



Planning for Success.

CITY OF ATWATER

2014-2023 Housing Element Update
(5th Housing Element Cycle)

PREPARED FOR

City of Atwater

March 28, 2016

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(5th Housing Element Cycle)

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**CITY OF ATWATER
2014-2023 HOUSING ELEMENT UPDATE
(Fifth Housing Element Cycle)**

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I.0 INTRODUCTION

I.1 PURPOSE AND CONTENT OF HOUSING ELEMENT

The Atwater General Plan Housing Element is designed to provide the City with a coordinated and comprehensive strategy for promoting the production of safe, decent, and affordable housing within the community. A priority of both State and local governments, Government Code Section 65580 states the intent of creating housing elements:

The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farmworkers, is a priority of the highest order.

The Housing Element has two main purposes:

1. To provide an assessment of both current and future housing needs and constraints to meeting those needs; and
2. To provide housing goals, policies, and programs that establish a strategy for attaining adequate housing for a range of people.

Atwater has areas of special priority that focus the purpose of its Housing Element, such as the growing proportion of families with children, increasing rates of overcrowding, limited availability of rental housing (especially affordable rentals), and constraints to accommodating additional housing within existing city limits. State-mandates and the local concerns combine to set the foundation for the Housing Element.

This Housing Element Update covers the eight-year period spanning from March 31, 2016 – March 31, 2024. This period differs from Atwater’s other General Plan elements, which are not regulated by the State, and currently cover the period of 2000 to 2020. The Housing Element serves as an integrated part of the General Plan, but is updated more frequently, as required by State law, to ensure its relevancy and accuracy. The Housing Element identifies strategies and programs that focus on:

- Matching housing supply with need;
- Maximizing housing choice throughout the community;
- Assisting in the provision of affordable housing;
- Removing governmental and other constraints to housing investment; and
- Promoting fair and equal housing opportunities.

The Housing Element comprises five chapters:

- Chapter 1, this introductory chapter, sets forth the purpose of the Housing Element, recent housing history, context and process, and housing element requirements established by the State Department of Housing and Community Development (HCD).
- Chapter 2 evaluates past accomplishments of the most recent certified Housing Element (2003-2008), as well as a discussion of accomplishments during the and prior housing planning period (2007-2014).
- Chapter 3 provides a profile and analysis of the City’s demographics, housing characteristics, and existing and future housing needs, based on data from the 2010 to 2012 timeframe.
- Chapter 4 reviews the resources and constraints to housing production and maintenance. Resources include land available for new construction, as well as financial and administrative resources available for housing. Constraints include potential market, governmental, and environmental limitations to meeting the City’s identified housing needs.
- Chapter 5 presents the City’s housing policies and programs that address the community’s identified housing needs.

1.2 COMMUNITY CONTEXT

The City of Atwater (“City”) faces important challenges in its planning for sufficient housing, obtaining resources for affordable housing, and implementing housing programs for City residents. Rising housing costs, expanding employment opportunities, and changing demographics require that the City develop an approach and strategy to producing housing that matches the need of existing and future residents of the community.

Since the 1990s, Atwater has experienced substantial changes in demographics and employment. One especially significant change was the closure of the Castle Air Force Base in 1995. Castle Air Force Base was the City’s largest direct employer and also supported a significant number of secondary jobs in firms serving Castle Air Force Base and its population. While new employment opportunities have been created in Atwater in recent years to fill the gap left by the closure of Castle Air Force Base, many of these jobs pay low-to moderate wages.

Other challenges facing the City are rising housing costs and increasing average household sizes among families with low incomes. This combination has led to increasing rates of overcrowding, which suggest that adequately sized housing that is affordable to lower-income households is becoming increasingly scarce in Atwater. There is a significant gap between median income in Atwater and housing costs. The median priced home in Atwater is more than four times the median annual income of City residents. At the peak of the housing market in 2006, the median priced home was ten times the median annual income of City residents. Even with a steep decline in housing prices and low interest rates, most households cannot afford to purchase homes that cost more than three times their annual incomes. Rents are also high compared to income, and this often results in overcrowded or substandard housing for the half of City residents who rent.

Compounding the City’s challenge in planning for adequate housing, the primary growth in housing in recent decades has been single-family homes, which are unaffordable to significant segments of the population. During the same period, the proportion and number of multi-family homes in Atwater declined.

Within this broad context, the City must address key housing issues that include:

- Providing sufficient sites for additional housing;
- Providing for a range in types and prices of housing;
- Providing for those with special housing needs (such as seniors and large families); and
- Maintaining and improving the housing stock and quality of life in Atwater.

The Housing Element addresses these issues through a comprehensive housing strategy. The creation of a suitable and effective housing strategy is a complex process, but one defined by the needs of those living and working within the community. The diverse population of Atwater requires an approach that can produce an equally diverse range of housing choices, including single-family homes, apartments, housing for special needs groups (including the homeless), and many others.

1.3 KEY FINDINGS

Review of statistical data for the current and past housing element planning periods resulted in several key observations regarding the housing situation in Atwater:

- From 2000 to 2010, the household median income in Atwater grew at half the annualized rate of the Consumer Price Index: 1.21 percent compared to 2.39 percent.
- Most new jobs projected for Merced County through 2020 will provide incomes under \$30,000 per year.
- 34 percent of homeowners and 53 percent of renters paid more than 30 percent of their income for housing in 2010, both up by half since 1990.
- Over half of female-headed single parent households in Atwater are living below the poverty line.
- While large families are more likely to be renters, large homes in Atwater are more likely to be owner-occupied.
- About 26.7 percent of Atwater's renter households fall into the extremely low income range (less than \$17,350 annual income for a four-person household). These households can afford a monthly housing cost of no greater than \$434 and fewer than 20 percent of Atwater's rental properties are affordable to these households.

1.4 STATE REQUIREMENTS AND HOUSING TARGETS

The California Legislature has identified the attainment of a decent home and suitable living environment for every resident as the State's major housing goal. Recognizing the important role of local planning programs in pursuing this goal, the Legislature has mandated that all cities and counties prepare housing elements as part of their comprehensive general plans. Government Code section 65583 sets forth the specific components to be contained in a community's housing element, including:

- Demonstration of adequate sites for rental housing, manufactured housing, and emergency shelters, with adequate provision for the existing and projected needs of all economic segments of the community;
- An assessment of housing needs and an inventory of resources and constraints;
 - An analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels;
 - An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition;
 - An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites;
 - The identification of a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit;
 - An analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing;
 - An analysis of any special housing needs;
 - An analysis of opportunities for energy conservation;
 - An analysis of existing assisted housing developments eligible to change from low-income housing uses;
- A statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing; and
- A program that sets forth a timeline of actions during the planning period.

The Sustainable Communities and Climate Protection Act (SB-375) mandates that regional transportation plans include a sustainable communities strategy, which coordinates land use, housing, and transportation planning. State-mandated housing element update timeframes are integrated with each region's regional transportation plan. Housing elements are due for completion and California Department of Housing and Community Development (HCD) certification within 18 months of adoption of the regional transportation plan. The Merced County Association of Governments (MCAG) adopted the *2014-2040 Regional Transportation Plan/Sustainable Communities Strategy for Merced County* on September 25, 2014 and, the due date for Atwater's Housing Element update was set as March 31, 2016, and the Housing Element must be adopted by the City no later than July 29, 2016.

