Assistance, Medi-Cal, Adoptions, Child Protective Services, Adult Protective Services, In-Home Supportive Services (IHSS), Refugee Assistance, and the Mary Graham Children's Shelter. Federal and State legislation and local regulations govern the methods by which resources of the Agency are allocated.

*San Joaquin HSA* provides the Weatherization Program for home or duplex weatherization services such as: minor home repair, glass replacement, attic ventilation, low-flow showerheads, ceiling insulation, evaporative cooler vent cover, door weatherstripping, water heater blanket, duct wrap, switches & outlet gaskets, caulking, and other weatherstripping.

*San Joaquin Rapid Transit District Dial-A-Ride*. The service area includes the entire San Joaquin County, to assure accessibility to basic services such as shopping, public hospitals, and connections to Metro Stockton, (Stockton Metropolitan Area) and intercity fixed routes.

*Weatherization Program* administered through San Joaquin HSA provides home or duplex weatherization services such as: minor home repair, glass replacement, attic ventilation, low-flow showerheads, ceiling insulation, evaporative cooler vent cover, door weatherstripping, water heater blanket, duct wrap, switches & outlet gaskets, caulking, and other weatherstripping.

*California Healthy Families* is low cost insurance for children up to 18 years old and Pregnant Mothers. This includes Health, Dental and Vision coverage for qualifying applicants.

### **Senior and Disabled Resources**

*Supplement Security Income (SSI)* is a federal welfare program for persons 65 and over and for blind or disabled persons of any age. "Disabled" means that you have a physical or mental

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disability that is expected to keep you from working for 12 months or longer, or will result in death. Medicare is a federal health insurance program for people who are 65 and over, for some younger people with permanent disabilities, and for people with end-stage kidney disease. SSI may provide total monthly income or it may supplement a low income. In addition to cash payments, SSI recipients are automatically covered by Medi-Cal, the state health insurance plan.

*The Area Agency on Aging (AAA)* is a legislated overseeing body within the Aging and Community Services Division of San Joaquin County Human Services Agency (HSA). The Board of Supervisors and Area on Agency Staff are assisted and guided by the Commission on Aging which serves as an Advisory Board. The AAA/HSA provides a directory of services available for seniors, including an explanation of Medicare and Medi-Cal, resources to prevent elder abuse and elder fraud, and a listing of agencies and programs providing services to seniors with specific needs.

The *San Joaquin HSA* administers the Meals on Wheels Program. This program promotes the health, well-being, and independence of elder adults and the disabled by providing meals to persons 60 years and older that are homebound. San Joaquin HAS also administers a grab bar program to assist persons 60 years and older with maintaining balance, such as installing grab bars in bathrooms.

*In-Home Supportive Services (IHSS)* is a federal, state, and locally funded program designed to provide assistance to eligible aged, blind, and disabled individuals who, without this care, would be unable to remain safely in their own homes, and would be at risk of being placed in a care facility. IHSS is considered an alternative to out-of-home care, such as nursing homes or board and care facilities.

The *Supporting People In a Community Environment (SPICE)* program offers permanent housing for people with disabilities. Eight separate households provide a shared housing experience for up to 27 individuals.

Dignity Alcove in Stockton helps homeless veterans find permanent housing, secure a substantial income and address the specific challenges that veterans face, including but not limited to mental illness, physical illness, and substance abuse.

*The ECIP* provides immediate assistance with to eligible households in an energy crisis that show proof a 48-hour notice or a shut off notice. Once an application is processed and approved, a payment guarantee (pledge) will immediately be applied to the utility account.

*HEAP* assists low-income households to pay their energy costs. Assistance is in the form of a dual or single-party warrant, or, a direct payment to the utility company on behalf of the applicant. The amount of assistance is based on the number of persons in the household, total household income, the cost of energy within the County the household resides in, and funding availability. HEAP provides one payment per year.

The *Housing Authority of the County of San Joaquin* is the agency responsible for providing decent, safe, and affordable housing for low-income families, elderly, and the disabled. Programs

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include the Housing Choice Voucher Program (Section 8), Migrant Family Centers, and Family Self Sufficiency.

*PG&E* offers assistance to low-income, disabled and senior citizen customers through numerous programs and community outreach projects which include: California Alternate Rates for Energy (CARES), Family Electric Rate Assistance (FERA), and the Balanced Payment Plan Program.

San Joaquin County Community Development Department administers the *Urban County CDBG/HOME Home Rehabilitation Program*, a creative financing program that assists property owners in making residential building improvements. It offers low interest amortized and deferred payment loans. The program is designed to make needed renovations affordable for low income homeowners as well as offering a range of services to help make property improvements as easy as possible. County loans are secured by second deeds of trust. Loans are processed on a first come, first served basis unless it is an emergency; and the homeowner must occupy the home as their principal residence while they own it.

*San Joaquin County Behavioral Health Services* provides emergency, inpatient and outpatient behavioral health counseling and services including Adult Day Health Care, throughout San Joaquin County with offices in Lodi, Manteca and Tracy.

*San Joaquin County* provides State and federally-mandated public assistance and a variety of social service programs for the citizens of San Joaquin County. Programs include: California Work Opportunity and Responsibility to Kids (CalWORKs), Foster Care, CalFresh, General Assistance, Medi-Cal, Adoptions, Child Protective Services, Adult Protective Services, In-Home Supportive Services (IHSS), Refugee Assistance, and the Mary Graham Children's Shelter. Federal and State legislation and local regulations govern the methods by which resources of the Agency are allocated.

*San Joaquin Human Services Agency* provides the Weatherization Program for home or duplex weatherization services such as: minor home repair, glass replacement, attic ventilation, low-flow showerheads, ceiling insulation, evaporative cooler vent cover, door weatherstripping, water heater blanket, duct wrap, switches & outlet gaskets, caulking, and other weatherstripping.

*San Joaquin Rapid Transit District Dial-A-Ride*. The service area includes the entire San Joaquin County, to assure accessibility to basic services such as shopping, public hospitals, and connections to Metro Stockton, (Stockton Metropolitan Area) and intercity fixed routes.

The *Valley Mountain Regional Center* provides a range of housing and supportive services for persons with a qualifying developmental disability. Services and programs include California Mentor (homes for developmentally delayed adults 18 and older) and Central Valley Training Center (employment training, community integration, behavioral support, and advocacy).

### **Homeless Resources**

As part of the Urban County, the City participates in the Countywide homeless programs and resources are funded primarily through the federal Emergency Shelter Grant and Community

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Development Block Grant programs. The homeless in San Joaquin are provided shelter primarily in Stockton, Lodi, Tracy, and Manteca. Homeless from virtually all other County towns are referred to Stockton. Some of the major shelter providers, most of which are in Stockton, are the Stockton Shelters for the Homeless, the Gospel Center's Rescue Mission and New Hope Family Shelter, and Salvation Army. There are over a dozen other shelter providers whose operations are smaller in scale. Homeless resources in the County include the following:

***Supportive Programs***

*Coordinated Agency Response Effort (CARE):* The CARE program was designed to allow smaller family shelters to provide continuing support services to clients that moved from shelters to transitional housing. The primary focus is on households with dependent children. Continuing case management is often, but not always, provided by the shelter where they previously resided.

*Shelter Plus Care:* This program provides rent assistance to homeless and disabled persons. Qualifying disabilities include serious mental illness, HIV/AIDS, or physical disabilities through the Central Valley Low Income Housing Corporation (CHLIVC) located in Stockton.

*Central Valley Low Income Housing Corporation:* This supportive housing program provides rent assistance and supportive services to homeless families and individuals. Supportive services include case management, budgeting assistance/counseling, education assistance, and job search preparation.

*Hermanas I & II:* The Hermanas Programs were designed to provide transitional housing to homeless households with significant substance abuse problems. The focus is on single mothers with dependent children.