A critical measure of compliance with State Housing Element law is the ability of a jurisdiction to accommodate its share of the regional housing needs as determined by a regional housing needs plan. The regional housing needs plans cover a ten-year projection period that begins approximately two years before the housing element planning period. Atwater’s applicable regional housing needs plan was prepared by MCAG. The current MCAG regional housing needs plan covers the projection period January 1 2014 to December 31, 2023. The regional housing needs plan allocates HCD housing targets, known as the Regional Housing Need Assessment (RHNA), to each of the jurisdictions within Merced County. The RHNA provides the target number of housing units that a jurisdiction must accommodate within its Housing Element, broken out by income range. In some cases, an unaccommodated need from the prior housing planning period must be added to the RHNA to provide the full housing target. In addition to its RHNA for the 2014-2023 projection period, Atwater has a carryover of unaccommodated need from the prior housing element planning period. The calculation of Atwater’s unaccommodated need is presented in Chapter 2, Evaluation of the Prior Housing Element. A summary of Atwater’s RHNA and unaccommodated need is presented in [Table 1, Current RHNA and Prior Unaccommodated Need](#).

Table 1 Current RHNA and Prior Unaccommodated Need

	Very Low	Low	Moderate	Above Moderate	Total
Current RHNA	427	304	281	748	1,760
Unaccommodated Need	20	15	19	37	91
Built since January 1, 2014				(95)	(95)
Total Housing Need	447	319	300	690	1,756

Source: Merced County Association of Governments 2014

Note: See Table 8, Unaccommodated Need Carried Forward to 2014-2023 for calculation of unaccommodated need.

1.5 DATA SOURCES AND METHODOLOGY

Census 2010 and American Community Survey data from the 2008 to 2012 timeframe provides the baseline for demographic information. In some instances, to provide historic context or illustrate trends, earlier Census data is presented. Information is also sourced from population, housing, and economic data from state and local agencies, non-profit organizations, and others. The Housing Element also includes information on housing conditions from a survey conducted by the City in 2003.

I.6 PUBLIC PARTICIPATION

The City held a community input workshop on March 1, 2016. The City advertised the workshop through its utility newsletter, notice on the City's website, and a notice published in the Merced Sun-Star.

The City conducted the public workshop sat the City Hall Council Chambers, to explain the purpose and contents of the Housing Element, State law and HCD requirements, and to present an overview of the update process. An informational sheet was available to all who attended. The City also solicited comments on key issues, policies, and programs that the City should address in the Housing Element update. No members of the public attended the workshop.

I.7 GENERAL PLAN CONSISTENCY

The Housing Element is a component of the General Plan, which provides guiding policy for residential land use and development in Atwater. The General Plan was adopted in July 2000, and consists of seven elements that address both the State-mandated planning issues and optional subjects that are of particular concern within Atwater. These elements are:

- Land Use, Public Facilities, and Community Infrastructure;
- Circulation;
- Conservation and Open Space;
- Seismic and Public Safety;
- Noise;
- Economic Development; and
- Housing.

State law requires consistency among elements of the General Plan. Goals and policies contained within the Housing Element should be interpreted and implemented in a consistent manner with the goals and policies of the other General Plan elements. To ensure consistency of the 2014-2023 Housing Element with the remainder of the General Plan, a consistency analysis of the entire General Plan was conducted. Policies from the other General Plan elements that relate to housing were identified in three General Plan elements and are discussed below. The City has found consistency between these policies and the policies set forth in this Housing Element. The City will continue to ensure consistency between the Housing Element and other General Plan elements so that policies introduced in one element are consistent with or reflected in the other elements.

A. Land Use, Public Facilities, and Community Infrastructure

LU 3.2: Continue efforts to improve and rehabilitate buildings, housing, and infrastructure downtown.

LU 3.4: Encourage development of mixed-use projects within the downtown area. Developments should be designed with active ground floor commercial or service uses with residential or office above.

LU 8.1: The City will continue to exercise its redevelopment powers to implement the policies of the General Plan, including the acquisition of land for reuse, the funding of public improvement projects such as streets and parks, and provision of financial assistance to developers and homeowners.

LU 10.2: Annex and re-designate areas from Urban Reserve to other appropriate uses when necessary based on urban development demands.

The Housing Element is consistent with policies to upgrade infrastructure and housing in the City. Numerous programs call for rehabilitation and preservation of housing, consistent with Policy LU 3.2. These include Program 4.3 (rehabilitation loans), Program 4.4 (energy retrofits), Program 4.5 (mobile home rehabilitation), Program 4.6 (rental housing improvement), Program 4.7 (un-safe building retrofits), and Program 7.3 (weatherization). Program 1-1 requires maintenance of a vacant land index (included as an appendix to this Housing Element) to assist developers in finding infill opportunities. Although the City no longer has the redevelopment powers cited in Policy LU8.1, programs in the Housing Element call for the City to facilitate other funding channels that lead to housing development and rehabilitation, and public improvements. Programs 1-3 and 1-4 call for the City to annex land to maintain an adequate supply of land for new housing.

B. Conservation and Open Space

CO 7.1: Encourage the incorporation of energy conservation features into new development, such as high-density development, bikeways and pedestrians paths, proper solar orientation, and transit routes and facilities.

Several programs in the Housing Element implement this Land Use Element policy. Program 7.4 specifically addresses land use design for energy conservation, and Programs 7.1 (energy measures in new houses), 7.2 (energy code awareness), 7.3 (weatherization), and 7.5 (weather conservation) also reduce resource use.

C. Seismic and Public Safety

SF1.1: Require all new development and rehabilitation of existing development to be in compliance with all Seismic Zone 3 requirements of the Uniform Building Code.

SF4.1: Restrict development within the 100-year floodplain in a manner that effectively presents damage to persons and property.

Since adoption of the General Plan the City has begun using the California Building Code, and enforces that codes provisions for seismic safety. The Housing Element incentive and permit streamlining programs do not relive builders of the obligation to construct safe buildings, and Program 4.7 specifically addresses the improvement of unsafe buildings. Most of the areas prone to flooding are east of Buhach Road and south of Bellevue Road, and area the City is currently in the process of annexing. Housing Element programs do not reduce protections for development within flood zones.

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2.0

EVALUATION OF THE PRIOR HOUSING ELEMENTS

2.1 INTRODUCTION AND BACKGROUND

State Housing Element Guidelines (Government Code Section 65588) require that communities evaluate their previous Housing Element and its Five-year Action Plan Program according to the following criteria:

- The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal;
- The effectiveness of the housing element in attainment of the community's housing goals and objectives; and
- The progress of the City in implementation of the housing element.

According to HCD's *Housing Element Questions and Answers: A Guide to the Preparation of Housing Elements*, the review is a three-step process.

- Review the results of the previous element's goals, objectives, policies, and programs. The results should be quantified where possible (e.g., the number of units rehabilitated), but may be qualitative where necessary (e.g. mitigation of governmental constraints).
- Compare what was projected or planned in the previous element to what was actually achieved. Analyze the significant differences between them. Determine where the previous housing element met, exceeded, or fell short of what was anticipated.

- Based on the above analysis, describe how the goals, objectives, policies and programs in the updated element are being changed or adjusted to incorporate what has been learned from the results of the previous element.

The City's last certified Housing Element was adopted by the City on March 24, 2008 and certified by HCD on May 19, 2008; that Housing Element covered the planning period 2003-2008. The City prepared, but did not adopt the 2007-2014 Housing Element. The 2007-2014 Housing Element was reviewed and commented upon by HCD in March 2010, but was never adopted by the City or re-submitted to HCD for certification. This evaluation summarizes the accomplishments during each of these planning periods.

2.2 SUMMARY OF ACHIEVEMENTS OF THE 2003-2008 HOUSING ELEMENT

To address community conditions and housing needs identified the certified 2003-2008 Housing Element, the City adopted actions to facilitate the development of housing. The actions sought to accommodate the City's regional housing needs allocation, assist in the production and rehabilitation of a wide range of housing and shelter, and establish supportive services for all income levels and special interest groups. The 2003-2008 Housing Element programs included the following provisions to achieve the intended goals of the planning effort:

- Amend the Zoning Ordinance to reduce regulatory barriers to the development of affordable housing;
- Amend the Zoning Ordinance to update the density bonus program commensurate with state law requirements;
- Provide adequate sites for housing through planning studies, an analysis of appropriate zoning designations, and annexation of land in the City's sphere of influence;
- Pursue state and federal funding opportunities;
- Continue and strengthen collaborative relationships with other public agencies and nonprofit organizations that can assist the City in implementing its housing strategy;
- Reduce regulatory barriers to the location and development of housing for special needs groups;
- Ensure reasonable accommodations in regulations and permit processes to meet the special needs of persons with disabilities;

- Adopt a strategy to increase the availability of housing, meeting the needs of, and affordable to, local workers;
- Continue to focus on the improvement of existing, substandard housing in older neighborhoods;
- Preserve affordable housing resources in Atwater, including older rental housing, subsidized housing, and mobile home parks that are feasible to upgrade and maintain;
- Promote equal housing opportunity through collaborative efforts with community organizations; and
- Adopt an inclusionary housing ordinance to collect a fee-in-lieu of housing set-a-side.

Many factors can affect the ability of the City to meet the expectations that were adopted in the Housing Element. The goals and programs have been evaluated in light of what the City has done or what other agencies or groups have completed during 2003-2008. Outside factors affecting the success of the Housing Element include the effects of the economy in general, and the decreasing availability of state and federal funding.

Overall, the goals, policies and programs in the 2003-2008 Housing Element assisted in providing housing opportunities for all income categories, as well as meeting a diversity of housing needs. Between 2003 and 2008, a total of 953 new housing units were built within the City of Atwater.

A. Quantified Objectives

Per State law, the City is required to establish quantified objectives estimating the number of housing units by income category that could be constructed over the 2003-2008 Housing Element timeframe. [Table 2, Quantified Objectives \(January 2003 to 2008\)](#), presents those objectives.

[Table 3, New Housing Units Constructed \(January 2003 to June 2008\)](#), outlines the number of housing units that were constructed from 2003-2008. All permits were issued for single-family houses; no multi-family houses were constructed during the period.

[Table 4, New Housing Units Constructed by Income Category \(January 2003 to June 2008\)](#), and [Table 5, Achievements in New Construction Needs by Income Category \(January 2003 to June 2008\)](#), present information correlating housing constructed to income category.

Table 2 Quantified Objectives (January 2003 to June 2008)

Income	RHNA ¹	New Construction ²	Homebuyer Assistance ³	Housing Rehab ³	Conservation of Affordable Housing	
					Rental Housing ⁴	Mobile Home ⁵
Very Low	395	100	10	20	86	400
Low	292	150	25	30		
Moderate	326	350	15	--	--	--
Above Moderate	704	800	--	--	--	--
Total	1,717	1,400	50	50	86	400

Notes:

- 1 Quantified objectives for the 2003 – 2008 period based on 2002 MCAG Regional Housing Allocation Plan.
- 2 Quantified objectives cover 2003 – 2008, based on anticipated market rate housing production for moderate-and above moderate-income), availability of financial resources to assist in the construction of very low- and low-income housing, and the City past track record of producing under these programs.
- 3 Based on historic level of performance under these programs
- 4 Based on the conservation of 36 nonprofit owned, subsidized rental housing and 50 units at Castle Gardens. Other subsidized rental housing units are owned by the Merced County Housing Authority.
- 5 Based on estimated number of mobile home parks with the potential for preservation.

Table 3 New Housing Units Constructed (January 2003 to June 2008)

Single Family Residential Building Permits						
	2003	2004	2005	2006	2007	2008
Per Year	69	352	356	122	52	2
Total	953					

Source: City of Atwater Community Development Department, February 2009

Table 4 New Housing Units Constructed by Income Category (January 2003 to June 2008)

Year	Very Low	Low	Moderate	Above Moderate	Total Units
2003	-	-	69	-	69
2004	-	-	-	352	352
2005	-	-	-	356	356
2006	-	-	-	122	122
2007	-	-	-	52	52
2008	-	-	-	2	2
TOTAL	0	0	69	884	953

Source: City of Atwater Building and Community Development Department Records 2003-2008; Atwater Redevelopment Agency, U.S. Department of Housing and Urban Development (HUD) Annual Income Charts 2003-2008, Association of Realtors, and the Modesto Bee and Merced Sun Star.

Table 5 New Construction Summary by Income Category (January 2003 to June 2008)

Income Category	RHNA	Built	Percent Achieved by New Construction
Very Low*	395	0	0%
Low	292	0	0%
Moderate	326	69	21%
Above Moderate	704	884	125%
TOTAL	1,717	953	56%

Source: RHNA Goals, MCAG Report, 2002. *Included 23 units for farm worker housing

The City of Atwater achieved 56 percent of its Regional Housing Goals for the time period with new construction. The City also saw the continued rehabilitation and conversion of former military housing units. Although not all of the new housing was constructed in the assigned income categories, there were successful local, state, and federal housing programs, which assisted in the development and preservation of the City’s stock of affordable housing. The end of the 2003-2008 housing period coincided with the beginning of the economic downturn, evidenced by the issuance of only two permits during 2008.

B. Summary of Achievements

During the 2003-2008 planning period the City of Atwater began to implement a number of actions to plan for, accommodate, and facilitate the construction, rehabilitation, and preservation of affordable housing.

Major achievements included creation and implementation of Homebuyer Assistance and Housing Rehabilitation programs, which assist lower-income residents of Atwater purchase and maintain housing, and the adoption of a new General Plan, which greatly increased residential development capacity.