*Homeless to Homes I & II & Horizons:* The Homeless to Homes and Horizons Programs provides transitional housing and support services to homeless families. The Programs put an emphasis on the transition from emergency shelter to stable housing.

*Lutheran Social Services of Northern California:* This permanent supportive housing program provides rent assistance and support services to homeless former foster youth with disabilities. Supportive services include case management, education assistance, child care, and transportation assistance.

*New Directions:* This supportive housing program serves homeless individuals, most of whom have had contact with the criminal justice system because of a history of substance abuse. The program participants reside in dormitories and receive supportive services which include individual and group counseling.

*Project Hope:* A program geared towards aged-out foster youth at high risk of homelessness. The Program uses scattered site apartments throughout Stockton and Lodi and offers educational and life skills training.

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*Second Harvest Food Bank:* Second Harvest Food Bank serves San Joaquin and Stanislaus Counties. Second Harvest provides supplemental groceries to families with children, senior brown bag groceries, fresh fruits and vegetables to at-risk populations through local partners, and provides referrals to local food programs and other programs to persons and households in need of assistance.

*Supporting People In a Community Environment (SPICE):* The SPICE program offers permanent housing for people with disabilities. Eight separate households provide a shared housing experience for up to 27 individuals.

*Food For You - Commodity Program:* The Commodity Program delivers over 9 million pounds of USDA, FEMA, and donated foodstuffs to 16 community centers and sites that, in turn, distribute the food to needy individuals and families on the third Thursday of every month. Food donors and prospective volunteers may contact the Commodity Program at Lathrop's Senior Center.

#### ***Emergency Shelters***

*Dignity Alcove (Stockton):* Helps homeless veterans find permanent housing, secure a substantial income and address the specific challenges that veterans face, including but not limited to mental illness, physical illness, and substance abuse.

*Family and Youth Services (Stockton):* Provides a safe, caring shelter to runaway and throw away youth. The Program also offers hot meals and counseling services (family, group, and individual) to assist in their employment and educational needs.

*Gospel Center Rescue Mission (Stockton):* Provides emergency food, clothing, shelter, health care services and life skills training for both homeless families and individuals.

*Haven of Peace (French Camp):* Since 1959 has provided emergency shelter, food, clothing, and hygiene services to single women and children. Clients receive case management services, job readiness, and life skills training in preparation in becoming self-sufficient.

*Hope Harbor Shelter (Lodi):* Offers emergency shelter services and transitional housing for families and individuals, as well as meals and clothing. Hope Ministries (Manteca) – Operates two family shelters offering meals and clothing services.

*Lodi House (Lodi):* Offers shelter, meals, and clothing services to homeless women and their children. In addition, Lodi House also offers counseling services to assist women in gaining control of their lives and to making the transition to self-sufficiency.

*Marcy Graham's Children's Shelter (French Camp).* Marcy Graham's Children's Shelter provides educational, medical, dental, immunizations and mental health services to all residents. The facility strives to meet the children's recreational, religious, social and emotional needs through various programs/activities. This residential children's shelter provides protective custody on a temporary emergency basis for abused and neglected children in San Joaquin County.

*McHenry House (Tracy):* Offers meals, shelter for up to 12 weeks, and clothes for homeless families with children. Services such as life skills training, parenting skills, family counseling,

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budgeting skills, are offered to assist families to self-sufficiency. Follow up counseling is offered for up to one year after leaving the shelter to ensure clients are improving their lives.

*New Home Family Shelter (Stockton):* Offers shelter and related services for homeless single women and women with children. Services including counseling, coping skills, parenting skills, anger management, relapse prevention, nutrition, personal hygiene, and job readiness, and savings assistance.

*St. Mary's Interfaith Community Services (Stockton):* Provides care to the community's homeless and working men, women and children living significantly below the poverty line since 1955. Services include the Fr. Alan McCoy Dining Room, Virgil Gianelli Medical Clinic, St. Raphael's Dental Clinic, Kara Brewer Family Clothing and Hygiene Center and Social Services Department. Clients are able to care for their basic human needs in a compassionate and caring environment on a daily basis.

*Stockton Shelter (Stockton):* Offers emergency shelter, food, and clothing services for single adults and families at two facilities in Stockton. During the winter months, additional shelter for families is provided in French Camp. Also provides mental health services, drug screening and hygiene products. Transitional housing for individuals and families with AIDS is provided year round.

*Women's Center (Stockton, Lodi, Tracy):* Operates two emergency shelters for women and children fleeing violent and abusive environments. Both sites offer case management, parenting classes, domestic violence and self-esteem support groups, financial literacy, and services for employment preparation. The Women's Center also operates the Just for Kids Program and an aftercare support group.

## ***ENERGY CONSERVATION***

Energy conservation improvements offer the most viable means of addressing high-energy costs. The objective of energy conservation efforts directed towards new development includes the maximum feasible use of passive or natural cooling and lighting, which can be achieved by encouraging the incorporation of solar access. Examples of passive cooling opportunities include the design of lots to allow the proper orientation of a structure to take advantage of prevailing breezes or available shade. Passive heating opportunities include the design of lots to allow structures to be aligned in an east-west direction for southern exposure.

### **CITY ENERGY STANDARDS**

#### **Zoning Code**

The Zoning Code addresses this issue in Section 16.02.300 Energy Conservation, which states that the design of a subdivision for which a tentative parcel or subdivision map is required shall provide, to the extent feasible, for the future passive or natural heating or cooling opportunities in the subdivision. Passive or natural heating opportunities include, but are not limited to, the design of lot size and configuration to permit orientation of a structure: in an east-west alignment for southern exposure; and to take advantage of shade or prevailing breezes. Additionally, all

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residential structures must meet the requirements of Title 24 relating to energy conservation features.

### **General Plan**

The General Plan sets forth the City's approach to energy conservation within the Air Quality, Land Use, and Circulation Elements. These elements were updated in 2010 to address air quality, energy efficiency, greenhouse gas emissions, and particulate matter emissions.

Air Quality Goal F encourages energy efficient building designs and transportation systems in order to conserve energy and reduce air emissions. Air Quality Policy 2 promotes energy efficient designs, including provisions for solar access, building siting to maximize natural heating and cooling, and landscaping to aid passive cooling and to protect from winter winds. Air Quality Policy 8 encourages new buildings and development to be designed for energy efficiency and reduction in greenhouse gas emissions through: construction methods and passive design concepts (siting and location), encouraging use of solar and alternative energy systems, and encouraging and accommodating projects that incorporate alternative energy, enhanced energy conservation measures, and other voluntary methods of reducing energy usage and greenhouse gas emissions. Air Quality Implementation Strategy 1-6 requires the City to review new development and rehabilitation projects consistency with policies related to reducing energy consumption and greenhouse gas emissions. Acceptable energy reduction measures include, but are not limited to:

- Passive design concepts;
- Construction methods (LEED certification, exceedance of Title 24 energy standards, and green building methods);
- Use of trees, landscaping, and sun screens to shade west and south exterior building walls, particularly during the warm season;
- Use of energy-efficient water heating mechanisms for residences, commercial uses, industrial uses, swimming pools, and other uses;
- Limit installation of fireplaces and woodburning devices to EPA-certified or EPA-qualified devices;
- Provision of natural gas or electric outlets in outdoor areas to encourage use of energy-efficient fireplaces, barbecues, lawnmowers, and other devices;
- Use of light emitting diodes (LEDs) for traffic, street, and other outdoor lighting;
- Installation of "cool" roof (e.g., roof materials with a high albedo) and pavement materials; and
- Installation of solar panels.



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Air Quality Implementation Strategy 1-8 encourages community services agencies and organizations to fund energy efficiency projects, including heating, ventilation, air conditioning, lighting, water heating equipment, insulation and weatherization, for low income residents.