The City received HOME grants totaling \$2.7 million from 2003 through 2007 for homebuyer assistance and owner-occupied rehabilitation programs which helped over 25 low-income families. During 2003, the City approved several annexations for nearly 161 acres. Two of the annexations totaling over 51 acres include residentially designated lands. However, none of the annexations included multifamily-designated land capable of supporting housing for very low- or low-income households. Rehabilitation of former military housing for civilian use, much of it in duplex and four-plex buildings, was completed during the planning period.

C. Effectiveness

The effectiveness of City's 2003-2008 Housing Element in meeting regional housing needs is based on actual construction (953 units) divided by the RHNA goal (1,717 units). Many uncontrollable factors influence the housing element's effectiveness. A historically significant housing market downturn occurred at the close of this housing element period, seriously affecting availability of financing and essentially terminating housing starts, not only in Atwater and the region, but nationwide. However, prior to the market downturn, 953 new housing units were created in the City. This means that the City achieved 56 percent of its numerical target as MCAG assigned RHNA objective, with new construction between 2003 and 2008.

A majority of the new units constructed between 2003 and 2008 were affordable to the above-moderate-income household. Despite dedicated efforts by both the City and other agencies, the City of Atwater did not meet its housing goal for very low and low-income families. Review of the City's housing programs in the 2003-2008 Housing Element revealed that the programs geared toward the construction of affordable rental units were hindered by issues such as changes in construction laws and/or regulations; local developers willing to construct affordable housing units under the Low Income Housing Tax Credit program were up against extreme competition from more urban cities; and the lack of availability of the Multi-Family Mortgage Revenue Bond Program. Due to the economic downturn, there was no market acceptance of the City's annexation program.

Despite the fact that construction of new affordable housing was not accomplished at the rates established by the RHNA, other federal, state and local housing programs proved to be successful in preserving and increasing the City's stock of affordable housing.

Submittal and HCD certification of the 2003-2008 Housing Element, accomplished in 2008, allowed the City to apply for programs under the State's competitive HOME, CALHOME, and CDBG programs. The City's Redevelopment Agency was an active participant in several affordable housing projects – both single and multi-family. The City also put into place a Down Payment Assistance Program for First-time Homebuyers, which was successful over the 2003-2008 Housing Element time period.

2.3 SUMMARY OF ACHIEVEMENTS OF THE 2007-2014 DRAFT HOUSING ELEMENT

This evaluation is based upon the latest un-adopted version of the 2007-2014 Housing Element, which was prepared in September 2014.

A. Quantified Objectives

Quantified objectives, though not officially adopted in the Housing Element, were based on the RHNA target numbers provided to the City by MCAG. The City's RHNA for the 2007-2014 planning period was 2,381 units. [Table 6, Quantified Objectives \(January 2007 to June 2014\)](#), presents the breakdown of Atwater's draft quantified objectives for the most recent planning period.

From 2007 through 2014, 68 residential building permits were issued by the City. All of the permits were for single-family homes, and given the severe drop in housing prices, all houses built under those permits are assumed to fall within the moderate income category. [Table 7, Housing Needs Summary by Income Category \(January 2007 to June 2014\)](#), presents information on Atwater's RHNA. No building permits have been issued for new residences since the planning period began on January 1, 2014.

In addition to the RHNA allocation, Atwater must plan for adequate housing for the unaccommodated need from the prior housing element. The unaccommodated need has been determined based on the 2007-2014 RHNA allocation for the City, the number of new residences constructed during that planning period, and the number of available housing sites identified in the draft 2007-2014 Housing Element. [Table 8, Unaccommodated Need Carried Forward to 2014-2023](#), summarizes the calculation.

Table 6 Quantified Objectives (January 2007 to June 2014)

Income	RHNA ¹	New Construction ²	Homebuyer Assistance ³	Housing Rehab ³	Conservation of Affordable Housing	
					Rental Housing ⁴	Mobile home ⁵
Very Low	517	100	10	20	80	400
Low	402	250	25	30		
Moderate	488	475	15	--	--	--
Above Moderate	974	975	--	--	--	--
Total	2,381	1,800	50	50	80	400

Notes:

- 1 Quantified objectives for the 2007 – 2014 period based on 2008 MCAG Regional Housing Allocation Plan.
- 2 Quantified objectives cover 2007 – 2014, based on anticipated market rate housing production for moderate-and above moderate-income), availability of financial resources to assist in the construction of very low- and low-income housing, and the City past track record of producing under these programs.
- 3 Based on historic level of performance under these programs
- 4 Based on the conservation of estimated 80 remaining units at Castle Gardens.
- 5 Based on estimated number of mobile home parks with the potential for preservation.

Table 7 Housing Needs Summary by Income Category (January 2007 to June 2014)

Income Category	RHNA Goal	Percent of Total RHNA Goal	Built	Percent Achieved by New Construction
Very Low	517	21.7%	0	0%
Low	402	16.9%	0	0%
Moderate	488	20.5%	68	14%
Above Moderate	974	40.9%	0	0%
TOTAL	2,381		68	14%

Source: Merced County Association of Governments, 2008.

Table 8 Unaccommodated Need Carried Forward to 2014-2023

Factor	Number
4 th Cycle RHNA Allocation	2,381
Available Sites Identified in Draft 2007-2014 Housing Element	(2,222)
Permits Issued During January 2007- June 2014 Planning Period	(68)
Remaining Unaccommodated Need	91

Source: City of Atwater 2014

Note: The available sites identified in the Draft 2007-2014 Housing Element are the same as those presented in this Housing Element.

The unaccommodated need of 91 units was distributed to income categories based on the percentages of total 4th Cycle RHNA. Refer to Table 1, Current RHNA and Prior Unaccommodated Need for Atwater’s total housing target for the planning period.

B. Summary of Achievements

The economic downturn and housing market collapse occurred just as the 2007-2014 housing element planning period began. With a lack of financing, and low confidence in the housing market, very little housing activity took place during this time period, especially in Merced County, which was among the most severely affected areas of the country. Many subdivisions that were mapped prior to the housing market collapse sat undeveloped during the entire planning period. A total of 68 building permits for new residential starts were issued during the period, most of them in 2007.

The City received \$1,040,331 from the Housing and Economic Recovery Act (HERA) of 2008, which appropriated funds for redevelopment of abandoned and foreclosed homes and residential properties through the “Neighborhood Stabilization Program.” The City utilized these funds, through a revolving loan fund, to provide low interest loans for homebuyer assistance and rehabilitation of foreclosed properties, as well as purchasing, rehabilitating, and selling Atwater’s worst foreclosed residential properties to income-qualified families. The City identified more than 45 properties that were hard to sell due to moderate rehabilitation needs. The City offered income-qualified residents low interest loans for down payment assistance and rehabilitation of bank-owned properties for primary residences.

The American Recovery and Reinvestment Act (ARRA) of 2009 provided funding for projects and programs administered by HUD, including HOME program, home weatherization assistance, and housing stimulus – an \$8,000 tax credit for first time homebuyers (with a \$75,000 income limit per individual and \$150,000 income limit per family).