General Circulation and Street System Policy 12 requires all streets to be designed and constructed to promote energy efficiency. Residential Land Use Policy 6 encourages energy efficiency through requiring: 1) appropriate landscaping materials to provide shade in the summer and protection from the weather in winter; 2) eaves, canopies, and awnings along south and west elevations; and 3) secured bicycle storage areas with lock-up capabilities.

### **Residential Construction Standards**

The City has adopted and enforces the 2016 California Energy Code and the 2016 California Green Building Standards Code (CALGreen). CALGreen has streamlined energy efficiency and conservation measures for jurisdictions throughout California. CALGreen addresses energy efficiency through requiring compliance with Title 24 energy efficiency standards which address energy efficiency through appliances, air conditioning/heating units, water heating systems, windows/doors, insulation, roofing, lighting, solar-readiness, as well as requiring additional mandatory measures that address site development (stormwater management), construction (construction waste reduction/recycling, pollution control,) and long-term use of the residence (indoor water use, outdoor water use, building maintenance and operation, fireplaces, indoor air quality and exhaust, and interior moisture control). Single family and duplex developments are required to be wired for electric vehicle charging and the multifamily projects with 17 or more units must provide electric vehicle charging spaces. The 2019 CalGreen, which will be mandatory in 2020, will require an increase in the number of electric vehicle charging spaces at multifamily projects. The 2019 CalGreen also places California at the forefront of renewable energy requirements for residential uses, requiring all new homes under three stories to install solar panels c CALGreen has standardized energy efficiency throughout California, making the process straightforward for developers who often work in multiple jurisdictions.

### **RETROFIT**

There are a number of methods available to improve conditions of existing structures and to decrease their energy demand, all of which fall under the general label of “retrofit.” Among the most common techniques for increasing building efficiency are: insulation of ceilings, heating-ventilating air conditioning ducts and hot water heaters; weather stripping and caulking; night setback thermostats; spark ignited pilot lights; low-flow shower heads; window treatment to provide shade; and furnace efficiency modifications. The City of Escalon monitors such modifications on rehabilitation projects pursuant to the Building Code.

Weatherization in existing dwellings can greatly cut down heating and cooling costs. Weatherization is generally done by performing or improving attic insulation, caulking, weather stripping and storm windows, furnace efficiency modifications, and certain mechanical measures to heating and cooling systems.

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Other means of energy conservation in residential structures includes proper design and location of windows, window shades, orientation of the dwelling in relation to sun and wind direction, and roof overhang to let the winter sun in and block the summer sun out.

### **RESOURCES FOR ENERGY CONSERVATION**

*PG&E Energy Savings Assistance Program.* This program provides qualified customers with energy-saving improvements at no charge. Energy-saving measures through the Energy Savings Assistance Program can include repairing or replacing appliances, including the refrigerator, furnace, or water heater, and installing insulation, weatherproofing, energy-efficient light bulbs, caulking, and low-flow showerheads. Participants must live in a home that is at least five years old and must meet household income requirements.

*Rebate Programs.* PG&E offers rebates for eligible appliances including clothes washers and gas, electric, or solar water heaters. Appliances eligible for rebates typically change annually.

*Home Upgrade Program.* PG&E offers up to \$6,500 in home upgrades based on an energy assessment performed by a participating provider. Home upgrade options include air conditioner, furnace, water heater, wall insulation, floor insulation, duct insulation, high efficiency windows, and wall heaters.

*Weatherization Program.* San Joaquin County Weatherization Program administered through San Joaquin HSA provides home or duplex weatherization services such as: minor home repair, glass replacement, attic ventilation, low-flow showerheads, ceiling insulation, evaporative cooler vent cover, door weatherstripping, water heater blanket, duct wrap, switches & outlet gaskets, caulking, and other weatherstripping.

Program 6-1 I the Housing Plan provides for continued implementation of the State's CalGreen and Energy codes, support of weatherization activities, and various energy efficiency and rebate programs.

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## CHAPTER SIX – HOUSING PLAN

This section describes the City’s housing plan for the planning period. Housing goals, policies, and programs for Escalon are identified. A goal is defined as a general statement of the highest aspirations of the community. A policy is a course of action chosen from among many possible alternatives. It guides decision-making and provides a framework around which the housing programs operate. A program is a specific action, which implements the policy and moves the community toward the achievement of its goals. Programs are a part of the City’s 5<sup>th</sup> Housing Element cycle action plan and constitute the City’s local housing strategy.

### ***STATE HOUSING GOALS***

According to the California Statewide Housing Plan Update, it is the goal of the state to “ensure to all Californians the opportunity to obtain safe, adequate housing in a suitable living environment.” Additionally, the State Department of Housing and Community Development has established the following four primary goals:

- Provision of new housing;
- Preservation of existing housing and neighborhoods;
- Reduction of housing costs; and,
- Improvement of housing conditions for special needs groups.

### ***HOUSING ELEMENT GOALS, POLICIES, AND PROGRAMS***

The City of Escalon General Plan Housing Element is consistent with, and addresses, the above-stated state goals. The goals of the City of Escalon Housing Element serve at the local level to enhance and build upon State of California goals for providing safe, decent, and affordable housing available for all City residents. The goals, policies, and programs encompass new construction, conservation of existing stock, affordability, and provision of adequate housing for all persons.

Each housing program identifies the funding source(s), the party(ies) responsible for implementation, and implementation schedule. Quantified objectives for the Housing Plan are described in Table 6-1.

#### **GOAL 1      PRESERVE AND IMPROVE ESCALON’S HOUSING AND NEIGHBORHOODS**

**Policy 1A**      The City shall encourage the maintenance and improvement of residential areas.

**Policy 1B**      Uses allowed under the Low Density, Medium Density, or High Density Residential designations of the General Plan shall include only those uses specified in the Residential zoning districts. Nonresidential uses permitted in these zones shall only be approved if it can be determined that the use is compatible and can be located so that it is not detrimental to people or property in the area.

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**Policy 1C** Residential support uses such as commercial uses, parks, and educational facilities shall be supplied in adequate amounts and in locations to serve the residents of the City without detriment to residential areas.

**Policy 1D** All reasonable means shall be used to ensure that all existing urban areas are planned with basic services, including roads, storm drainage, sanitary sewers, water supply, and solid waste disposal and that all future development will coincide with planned extensions of these basic services.

**Policy 1E** Methods that should be used to maintain neighborhoods include:

- a) Encouragement of both public and private participation and expenditures;
- b) Conservation of existing housing, wherever possible;
- c) Preservation of the affordable housing supply, through regulation of condominium and mobile home park conversions, proactive noticing of at-risk units, and seeking funding to retain and improve lower income units.
- d) Preventing intrusion of incompatible land uses, increased traffic volumes and other potentially blighting influences.

**Policy 1F** The City shall continue to use rehabilitation funds to prevent the decay of established residential areas.

Program 1-1 Maintain Residential Zoning

Retain existing residential zoning and discourage non-residential uses in these zones through maintaining Zoning Ordinance provisions that require:

- A use permit for of all nonresidential uses in residential zoning,
- Site plan approval of any residential use of more than three units and all nonresidential uses; and,
- Construction of at least an 8-foot masonry wall to separate residential uses from non-residential uses.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, and City Council*

*Implementation Schedule: Ongoing*

Program 1-2 Neighborhood Improvements

Use available means to improve neighborhoods, including:

- Identify priorities for improvements in the City's older residential neighborhoods, including curbs, gutters, and sidewalks; housing rehabilitation; and neighborhood improvement activities. Where needed improvements are identified in lower income areas, seek supplemental state funding for the improvements to supplement the City's CDBG and HOME funds. If funding remains limited, focus on high priority activities. Ensure that improvements consider accessibility for seniors and disabled persons, focusing on areas where seniors and other

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populations congregate and walk, to ensure that the curbs, sidewalks, and lighting is appropriate to prevent both fall-related and traffic-related accidents.