The City enrolled in the HERO program during the planning period, providing a new avenue for financing of home energy renovations and upgrades. The housing assistance programs and other support programs operated by the Housing Authority of Merced County and non-profit organizations continued throughout the planning period. Also during this planning period, approximately 80 remaining units at Castle Gardens (former Castle Air Force Base housing) was renovated as rental units. The Ferrari Ranch annexation process was begun in 2014. This annexation will bring additional territory into the City and provide some potential for residential infill development. The City's new wastewater treatment plant became operational in 2013.

C. Effectiveness

As described above, the City did not adopt nor achieve certification for the 2007-2014 Housing Element. There was no market support for housing during the planning period, and very little was accomplished towards affordable housing. During the seven-year 2008 through 2014 timeframe, an average of fewer than two residential permits was issued per year. Many of the programs developed for the 2007-2014 Housing Element, but never adopted, have been carried forward into the 2014-2023 Housing Element.

3.0

COMMUNITY PROFILE

3.1 POPULATION CHARACTERISTICS

Population growth and other demographic variables provide insight into the type and amount of housing needed in a community. As documented in this section, several demographic and employment changes have occurred since 1990. A major change in the community has been the closure of the Castle Air Force Base, which provided a significant number of direct and related jobs in the Atwater. Likewise, the recession of the late 2000s has had a significant effect on the community's and region's housing market, and indirectly on its population characteristics.

Atwater continues to become more ethnically and racially diverse. The proportion of Latino/Hispanic origin residents increased nearly three times between 1990 and 2010, now comprising the largest percentage of the City's population. The population has aged, with decreases in most age brackets under 45 years of age, and increases in age brackets of age 45 or older. Many of the employment opportunities in Atwater are in industries and occupations that pay low to moderate-income wages.

A. *Population Trends*

The City of Atwater is located in northeastern Merced County, which lies within the central portion of the San Joaquin Valley. Merced County is one of the richest agricultural areas in the nation. As a result, the agricultural sector is the most significant economic sector within the County.

Traditionally an agriculturally based community, Atwater has undergone significant changes since one of the community's first residents, Marshall Atwater settled in the region in the 1860s. Incorporated in 1922, with a population of 600, Atwater was founded as an agricultural community with the main crops comprised of barley, rye, and orchard fruits. Early development

in the community was also associated with the Union Pacific railroad spur located along present-day Atwater Boulevard where produce was shipped throughout California and to the rest of the nation. Over the next twenty years, Atwater continued to grow steadily; however, it remained a small community.

In 1941, the Castle Air Force Base opened near Atwater, attracting new commercial and residential development in the City. Over the next several decades, the population of Atwater exploded, growing from a small community of 1,235 residents in 1940 to a City of almost 23,000 in 1990. A large portion of the Atwater's population was associated with Castle Air Force Base, either as military retirees, civilian employees of the base, or active military personnel or their dependents. In 1990 a large proportion of the population was employed at Castle Air Force Base including 5,176 active duty military personnel and 9,742 active-duty military dependents (which would typically include young families). The City has experienced a more modest growth rate since 1980. From 1980 to 2000, the City grew from 17,530 to 23,118, gaining 5,588 residents, an annualized rate of 1.39 percent. This lower growth rate was probably a result of a statewide economic recession in the early 1990s combined with the closure of Castle Air Force Base in 1995. Between 1995 and 1998, Atwater's population declined by approximately 1,080 residents.

[Table 9, Population Growth \(1990 – 2010\)](#), depicts population growth between 1990 and 2010 in the cities in Merced County, unincorporated County areas, and the County as a whole. Atwater's very low growth rate from 1990 to 2000, as compared to other areas of the County that experienced high growth rates, reflects population losses from the closure of Castle Air Force Base. Atwater's population growth from 2000 to 2010 closely matched the overall County population growth. The U.S. Census Bureau's Population Estimates Program estimates Atwater's population increased to 28,818 by 2013, an annualized growth rate of 0.76 percent since 2010. The County as a whole had an estimated population of 263,026 in 2013, an annualized growth rate of 0.93 percent since 2010.

Population projections for Atwater show that by 2020, the City may have 31,300 residents, which would be an annualized growth rate of 1.19 percent from 2013. 2020 population projections show that the County as a whole may have 307,300 residents, which would be an annualized growth rate of 2.25 percent from 2013. Atwater is expected to continue to grow at a slower rate than the County overall.

Table 9 Population Growth (1990 – 2010)

Jurisdiction	1990	2000	Annualized Percent Change	2010	Annualized Percent Change
Atwater	22,282	23,113	0.37	28,168	2.00
Dos Palos	4,196	4,581	0.88	4,950	0.78
Gustine	3,931	4,698	1.80	5,520	1.63
Livingston	7,317	10,473	3.65	13,058	2.23
Los Banos	14,519	25,869	5.95	35,972	3.35
Merced	56,216	63,893	1.29	78,958	2.14
Unincorporated Areas	69,942	77,927	1.09	89,167	1.36
Merced County (Total)	178,403	210,554	1.67	255,793	1.97

Source: U.S. Census Bureau 1990, 2000, 2010

B. Age Characteristics

The type of housing that is in demand is often affected by the age characteristics of residents in the community. Different age groups have different lifestyles, income levels, and family types that influence housing preferences. These housing choices evolve over time, and it is important to examine the changes in the age structure of Atwater residents in order to identify any potential impacts on housing needs. Traditionally, young adults prefer, or can only afford, apartments and smaller single-family units that are less costly. Mature adults typically prefer larger homes as they begin to raise families. However, as children leave home, older adults and seniors often trade-in their larger homes for smaller homes or homes on smaller properties with less maintenance. Older adults facing declining mobility often choose senior apartments or housing that provides for assisted living.

Table 10, *Age Characteristics (1990-2010)*, displays the age distribution of the City's population in 1990, 2000, and 2010. Several general trends are evident over the past two decades, and these are discussed below. The median age for Atwater residents has increased by three years from 1990 to 2010.

Table 10 Age Characteristics (1990 – 2010)

Age Group	1990		2000		2010		Change in Percentage (1990-2010)
	Persons	%	Persons	%	Persons	%	
Under 5 years	2,593	11.6%	2,169	9.4%	2,496	8.9%	↓ 2.5 points
5-9 years	2,408	10.8%	5,903	10.2%	2,473	8.8%	↓ 2.0 points
10-14 years	1,944	8.7%	2,267	9.8%	2,436	8.6%	↓ 0.1 points
15-19 years	1,581	7.1%	2,001	8.7%	2,601	9.2%	↑ 2.1 points
20-24 years	1,710	7.7%	1,570	6.8%	1,978	7.0%	↓ 0.7 points
25-34 years	4,630	20.8%	3,338	14.4%	4,004	14.3%	↓ 6.5 points
35-44 years	2,971	13.3%	3,268	14.1%	3,488	12.4%	↓ 0.9 points
45-54 years	1,695	7.6%	2,388	10.3%	3,314	11.8%	↑ 4.2 points
55-64 years	1,258	5.6%	1,643	7.1%	2,446	8.6%	↑ 3.0 points
65 years plus	1,492	6.7%	2,104	9.1%	2,932	10.6%	↑ 3.9 points
Total	22,282		23,113		28,168		
Median Age	27.0		28.5		30.0		

Source: U.S. Census Bureau 1990, 2000, 2010.

The most significant change is the decline in the number of young adults aged 25 to 34 years, most of which took place from 1990 to 2000. This correlates to the closure of the Castle Air Force Base in 1995. Atwater's population now matches the 14.3 percent of the state's population that is aged 25 to 34 years.

The share of older adults near and at retirement has increased. Ages 45 to 54, 55 to 64, and over 65 years have all increased in the range of three to four percentage points. Persons in this age group are typically more settled in their careers, earn higher incomes, and seek move-up housing opportunities. This age group may be placing pressure on the moderate and upper income single-family homes in the City. Over the next decade, special attention should be paid to the housing needs of senior residents, who as they age, require housing in conjunction with supportive services.

Lesser, but notable declines have occurred in the percentage of children within the City. Unlike the decline in adults aged 25 to 34 years, this trend has occurred relatively evenly over the past two decades. One exception to this trend is children born between 1980 and 1985, showing as aged 15 to 19 years of age in the 2010 Census, and now (2014) entirely within the adult age bracket. Many of these children have already left home to establish their own households, or will in the near future. Review of Department of Finance data for births (2010-2013) and projected

births (2014 and 2015) indicates approximately 21,700 births in Merced County for the period. If births in Atwater were to occur at the same 18 percent proportion of the County’s population, about 3,922 births could be expected in Atwater, which would significantly shift this age group upward as a percentage of the City’s population.

C. Race and Ethnicity

As in many other communities in California, Atwater has experienced significant changes in the racial and ethnic composition of its population over the past decade. These changes may have implications for housing needs to the extent that cultural preferences influence housing choices.

Table 11, *Atwater Race and Ethnicity (1990 – 2010)*, shows various racial and Hispanic origin data for Atwater’s population. The proportion of Latino/Hispanic origin residents increased nearly three times between 1990 and 2010, now comprising the largest percentage of the City’s population. Non-Hispanic White residents, making up the majority in 1990, now make up a small percentage of the City’s population, although a change in the Census classifications for Other Race and Two or More Races (combined in the table) appears to have shifted a significant portion of the Non-Hispanic White population. Although African American residents represent a relatively small segment of the City’s population, the proportion of African Americans also decreased significantly in Atwater. In 1990 African Americans comprised 10 percent of the City’s population; this decreased to four to five percent in 2000 and 2010, and could be related to closure of Castle Air Force Base. The proportion of Asian residents has remained relatively stable, comprising five to six percent of the population between 1990 and 2010.

Table 11 Atwater Race and Ethnicity (1990 – 2010)

Race/Ethnicity	1990		2000		2010	
	Persons	%	Persons	%	Persons	%
White, not Hispanic	14,525	64%	10,245	44%	4,397	16%
Latino/Hispanic Origin	4,124	19%	9,594	41%	14,808	53%
African American	1,984	10%	1,093	5%	1,225	4%
Native American	154	1%	170	1%	364	1%
Asian or Pacific Islander	1,437	6%	1,286	6%	1,492	5%
Other Race, not Hispanic	58	0.5%	725	3%	5,882	21%
Total	22,282	100%	23,113	100%	28,168	100%

Source: U.S. Census 1990, 2000, 2010

Note: Other Race difference for 2010 is due in part to the Census allowing for Other Race category to include persons of multiple descents whereas, in the past, persons were only counted for their dominant ethnic or racial background.

D. Household Characteristics

In 2010, there were 8,838 households in Atwater, which housed approximately 99.6 percent of residents. The vast majority of these households (77 percent) were families – a gradual decrease from previous years. Among all households, 52 percent consisted of married couples and 30 percent were married couples with children under age 18. Non-family households, which include single persons and multiple-person households with non-related individuals, comprise 23 percent of all households in Atwater – a gradual increase from previous years.

The percentage of female-headed households has nearly doubled from 10 percent of all households in 1990 to 18 percent of all households in 2010. Households comprised of single women with children have increased from two percent of all households in 1990 to 11 percent in 2000, and 13 percent in 2010. The proportion of married-couple families with children has also increased since 1990. The proportion of families with children in Atwater increased from 24 percent in 1990 to 31 percent in 2000, and then declined slightly to 30 percent in 2010. Average household and family sizes have gradually risen from 1990 to 2010. This trend may reflect the growing number of family households with children in the community, and the presence of population groups that tend to have large family sizes. [Table 12, Household Characteristics \(1990 – 2010\)](#), presents data on household Atwater from 1990 to 2010.

Table 12 Household Characteristics (1990 – 2010)

Household by Type	1990	%	2000	%	2010	%
Household						
Total Households	7,189	100%	7,247	100%	8,838	100%
Family Household (families)	5,802	81%	5,670	78%	6,823	77%
Married-Couple Families	4,619	64%	4,053	56%	4,593	52%
With Children	1,725	24%	2,218	31%	2,628	30%
Female Householder, no spouse	739	10%	1,183	16%	1,558	18%
With Children	159	2%	831	11%	1,126	13%
Non-Family Households	1,387	19%	1,577	22%	2,015	23%
Average Household Size	3.08		3.15		3.18	
Average Family Size	3.42		3.55		3.61	
Persons in Households	22,159		22,848		28,066	
Persons in Group Quarters	123		265		102	

Source: Census 1990, 2000, 2010

Note: Percentage is of total households.

3.2 HOUSEHOLD INCOME

Income is an important indicator of a household's ability to acquire adequate housing. Household income is the most important factor determining a household's ability to balance housing costs with other basic life necessities. While upper income households have more discretionary income to spend on housing, low-and moderate-income households are more limited in the range of housing that they can afford. Typically, as the income of households decreases, the incidence of cost burden and overcrowding increases (refer also to the sections Housing Costs and Affordability, and Current Unmet Housing Needs, presented later).

A. Income Levels

Table 13, *Merced County Median Incomes (2000 – 2010)*, displays the 2000 and 2010 median household and family incomes in Atwater compared with the median income countywide and in other cities in Merced County. The median household income in Atwater fell into the middle range of other communities in the County in 2010. The communities of Gustine, Livingstone, and Los Banos had higher median incomes while Dos Palos and the City of Merced had lower median income levels.

Table 13 Merced County Median Incomes (2000 – 2010)

Jurisdiction	Median Income 2000		Median Income 2010	
	Household	Family	Household	Family
Atwater	\$37,344	\$39,789	\$42,119	\$43,406
Dos Palos	\$29,147	\$35,906	\$40,121	\$37,263
Gustine	\$38,824	\$45,583	\$40,818	\$45,733
Livingston	\$32,500	\$33,939	\$46,198	\$47,384
Los Banos	\$43,690	\$45,304	\$53,893	\$58,432
Merced	\$30,429	\$32,470	\$36,499	\$40,936
Merced County	\$35,532	\$38,009	\$42,325	\$47,122

Source: Census 2000; American Community Survey 2008—2010, American Community Survey 2006-2010 (Dos Palos, Gustine, Livingston data)

Household median income in Atwater grew at an annualized rate of 1.21 percent from 2000 to 2010, compared to the Consumer Price Index average annual increase of 2.39 percent. Thus, buying power, including the ability to buy or rent housing, decreased for the average resident.