- Continue to update the City's Capital Improvement Program (CIP) to ensure that neighborhoods needing improvement are scheduled for funding at a specific budget year in the future.
- Encourage homeowners to use Improvement Bond Acts under which residents can install curbs and gutters and have the cost added to their taxes.

*Funding Sources: City General Fund and/or Property Owner,*

*Responsible Departments/Agencies: Planning Department, Public Works Department, City Engineer, City Council*

*Implementation Schedule: Ongoing; update Capital Improvements Program on an annual basis*

### Program 1-3 Housing Rehabilitation Program

Continue and expand the City's Housing Rehabilitation Program through the following activities:

- Continue to provide funding for the City's Housing Rehabilitation Program through the HOME and CDBG funds available to the City administered by the Urban County and HOME Consortium.
- Coordinate with San Joaquin County to determine if the County has the capacity to administer additional housing rehabilitation funds for the City's Housing Rehabilitation Program once CalHOME or similar funds are available for housing rehabilitation. If there is capacity and funds are available, apply for CalHOME or similar funds to supplement the housing rehabilitation program offered to City residents through the County.
- Make pamphlets available at City Hall, the public library, other public facilities, and on the City's website that describe available housing rehabilitation and home repair programs, including San Joaquin County Aging and Community Services assistance with accessibility improvements. Note: If funding is unavailable in a given year, then pamphlets should not be distributed.
- Community Development, Building, Public Works, and Police Department staff shall coordinate to identify areas of the City with a high incidence of homes with deferred maintenance and target these areas for code enforcement. This should be completed in conjunction with identifying priority activities under Program 1-2.
- Distribute program information in conjunction with continuing building code enforcement.

*Objective: 3 lower income units*

*Funding Sources: City General Fund, HOME and CDBG funds, CalHOME*

*Responsible Departments/Agencies: Planning Department, Building Department, Code Enforcement/Police Department*

*Implementation Schedule: Ongoing*

### Program 1-4 Conservation of Affordable Units

Conserve the existing supply of subsidized and below-market-rate housing to ensure that affordability is preserved through an early warning system and timely application of state and federal grant funds for conservation.

- Contact owners/operators of subsidized multi-family housing at least annually to determine the status of at-risk units.

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- Upon approval of assisted multifamily housing projects, provide the project applicant with the City's noticing requirements.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Community Development Department, Planning Commission, City Council*

*Implementation Schedule: Ongoing*

**GOAL 2 FACILITATE AND ENCOURAGE DEVELOPMENT OF HOUSING TO MEET THE CITY'S HOUSING NEEDS**

**Policy 2A** The City shall encourage additional housing to meet the City's Regional Housing Need Allocations by maintaining an inventory of adequate sites to meet the City's housing needs, by encouraging and assisting the construction of multifamily housing, by promoting a range of housing types, and by encouraging utilization of density bonuses in support of affordable housing.

**Policy 2B** The City shall encourage new for-sale and rental housing projects to provide extremely low, very low, and low income units and units appropriate for households with special housing needs.

**Policy 2C** Accessory dwelling units shall be permitted in single family zoning districts in accordance with State Law.

**Policy 2D** New and innovative housing systems which reduce costs without sacrificing quality shall be promoted and utilized where appropriate.

**Policy 2E** The City shall remove governmental constraints to the development, improvement, and maintenance of the housing stock where the constraint is inconsistent with State Law.

**Policy 2F** Lower income residential development is a priority for water and sewer service. The City shall provide priority water and sewer service allocations to developments that include lower income housing, as required by Government Code Section 65589.7.

**Program 2-1 Adoption of the Latest Model Codes**

The City will review the model codes adopted by the State and adopt changes to the City's codes, as appropriate, to provide for safe and decent housing, accessible development, and energy-efficient/energy-conserving practices.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Building Department, Public Works Department, City Council*

*Implementation Schedule: Ongoing - when the state releases new versions or updates to model codes*

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### Program 2-2 Urban Residential Densities and Density Bonuses

The City will continue, on an ongoing basis, to monitor its policies and ordinances to provide for the most efficient densities and ensure that the City can accommodate its RHNA including extremely low, very low, and low income units. As part of addressing housing needs, the City will continue to identify appropriate housing sites that allow a range of densities and accommodate the City's allocation while continuing to ensure that the City's development standards provide for appropriate design techniques, including setbacks, site layout, and massing of structures, that reflect the small town character of the City. The City should continue to implement compact, smart growth principles such as traditional neighborhood design and traffic calming techniques.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, City Council*

*Implementation Schedule: Ongoing*

### Program 2-3 Affordable Housing Incentives

Continue to provide incentives and mechanisms that promote development of affordable housing, including multifamily, that is affordable to a range of incomes including extremely low, very low, and low, including:

- Allow duplexes to be built on corner lots in the R-1 zoning district, provided that each unit faces a separate street so that the duplex looks like a single family dwelling from either street;
- Grant density bonuses commensurate with State Density Bonus law;
- Exempt one of two multi-family units in accordance with the Growth Management Ordinance;
- Guarantee building permits for affordable senior housing under the Growth Management Ordinance;
- Encourage the use of the density bonus for the provision of lower and moderate income housing units;
- Permit accessory dwelling units in accordance with State Law;
- Allow flexibility of development standards and innovative housing types;
- Permit full utilization of existing lots that do not meet lot size or setback requirements, as allowed by Chapter 17.46 of the Zoning Ordinance; and
- Expedite processing of affordable units, including extremely low, very low, and low income, and special needs units, including senior, disabled, developmentally disabled, farmworker/employee, large family, emergency shelters, and supportive/transitional housing.

The City will review and update the City's brochure describing various incentives, mechanisms, and funding programs for providing affordable housing in the City, including density bonuses, and recent changes to the provisions for accessory dwelling units by June 2020. Update thereafter on an as-needed basis.

The City will also support applications for affordable and special needs projects through seeking funding for extremely low, very low, and low income units through available funding sources, such as CalHOME, Affordable Housing Initiative Program, and other sources. If the City has requests for financial assistance for multiple projects, projects providing extremely low income housing will receive priority.

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*Objective: Incentivize two projects; support funding applications for two projects*

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, City Council*

*Implementation Schedule: Review and update brochure in 2020 and as necessary thereafter; promote use of incentives and available programs on an ongoing basis*

#### Program 2-4 Small Lot Consolidation and Development

Encourage consolidation and development of small multi-family parcels.

- Provide incentives, such as staff assistance and financial assistance through available affordable housing funding sources, to encourage owners of small, contiguous parcels appropriate for affordable housing, including those parcels southwest of the McHenry Avenue/Highway 120 intersection, to consolidate lots.
- Assist affordable housing developers with the purchase and consolidation of small, contiguous parcels, through providing staff assistance and financial assistance, when available through CDBG, HOME, or other appropriate funds.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department*

*Implementation Schedule: Ongoing*

#### Program 2-5 Growth Management Ordinance

The City will continue to evaluate implementation of the Growth Management Ordinance on an annual basis, including requested allocations by types of units (single family, multi-family, and mobile homes) and allocations by affordability level.