HCD defines income groups, based on family income as a percentage of the County Median Family Income. [Table 14, Income Level Definitions](#), provides the names and defining income levels. Income qualification is generally based on gross income, reduced by allowances for certain expenses.

Table 14 Income Level Definitions

Extremely Low Income	Less than 30 percent of the County Median Family Income
Very Low Income	50 percent of the County Median Family Income
Low Income	80 percent of the County Median Family Income
Median Income	Reference Income
Moderate-Income	Up to 120 percent of the County Median Family Income

Source: Housing and Community Development

Note: The actual income ranges do not directly correspond to the listed percentage of median income.

Based on Census data, the Merced County Median Family Income for 2010 was \$47,122. For purposes of establishing income levels for housing programs, HCD utilizes income ranges established for each county by the federal Department of Housing and Urban Development for the Section 8 voucher program, and adjusts those to meet state law mandates. A family of four constitutes the baseline level. Income levels for smaller or larger families are adjusted by a percentage of the baseline. [Table 15, Merced County Income Levels \(in Dollars\) by Household Size \(2014\)](#), presents the official HCD income levels for Merced County. For some programs, a difference set of income levels is used, but those levels are similar to these. As can be seen from the information presented, the HCD median income falls considerably above the median income reported by the census.

[Table 16, Household Income by Tenure \(2010\)](#), shows income in relation to tenure (ownership or rental of housing) for 2010 in Atwater. The median income of renting households (\$30,271) was only about half that of homeowners (\$59,464).

B. Poverty Rate

The poverty rate is another indicator of housing need. The poverty rate is the proportion of the population with incomes below a subsistence level of income. Originally used in the 1960s as an estimate of the minimum income needed to obtain a nutritious diet, clothing, shelter, and other necessities of life, the definition of “poverty” has undergone several revisions over the decades. The dollar amount, or threshold, that defines poverty is established each year by the Census Bureau. The threshold varies by household size and composition.

Table 15 Merced County Income Levels (in Dollars) by Household Size (2014)

Income Level	Persons in Household and Percent Adjustment for Household Size							
	1	2	3	4	5	6	7	8
	70%	80%	90%	Base	108%	116%	124%	132%
Extremely Low	12,150	13,900	15,650	17,350	18,750	20,150	21,550	22,950
Very Low	20,300	23,200	26,100	28,950	31,300	33,600	35,900	38,250
Low	32,450	37,050	41,700	46,300	50,050	53,750	57,450	61,150
Median	40,550	46,300	52,100	57,900	62,550	67,150	71,800	76,450
Moderate	48,650	55,600	62,550	69,500	75,050	80,600	86,200	91,750

Source: Housing and Community Development February 28, 2014

Note: Income shown in dollars. These limits are applicable to the Section 8 voucher program; other limits apply to other housing programs.

Table 16 Household Income by Tenure (2010)

Income	Ownership Households		Renting Households	
	Households	Percent	Households	Percent
Total Households Occupied	4,388		4,306	
Less than \$5,000	70	1.6%	151	3.5%
\$5,000 to \$9,999	114	2.6%	267	6.2%
\$10,000 to \$14,999	184	4.2%	487	11.3%
\$15,000 to \$19,999	114	2.6%	487	11.3%
\$20,000 to \$24,999	154	3.5%	323	7.5%
\$25,000 to \$34,999	465	10.6%	840	19.5%
\$35,000 to \$49,999	685	15.6%	590	13.7%
\$50,000 to \$74,999	1,031	23.5%	741	17.2%
\$75,000 to \$99,999	632	14.4%	293	6.8%
\$100,000 to \$149,999	553	12.6%	121	2.8%
\$150,000 and more	391	8.9%	6	0.2%
Median Income	\$59,464		\$30,271	

Source: American Community Survey 2009-2013

In 2010, 26 percent of Atwater residents lived in poverty, up from 19 percent in 2000. All segments of the population saw an increase in poverty, with the largest percentage increase among those 65 years and older. The population groups most likely to have poverty level incomes were families with children, particularly female-headed families with children. Families with higher numbers of children had higher poverty rates. Persons with lower levels of education also had higher rates of poverty. [Table 17, Poverty Status in Atwater \(2000-2010\)](#), shows poverty status by population and family type in Atwater.

Table 17 Poverty Status in Atwater (2000-2010)

	Number and Percent Below Poverty Level			
	2000		2010	
Total Persons below Poverty Level	4,261	19%	7,340	26%
Persons 18 to 64	2,232	15%	3,792	23%
Persons 65 and over	105	5%	398	15%
Households below Poverty Level	1,102	15%	1,315	16%
Families below Poverty Level	865	15%	735	16%
w/children under 18	763	21%	604	23%
Female householder, no husband present	402	33%	592	38%
w/children under 18	391	41%	589	52%

Source: U.S. Census 2000, 2010

Poverty rates for Atwater (26 percent) and Merced County's (23.1 percent) rank among the highest in the United States. Four of California's large metropolitan areas (metropolitan population over 500,000) ranked in the top 10 for poverty rates nationwide: Fresno (26.8 percent), Bakersfield-Delano (21.2 percent), Modesto (19.9 percent), and Stockton (19.2 percent). The Merced/Atwater area is not large enough to have ranked on this list, but has a comparable poverty rate. California as a whole had a poverty rate of 15.8 percent in 2010.

3.3 EMPLOYMENT CHARACTERISTICS AND TRENDS

Employment conditions have an important impact upon housing needs. The level of education and job training affect individuals' earning capacity. The types of local employers and the jobs they offer determine the income potential of those who both live and work in Atwater. In turn, earning capacity determines the type, size, and quality of housing that a household can afford.

A. Industries

As identified in [Table 18, Employment by Industry \(2010\)](#), the majority of the Atwater labor force in 2010 was employed in education, health, and social services (25 percent); retail (16 percent), and manufacturing (12 percent). Since 2000, retail jobs increased (from 10 percent) and manufacturing jobs decreased (from 14 percent). Industries with median earnings that would place a family of four into the very low or extremely low income category represent 52 percent of all jobs in Atwater. It is assumed most households employed in low-wage industries have more than one wage-earner. However, generally low wages, combined with a high unemployment rate, make paying for housing difficult for a large proportion of the City's population.

Table 18 Employment by Industry (2010)

Industry	Number	Percent	Median Earnings
Agriculture, forestry, fishing, mining	716	7.0%	\$30,900
Construction	542	5.3%	\$34,800
Manufacturing	1,199	11.7%	\$25,000
Wholesale Trade	320	3.1%	\$36,100
Retail Trade	1,643	16.1%	\$23,800
Transportation, warehousing, utilities	395	3.9%	\$51,500
Information	156	1.5%	\$33,000
Finance, insurance, real estate, leasing	224	2.4%	\$38,000
Professional, scientific management, administrative	637	6.2%	\$34,000
Education, health, and social services	2,564	25.1%	\$28,700
Arts, entertainment, recreation, lodging, food services	745	7.3%	\$21,400
Other services	480	4.7%	\$17,300
Public Administration	591	5.8%	\$47,300
Total	10,232	100%	

Source: American Community Survey 2008-2010, 2010-2012

Note: Employed Civilians 16 Years of Age and Older. Earning rounded to nearest \$100.