During the remainder of the 5<sup>th</sup> Cycle planning period, if applications exceed available allocations, the City will seek input from development and affordable housing stakeholders, including the Building Industry Association (BIA), development community, and affordable housing advocates, in reviewing the effects of the Growth Management Ordinance. If the Growth Management Ordinance presents an obstacle to the development of the City's fair share of regional housing needs, the City will revise the ordinance accordingly. Potential revisions may include:

- Increasing the number of units that may be rolled over (e.g., allowing 125 allocations rather than 100 with up to 75 new allocations)
- Prioritizing multi-family and affordable projects until the City has met its share of the regional housing need; and/or
- Increasing the allocation for senior projects.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, City Council*

*Implementation Schedule: Annual review of ordinance. If the ordinance is identified as an obstacle to the City accommodating its fair share of housing needs, the ordinance shall be revised within 12 months.*

#### Program 2-6 Site Plan Review and Approval

In order to remove conflicts from the Zoning Code and to reduce subjectivity in the site plan review process, the City will:



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- 1) Remove conflicting language from the –Planned Development overlay chapter that requires a –PD for all multifamily projects, while the provisions in Section 17.11.040 do not require a –PD for multifamily projects, including condominiums and townhomes, in the R3 and C2 zones. The –Planned Development overlay chapter shall identify that a –Planned Development overlay is only required where identified by the appropriate notation in Section 17.11.040 and shall not requirement a rezone with a –Planned Development overlay for multifamily, including but not limited to apartments, condominiums, and townhomes, in the R3 zone.
  - 2) Either revise Zoning Code Section 17.54.040(D) to modify the site plan review process to remove or define subjective language, or implement supplemental design guidelines that provide standards, definitions, and examples that illustrate or describe project components that would comply with the site plan review findings.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, City Council*

*Implementation Schedule: Within one month of Housing Element adoption.*

#### Program 2-7 Implement State Housing Laws

The City will revise the Zoning Code to implement the following requirements of State law:

- 1) Establish the SB 35 streamlining approval process and standards for eligible projects, as set forth under Government Code Section 65913.4.
- 2) Revise Zoning Code Section 17.11.040 to identify the same permit requirements for manufactured homes as single family homes, as required by Government Code Section 65852.3.
- 3) Define low barrier navigation center as a use allowed by right and develop standards and requirements for processing a low barrier navigation center consistent with the requirements of State law, including Government Code Sections 65660 through 65668.
- 4) Establish standards and requirements for processing supportive housing by right consistent with the requirements of State law, including Government Code Sections 65650 through 65656.
- 5) Revise the accessory dwelling unit standards to allow an ADU to be considered ministerially in all zones that allow residential uses.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, City Council*

*Implementation Schedule: Within eight months of Housing Element adoption.*

#### Program 2-8 Monitor Housing Fees

The City will monitor its development project, project applications, and development impact fees to ensure that the fees do not pose an undue constraint to residential development. In the event that the fees are determined to constrain development, the City will work with a developer to defer fee payment for a reasonable amount of time (e.g., at final inspection or issuance of certificate of occupancy).

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, City Council*

*Implementation Schedule: On-going*

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**GOAL 3 PROVIDE ADEQUATE SITES FOR HOUSING**

**Policy 3A** The City shall maintain adequate sites, with appropriate General Plan and zoning designations, to accommodate the City’s RHNA.

**Policy 3B** The City shall continue to plan for infrastructure improvements necessary to accommodate anticipated growth within the City and shall make every effort to fund and implement infrastructure improvements necessary to accommodate the City’s RHNA.

**Policy 3C** Development of vacant residential land within the City shall be encouraged prior to annexing additional residential land.

**Policy 3D** Residential parcels shall have frontage on a public road. Private rights-of-way may be allowed only in the case of Planned District approvals.

**Policy 3F** Redesignation of medium or high density residential sites within the City or its Sphere of Influence to a lower density residential use or use that does not allow medium or high density residential uses by right shall only occur if either: 1) new medium or high density residential sites are designated to replace the sites identified for redesignation, or 2) the City has annexed additional medium and/or high density residential sites and it can be demonstrated that there are adequate sites to accommodate the City’s RHNA through 2023.

**Policy 3G** The City shall continue to ensure that the Zoning Code only permits development of single family units in the R-3 zoning district as a replacement for an existing unit, on an existing lot of 6,000 square feet or less, or as part of a housing development with the majority of units affordable to lower income households.

**Policy 3H** Each new development shall be required to provide for or contribute to, through development impact/fair-share fees, necessary off-site improvements which may include, but are not limited to: (1) sewer facilities; (2) water facilities; (3) drainage facilities, (4) roadways; (5) traffic controls; (6) intersections; and (7) public buildings and areas.

Program 3-1 Provision of Public Services

The City will continue with its efforts to expand and improve the sewer and water system serving the City. The City has adopted master storm drainage, sewer, and water plans that will permit service to all segments of the General Plan area. These plans shall be implemented as needed to provide service to developing areas to the extent the improvements are needed to accommodate the City’s fair share of regional housing needs. Implementation actions will include the following:

- Continue to review available funding sources including the State Revolving Fund Loans, State Infrastructure Bank Loans, bonds or assessment district financing, federal infrastructure financing, and commercial bank loans to determine appropriate financing sources to assist in construction of the water system and wastewater facility improvements;
- Continue implementing the Well 1 replacement project with a planned completion date in 2020;

- Continue implementing the construction of the new McHenry Lift Station and associated pipeline improvements, with a planned completion date in November 2019; and
- Ensuring that the City continues to identify and implement necessary water and sewer infrastructure improvements to ensure that the City continues to be able to accommodate its housing needs.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, City Engineer, Public Works Department, City Council*

*Implementation Schedule: Continue funding and implementing water and sewer improvements, with Well 1 completed in 2020 and McHenry Lift Station improvements completed in 2019*

### Program 3-2 Adequate Lower Income Sites

The City will ensure that adequate lower income sites are accommodated by ensuring that sites are proximate to existing infrastructure (water, sewer, dry utilities) or are included in a plan to extend infrastructure to the site and through streamlining the permitting process for sites that have been included in previous Housing Element cycles pursuant to Government Code Section 65583.2(c) through the following actions:

- 1) Update the Zoning Code to ensure that the City complies with Government Code Section 65583.2(c) for parcels included in Table 4-3 that have been included in one or more Housing Elements (non-vacant sites) or two consecutive planning periods (vacant sites). The revisions to the Zoning Code shall ensure that:
  - a. Residential uses are allowed by-right for housing developments in which at least 20 percent of the units are affordable to lower income households. Use by right means that the the affordable housing development is not subject to a conditional use permit, planned unit development permit, or other discretionary local government review or approval that would constitute a “project” for purposes of Division 13 (commencing with Section 21000) of the Public Resources Code. However, any subdivision of the sites shall be subject to all laws, including, but not limited to, the local government ordinance implementing the Subdivision Map Act; and
  - b. Permitted densities shall allow at least 20 dwelling units per acre.

*Objective: One project*

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, City Council*

*Implementation Schedule: Within one year of Housing Element adoption*

### Program 3-3 Encourage Mixed Use and Residential Development in Commercial Areas

Encourage mixed use and residential development in commercial areas through:

- Continuing to allow multi-family residential as a permitted use with a preliminary development plan in the community commercial (C-2) zone.
- Provide flexible development standards, such as decreased setbacks or parking requirements, for mixed use developments with second floor residential development in commercial areas and

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for mixed use or residential projects in commercial areas that provide connectivity to transit, encourage alternative modes of transportation, and have proximity to services.

*Objective: One project*

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, City Council*

*Implementation Schedule: Ongoing*

**Program 3-4 Infrastructure Reimbursement Agreements and Cost Participation.**

The City will continue to encourage developers to provide the necessary long-range infrastructure associated with new development through the filing of development/reimbursement agreements with developers. The City will seek to find funding sources to off-set the cost of infrastructure improvements for very low and low income units in order to encourage development of affordable units.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, City Council*

*Implementation Schedule: Ongoing*

**Program 3-5 Housing Element Monitoring Program**

The City will prepare an annual report describing progress implementing the Housing Element using the form developed by HCD consistent with the requirements of Government Code 65400. Following City Council review, submit this report to the Department of Housing and Community Development by April 1<sup>st</sup> annually.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, City Council*

*Implementation Schedule: Annual report due to HCD by April 1<sup>st</sup> each year*

**Program 3-6 Replacement of Affordable Units**

Consistent with the requirements of Government Code Section 65583.2(g), development projects on sites in the housing inventory (Chapter 4) that have, or have had within the past five years, residential uses restricted to rents affordable low or very low income households or residential uses occupied by low or very low income households, shall be conditioned to replace all such units at the same or lower income level as a condition of any development on the site and such replacement requirements shall be consistent with Section 65915(c)(3).

*Funding Sources: City General Fund; replacement costs to be borne by developer of any such site*

*Responsible Departments/Agencies: Planning Commission, City Council*

*Implementation Schedule: On-going*

**GOAL 4 EXPAND HOUSING OPPORTUNITIES FOR THE ELDERLY, DISABLED PERSONS, INCLUDING DEVELOPMENTALLY DISABLED, HOUSEHOLDS WITH EXTREMELY LOW TO MODERATE INCOMES AND FOR PERSONS WITH SPECIAL HOUSING NEEDS**

**Policy 4A** The City shall encourage and facilitate housing types and programs for senior citizens, the disabled, large families, lower income households, and other groups identified as having special housing needs.

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**Policy 4B** The City shall facilitate housing opportunities for the homeless and households at-risk of homelessness, including allowing emergency shelters in specified zones and maintaining an inventory of adequate sites to accommodate homeless housing needs.

**Policy 4C** The City shall work with private, county, and state agencies to provide emergency housing for the homeless.

**Policy 4D** The City shall continue to accommodate employee housing, to ensure that housing needs of agricultural employees and other workers can be met.

Program 4-1 Removal of Constraints

Continue to analyze amendments to the Zoning Ordinance, Escalon Municipal Code, and City procedures to ensure that the amendments do not result in constraints for special needs groups, including seniors, the disabled (consistent with requirements of SB 520) including developmentally disabled, large families, farmworkers, and homeless. The analysis will address land use controls, permit and processing procedures, and building codes. If any constraints are found in these areas, the City will initiate actions within six months of the completion of the evaluation to address them, including removing the constraints or providing reasonable accommodation for housing intended for persons with disabilities.

In response to SB 520, the City will also make dwellings adaptable and accessible for disabled persons by assigning funding priority, where feasible, to housing rehabilitation cases in which accessibility improvements are planned, and where such improvements are the only ones necessary. The City shall also continue to enforce ADA compliance during all permit processes for new construction and rehabilitation.

The City shall prepare handouts to provide information to all interested parties regarding accommodations in zoning, application of building codes, and permit processes for persons with disabilities and shall make the handouts available at City Hall public counter, Escalon Branch Library, Community Center, and on the City's website.

*Funding Sources: General Fund*

*Responsible Departments/Agencies: Community Development Department, Planning Commission, City Council*

*Implementation Schedule: Analysis of changes to Municipal Code and other City documents and procedures conducted on an on-going basis; handouts available by June 2020*

Program 4-2 Special Needs Housing Coordination

Coordinate with agencies and organizations serving Escalon residents, including the Valley Mountain Regional Center, Community Action Resources of Escalon, Housing Authority of the County of San Joaquin, and the various service providers assisted through the San Joaquin Urban County and HOME Consortium, to address housing and services for special needs groups, including seniors, disabled, developmentally disabled, homeless, farmworkers, and extremely low income households, as needed and feasible.

Refer households with special needs, including seniors, disabled, developmentally disabled, homeless, and farmworkers, to the service providers identified in Chapter 5, Constraints and Resources, and to the

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service providers listed in the San Joaquin County Aging and Community Services Resources Directory updated regularly by the San Joaquin County Human Services Agency.

Continue to make a handout that identifies available housing programs and services for lower income households and special needs groups available at City Hall, the library, and the City website.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, City Council*

*Implementation Schedule: Ongoing*

Program 4-3 Incentives for Senior, Disabled (including Developmentally Disabled), and Large Family Special Needs Housing

Continue to provide incentives for special needs housing through Zoning Code provisions that allow eligible senior, disabled (including developmentally disabled), and large family housing projects to receive up to two incentives, including flexible development standards, such as reduced parking, setback, lot coverage, and other standards.

*Funding Sources: City General Fund*

*Responsible Departments/Agencies: Planning Department, Planning Commission, City Council*

*Implementation Schedule: Ongoing*

Program 4-4 Seek Available Funding

Seek and aggressively pursue available State and Federal assistance for City and non-profits (CDBG, HOME, etc.) to develop affordable housing for seniors, large-families and households with children and others with specialized housing needs, including farmworkers and extremely low income households, when there is a request from a developer for an affordable housing project appropriate for the City. If no new affordable housing construction projects are identified, the City will pursue funding for First Time Homebuyer, housing rehabilitation, and other programs that will provide housing assistance but may not result in the development of housing for special needs groups.

*Funding Sources: General Fund*

*Responsible Departments/Agencies: Planning Department, City Council*

*Implementation Schedule: Annually submit funding applications, when grant programs are available that meet the City's needs and for which the City would be competitive, for special needs, first time homebuyer, housing rehabilitation, or other housing programs benefitting special needs or lower income households.*

Program 4-5 Outreach to Developers of Affordable and Special Needs Housing

Encourage development of affordable and multifamily housing, including housing for special needs, including but not limited to seniors, disabled, developmentally disabled, large families, and farmworkers, and/or extremely low, very low, and/or low income households through outreach to affordable housing developers.

As part of the City's noticing requirements for the San Joaquin Urban County Annual Action Plan, the City shall contact affordable housing developers and special needs service providers to solicit interest in developing affordable and/or special\_needs housing, including senior housing and shall provide information regarding any available City funds for housing production, such as Affordable Housing In-Lieu Fees. The outreach materials shall include a list of incentives for affordable housing, a list of incentives for senior housing, a summary of the City's housing needs, including the City's RHNA, the

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City's inventory of housing sites, and the map of the City's housing sites. Affordable housing developers and operators contacted should include Bridge Housing, Mercy Housing, St. Anton Partners, Domus Development, Eden Housing, Heritage House, and Bethany Home Society of San Joaquin County.

*Objective: Annual outreach to a minimum of 6 housing developers*

*Funding Sources: General Fund*

*Responsible Departments/Agencies: Planning Department*

*Implementation Schedule: Outreach conducted annually*

**Program 4-6 Parking Reductions for Eligible Projects**

Update Chapter 17.48 of the Zoning Code to specify parking reductions allowed under Government Code Section 65915(p)(2) for qualified projects:

A project that qualifies for a density bonus shall be allowed a reduced parking requirement, inclusive of handicapped and guest parking, based on either the ratios identified by the Zoning Code or the ratio allowed, either for the entire project or for individual units based on unit size, under Government Code Section 65915(p). The City's density bonus provisions that allow for qualified projects to request a reduction in parking (which may differ from the parking ratios identified at Government Code Section 65915(p)) will continue to be allowed as an incentive consistent with State law.

*Funding Sources: General Fund*

*Responsible Departments/Agencies: Planning Department*

*Implementation Schedule: Outreach conducted annually*

**Program 4-7 Outreach to Seniors**

Prepare and maintain a list of resources available to senior citizens, including housing resources, grant and loan programs, and assistance programs. The list shall be made available at City Hall, Escalon Branch Library, the Senior Center and on the City's website.

*Funding Sources: General Fund*

*Responsible Departments/Agencies: Planning Department*

*Implementation Schedule: Within 12 months of Housing Element adoption*

**GOAL 5 ELIMINATE HOUSING DISCRIMINATION**

**Policy 5A** The City will not condone any form of discrimination or segregation in housing.

**Policy 5B** The City shall continue to support the strict observance and enforcement of anti-discrimination laws and practices.

**Program 5-1 Equal Housing Opportunity**

Refer all complaints of housing discrimination to the San Joaquin Fair Housing Association, or other organization with commensurate purpose, for action. The Planning Department will continue to be responsible for receiving complaints in regard to housing. The City will continue provide an informational outreach program, including handouts regarding fair housing law and tenant rights.

Implement applicable recommendations of the 2014 San Joaquin Valley Fair Housing and Equity Assessment (FHEA) including the following:

- Consider the data and findings in the FHEA to inform policies and programs related to housing, housing choice, neighborhood revitalization, investment in disadvantaged areas, job creation, and workforce investment, including subsequent updates to the Housing Element, Zoning Code, and General Plan,
- Participate in regional efforts to educate and inform decision-makers and the public on the benefit of diverse neighborhoods.

*Funding Sources: General Fund*

*Responsible Departments/Agencies: Planning Department*

*Implementation Schedule: Ongoing*

**Program 5-2 Removal of Impediments to Fair Housing**

Continue to review updates to the San Joaquin County Impediments to Fair Housing Study and determine whether additional programs/actions are necessary to remove impediments. If additional programs are necessary, implement such programs within one year of identifying the impediment to fair housing.

*Funding Sources: General Fund*

*Responsible Departments/Agencies: Planning Department, City Council*

*Implementation Schedule: Review Analysis of Impediments to Fair Housing for San Joaquin County when revised or updated; take appropriate actions within one year*

**GOAL 6 ENCOURAGE ENERGY EFFICIENT RESOURCES IN NEW RESIDENTIAL DEVELOPMENT AS WELL AS THE EXISTING HOUSING STOCK**

**Policy 6A** Encourage energy efficiency and energy conservation in residential development to ensure sustainable practices and to reduce long-term housing costs.

**Program 6-1 Energy Conservation and Efficiency**

Promote energy efficiency and conservation in residential development through:

- Continued implementation of the California Green Building Code (CalGreen), including compliance with Tier 1 standards.
- Continued implementation of the California Energy Code.
- Support inclusion of weatherization activities including, but not limited to, weatherization, siding, dual pane windows, in the Housing Rehabilitation program.
- Support the various energy efficiency and rebate programs operated by Modesto Irrigation District and PG&E through advertising availability of these programs through handouts at City Hall and on the City's website.

*Funding Sources: General Fund*

*Responsible Departments/Agencies: Planning Department, City Council*

*Implementation Schedule: Ongoing*



## CONCLUSION

The foregoing programs are considered appropriate and desirable to ensure that Escalon’s housing needs, as identified in Chapters 1 through 5, are met in a timely and cost effective manner. The programs designate funding sources, the party(ies) responsible for implementation, and implementation schedule. Table 6-1 shows an estimate of quantified objectives by income category for the number of units to be constructed, rehabilitated and conserved over the planning period.

In implementing those objectives, the community will require funding from a variety of sources including, but not limited to, CDBG, HOME, and other resources.

**Table 6-1: Quantified Objectives: Construction, Rehabilitation, and Preservation by Income Level**

Program	Extremely Low	Very Low	Low	Moderate	Above Moderate
<b>New Construction</b>					
Programs 2-3 (Affordable Housing Incentives), 2-7 (SB 35 Streamlining), 3-2 (Adequate Lower Income Sites), 4-4 (Funding), and 4-6 (Outreach to Affordable/Special Needs Housing Developers)	2	6	6	20	-
Program 4-3 (Development Incentives for Special Needs Housing)	2	2	0	0	-
<b>New Construction Totals</b>	<b>4</b>	<b>8</b>	<b>6</b>	<b>20<sup>1</sup></b>	<b>120<sup>1</sup></b>
<b>Rehabilitation</b>					
1-3 (Housing Rehabilitation)	1	2	2	-	-
<b>Preservation</b>					
Program 1-4 (Conversion of Affordable Units)	0	42 <sup>2</sup>	0	0	0

<sup>1</sup>Moderate and above moderate units are anticipated to be market-rate and proposed and constructed by private developers

<sup>2</sup>The City has no at-risk units. This objective is intended to ensure that the affordable units at Heritage House remain affordable in the long-term.

Source: City of Escalon, 2019; De Novo Planning Group, 2019

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## CHAPTER SEVEN – COMMUNITY PARTICIPATION

Community participation was solicited and encouraged throughout the Housing Element process. Public participation is not only a required portion of the update process, but is also important in understanding the community's goals and preferences. Community participation efforts are described below for the development of the Housing Element.

In order to engage the community in the Housing Element Update process, a series of two public outreach workshops, one Planning Commission hearing, and one City Council hearing were held, as well as a community survey. The public, including residents, businesspeople, housing advocates, service agencies, and other organizations addressing housing and special needs, was encouraged to participate in the process. Input received through the outreach process was used to determine housing needs and develop goals, policies, and programs that addressed the identified needs. The following meetings were held to obtain public input associated with the community's vision and priorities, housing, and environmental justice concerns:

**Workshop #1** – Tuesday, July 9<sup>th</sup>, 2019, 6:00 pm

**Workshop #2** – Thursday, July 18<sup>th</sup>, 2019, 2:00 pm

**Planning Commission** – Notice of Availability/Public Comments – October 15, 2019;

**Planning Commission Public Hearing** – November 19, 2019

**City Council Public Hearing** December 2, 2019

### PUBLIC OUTREACH

In order to encourage residents, business people, and other stakeholders to participate, the City used multiple outreach outlets, including:

- Newsletters and notices posted throughout the City, including at City Hall, the Community Center, Post Office, and Library and delivered to apartment complexes and mobile home parks
- Workshop announcements at Planning Commission and City Council meetings leading up to the events
- Workshop announcements ran in the local newsletter sent in the utility bill, identifying the workshop dates and times
- Announcements on the City website and social media accounts (Facebook)
- Notices were provided in English. While translation services were not offered, they would have been provided upon request. The outreach included organizations and service providers, including human health and service providers, local churches, and other religious and service organizations that serve non-English speaking populations in

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an effort to encourage all persons to participate in the outreach efforts or to have input from representatives of organizations that serve special needs and non-English speaking populations.

- Service providers (including all churches), housing professionals, apartment complexes, and mobile home parks were mailed notices and invited to attend the meeting and were also asked to post each notice in a visible location so their residents and client base could learn about the meetings. Organizations notified throughout this process included the following:
- LeerCorp, LLC.
- Windward Pacific Builders, LLC.
- Housing Authority of the County of San Joaquin
- San Joaquin Fair Housing
- First 5 San Joaquin
- Human Services Agency of San Joaquin County
- San Joaquin Department of Aging
- Community Action Resources of Escalon
- Habitat for Humanity of San Joaquin County
- Kavere Services
- A Place Called Home II
- Escalon Senior Estate
- Golden Acres Home and Care
- Heritage House
- Paddack Mobile Manor
- Karr Trailer Park
- Escalon Trailer Park
- Vintage Park Apartments
- Willow Heights Apartments
- Escalon Unified School District
- San Joaquin Valley Housing Collaborative
- Catholic Charities, Diocese of Stockton
- Escalon Lions Club
- Escalon Kiwanis
- Escalon Sunrise Rotary Club
- American Legion
- Escalon Christian Reformed Church
- Escalon Covenant Church
- Escalon First Baptist Church
- Trinity Church Assembly of God
- Escalon Presbyterian Church
- Saron Lutheran Church

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- Escalon United Methodist Church
  - Jackson Avenue Church
  - Seventh Day Adventist Church
  - St. Patrick's Catholic Church
  - Impact Community Church
  - First Missionary Baptist Church
  - Escalon Chamber of Commerce
  - Escalon Ministerial Assoc.
  - Pentecostal Tabernacle

## **WORKSHOPS**

Two community workshops were held on July 9<sup>th</sup> (6:00 pm) and July 18<sup>th</sup> (2:00 pm), 2019 at City Hall. The workshops offered opportunities for input from residents, developers, stakeholders, and other interested parties regarding the Housing Element update process, Housing Element requirements, and, more specifically, to identify local housing priorities and preferences.

The City encouraged the community to get involved and help the City address the following questions:

- What kind of new housing is needed?
- What can be done to make housing more affordable and accessible to all?
- Are there constraints to housing that need to be addressed?

The workshops included a presentation describing the Housing Element Update process, Housing Element content requirements, and key findings regarding housing in Escalon. Workshop attendees were provided an opportunity to comment on housing issues and concerns.

Workshop attendees provided the following input related to housing issues:

### **Housing Needs**

Workshop attendees were asked to identify housing needs on post-it notes. Senior housing was the primary need, receiving 9 of the 13 comments with additional comments noting the need for funding for seniors, general needs of lower and moderate income elderly, the need to address human services, the need to ensure dependable transportation, and a desire for housing on larger lots. Each housing need comment received is provided below:

- Senior housing
- Housing on larger lots
- Human services
- Senior services
- Regional dependable transportation
- Senior housing (independent) 50-75 units
- Senior housing

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- Senior housing
  - Funding for seniors
  - Senior housing
  - Senior housing
  - Low-to-Moderate Needs for Elderly
  - Affordable senior

### **Housing Constraints**

Workshop attendees were asked to identify housing constraints on post-it notes. Constraints related to the cost of providing housing and lack of funding were the most frequent concern cited (8 of 21 comments). Each housing constraint comment received is provided below:

- Funding
- Building doesn't pencil out
- High taxes impeded funding affordable housing
- City government encourages to continue growing slow
- Services needed (infrastructure)
- Growth management ordinance limits big development
- Price of land
- Lack of "in-lieu" funds
- Lack of government support for low income etc. housing
- Water, sewer, and utilities
- Safety
- Zoning w/ County
- Market pricing
- Building/construction pricing
- Slow growth ordinance
- Lack of land
- Lack of public support
- No barriers
- City requirements do not impede
- No lack of funding
- A lot of requirements (State and city) are onerous for small developers

### **Housing Priorities and Policy Approaches**

Workshop attendees were split into small groups and asked to prioritize a number of issues facing the City and identify potential policy solutions. Residents rated issues on a scale from 1 to 3, with 1 representing a high priority and 3 representing a low priority. The votes were then averaged to determine the overall priorities. The top priority was community engagement (average priority of 1), followed by ensuring availability of safe and sanitary housing (average priority of 1.2), followed by availability of senior housing (average priority of 1.5). The lack of new housing opportunities and potential needs of disadvantaged communities were identified

as moderate priorities, each averaging an overall rank of 2. The suggested policy solutions or considerations related to housing issues as well as the level of importance of the issue as ranked by the small groups are shown below.

Issue Areas	Level of Importance 1-High 2-Moderate 3-Low	Suggested Policy Solutions
<b>Availability of Safe and Sanitary Housing</b>	1 - 1 1 2 1 <b>Average: 1.2</b>	<ul style="list-style-type: none"> <li>• Increase the availability to build or improve housing</li> <li>• People are thinking smaller homes and common areas for recreation. Condos and especially condos above businesses should be used. Using agricultural land is a way poor long-term choice.</li> </ul>
<b>Availability of Senior Housing</b>	1 2 1 2 2 1 <b>Average: 1.5</b>	<ul style="list-style-type: none"> <li>• Need federal or state assistance</li> <li>• There is a 2-3 year wait for homes at Heritage Village. This seems to indicate a real need for more affordable senior housing. City should put emphasis on accommodating that need.</li> <li>• Prefer with elevators for condos above businesses for seniors. San Dimas, Ca is a perfect example.</li> <li>• Defer or limit cost of fees to support its construction</li> </ul>
<b>Lack of New Housing Opportunities</b> (homes for sale or rent, apartments for rent, care facilities etc.)	2 2 2 2 2 <b>Average: 2</b>	<ul style="list-style-type: none"> <li>• Where are we in average with State numbers</li> <li>• Must use existing open space within City before opening up land now used by agriculture</li> </ul>
<b>“Civil” or Community Engagement</b>	1 1 1 1 1 1 <b>Average: 1</b>	No policy suggestions.
<b>Needs of Disadvantaged Communities</b>	2 3 2 1 2 2 <b>Average: 2</b>	No policy suggestions.

## HOUSING SURVEY

In addition to the two workshops, the City circulated a survey in July and August 2019 to collect information on the community’s housing issues and preferences. 45 responses were received.

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Survey responses are summarized below. The majority of respondents live in Escalon (78%), 13% do not live in Escalon, and 9% do not live in Escalon, but own property in or near the city.

Survey respondents identified affordable housing, including housing for first time home owners, managing the pace of growth, and addressing infrastructure for new development as priorities associated with housing. All identified priorities associated with housing are listed below:

- Affordable housing for first time home owners
- First time home owners
- Limits to new home construction
- Affordable senior housing
- Addressing the sewer capacity issue so new development can happen
- Sewer capacity and water supply for planned growth
- Maintaining the current growth ordinance
- Slow or minimal growth
- Controlled planned growth
- Keeping existing growth ordinance
- Affordable Housing (identified as a priority by four separate comments)
- Making it affordable, fees wise, to construct multifamily units
- In-filling empty lots
- Larger residential lots with custom homes
- Housing (identified as a priority by two separate comments)
- Lower building permit costs
- Limited growth
- Senior housing

When asked to identify the top housing needs in Escalon, the following housing types received the most votes:

- Senior housing (22% of votes)
- Single family housing (22% of votes)
- Housing for all income levels (11% of votes)
- Housing affordable to working families (10% of votes)
- Multifamily housing (apartments) (9% of votes)
- Rehabilitate existing housing (8% of votes)
- Duplex, triplex, and fourplex units (8% of votes)
- Other (10% of votes)

When asked to rank the priority of addressing various housing issues in the General Plan, issues receiving the most votes for very important or important were: providing housing affordable to working families, encouraging more senior housing, rehabilitating existing housing, providing more housing for all income levels, and building more single family housing as the top priorities (listed here in order of ranked importance). Housing topics identified as of lower importance



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included building more multi-family housing, building farmworker housing, providing accessible housing, providing housing for homeless, and expanding downtown housing.

### **PUBLIC REVIEW DRAFT HOUSING ELEMENT**

The Draft Housing Element was provided to the public for review from September 19 to October 22, 2019. The Draft Housing Element also was submitted to HCD for the state-required 60-day review period. The City prepared a Notice of Availability for the Housing Element, inviting the public to review and comment on the Housing Element. The Notice of Availability identified locations where the Housing Element was available for review and provided directions on how to comment. The Notice of Availability, with a summary of the Housing Element contents and a link to the document, was mailed to each of the stakeholders listed above. The Housing Element was posted to the City's website and made available for public review at the City Hall, Escalon Branch Library, and Escalon Community Center during the review period. One written comment was received during the review period from the San Joaquin County Human Services Agency. The San Joaquin County Human Services Agency expressed support for programs providing and encouraging senior housing, provided updated information regarding several programs listed in the resources section, including grab bar installation and energy assistance programs, recommended that agencies identified in City handouts be contacted to determine if they have waiting lists, and noted that the community's prioritization of senior needs was consistent with the increase in the senior population. These comments were incorporated into the appropriate chapters of the Draft Housing Element.

A public hearing was held before the Planning Commission on October 15, 2019 to receive public comment on the Draft Housing Element. Three people attended the Housing Element public hearing. Only one person spoke and agreed with the Housing Element, noting that it was important for the document to focus on the needs and wishes of the local population and provided no recommendations for changes to the Housing Element.

### **Planning Commission**

Prior to adoption of the Housing Element, the Planning Commission will hold a noticed public hearing. Notice of the public hearing will be published, posted at City Hall, posted on the City's website, and sent to the housing stakeholder organizations identified above. Following the public hearing, the Planning Commission will consider public input, discuss the Housing Element, and make a recommendation to the City Council regarding adoption of the Housing Element.

### **City Council**

Prior to adoption of the Housing Element, the City Council will hold a noticed public hearing. Notice of the public hearing will be published, posted at City Hall, posted on the City's website, and sent to the housing stakeholder organizations identified above. Following the public hearing, the City Council will consider public input, discuss the Housing Element, and consider the Planning Commission's recommendation regarding adoption of the Housing Element.