Several large employers are located in Atwater; including several food processing companies. [Table 19, Major Employers \(2014\)](#), lists major employers with positions within the Atwater city limits, and the approximate number of employees.

Table 19 Major Employers (2014)

Business	Type of Industry	Number of Employees
Sun Garden-Ganji / Teasdale	Agricultural Processing	600
Atwater Elementary School District	Education	310
Merced Union High School District	Education	260
G & G Construction	Construction	200
Anberry Rehabilitation Hospital	Skilled Nursing	125

Source: Merced County Community and Economic Development Department 2015; Atwater Elementary School District 2015; Merced Union High School District 2015.

According to labor market projections provided by California Economic Development Department, jobs in services, retail trade and within the government sector will provide the majority of new job opportunities in Merced County. The highest projected gain in employment will be in the service sector; these jobs will include teachers, teacher assistants, nurses, and nurse's aides.

New government jobs will include correctional officers, police officers, and compliance officers. These are among the higher paying jobs. Jobs associated with retail trade are also expected to provide new employment opportunities. These jobs will include retail sales, cashiers, and waiters and waitresses. However these types of jobs generally offer significantly lower wages and fewer benefits than service and government related jobs. [Table 20, Projected Annual Job Openings by Occupation \(Merced County 2010-2020\)](#), lists projected employment growth by industry. Atwater represents about 10.8 percent of total jobs within Merced County (11,934 of 110,875 workers), so a proportionate share of new job openings could be expected in Atwater if job growth were evenly distributed throughout the County. Most of the new jobs anticipated within Merced County are low-paying.

B. Unemployment

The California Employment Development Department (EDD) monitors and maintains records on employment for cities and counties. [Table 21, Unemployment Rate](#), displays the average annual unemployment rate in Atwater since 2000. For comparison, the 2012 unemployment rate for Merced County was 16.9 percent and for California, 10.4 percent.

Table 20 Projected Annual Job Openings by Occupation (Merced County 2010-2020)

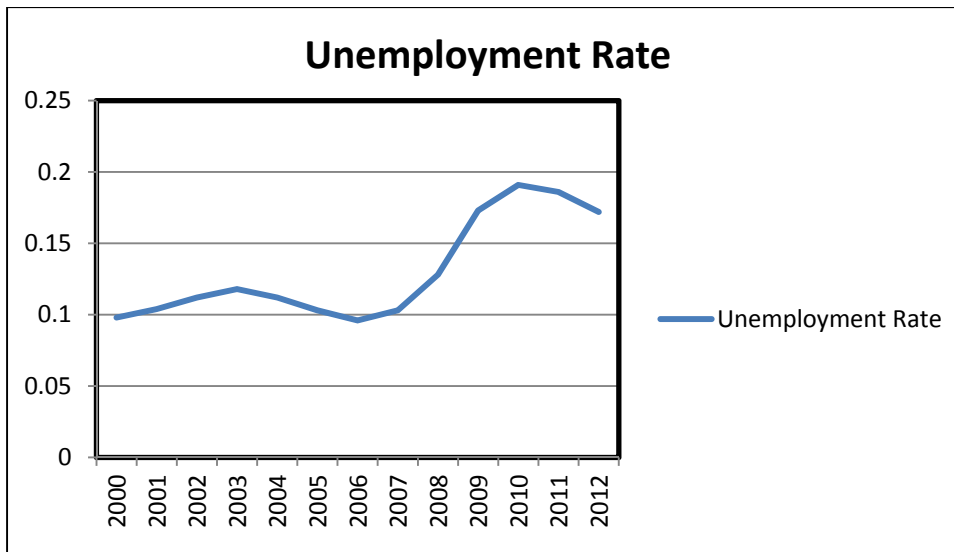
Industry	Mean Annual Wage	Projected Annual Openings (County / Atwater)
Office and Administrative Support	\$26,012	343 / 38
Sales and Related Occupations	\$18,133	305 / 34
Farming, Fishing, and Forestry	\$16,905	297 / 33
Transportation and Material Moving	\$25,560	267 / 29
Food Preparation and Serving	\$11,501	254 / 28
Education, Training, Library	\$42,092	253 / 28
Management Occupations	\$61,038	194 / 21
Production Occupations	\$25,718	193 / 21
Personal Care and Services	\$9,645	152 / 17

Source: Employment Development Department Occupational Outlook for Merced County 2010-2020; American Community Survey 2008-2010

Note: Atwater share estimated at 11 percent of County total.

Table 21 Unemployment Rate

Year	Rate
2000	9.8%
2001	10.4%
2002	11.2%
2003	11.8%
2004	11.2%
2005	10.3%
2006	9.6%
2007	10.3%
2008	12.8%
2009	17.3%
2010	19.1%
2011	18.6%
2012	17.2%



Source: California Employment Development Department

In the early 1990s, unemployment rates in Atwater followed state trends, which increased as a result of the severe regional economic recession that occurred at that time. Atwater experienced another, minor rise in unemployment in 1996. This is likely to be attributed to closure of the Castle Air Force Base in 1995. However, given the strong influence of the Castle Air Force on Atwater's job base, the unemployment rate did not increase as much as would be expected. This may be due to the City's corresponding population decline from 1995 to 1998. The unemployment rate did not change dramatically because many residents left Atwater seeking employment elsewhere. The unemployment rate rose significantly during the economic downturn beginning in 2007, and has not recovered.

C. Transportation to Work

In general, Atwater residents who are employed in Atwater are within a relatively short distance of work, as the City is only about three miles across. The American Community Survey shows that 57 percent of residents have a commute of fewer than 20 minutes, indicating that they most likely work within the City or in the adjacent business park at the former Castle Air Force Base. Another 21.5 percent commute up to half an hour, which could include commuters to Winton or Merced, or to jobs in the nearby unincorporated areas. Commutes between half an hour and an hour are made by 14.5 percent of workers, and only 6.5 percent of workers commuted more than an hour.

Due to the lack of public transportation serving adjacent cities, persons without access to automobiles are not likely to work beyond the city limits. Homeowners were more likely than renters to carpool (474:93), walk (47:20), or work at home (307:115). Renters were more likely than homeowners to take public transit (19:0), or use a bicycle, motorcycle, or taxicab to get to work (20:0).

3.4 SPECIAL HOUSING NEEDS

Certain groups have greater difficulty in finding decent, affordable housing due to special circumstances related to their age, income, family characteristics, employment, or independent living abilities.

State law defines “special needs” groups as elderly households, disabled persons, large households, female-headed households (with an emphasis on single-parent families and elderly women with special needs), homeless persons, and farm workers. [Table 22, Special Needs Groups \(2000-2010\)](#), summarizes the special needs populations in Atwater. This section analyzes the housing needs of each of these particular groups. Census data supplemented by other data was used to determine the size of these special needs groups within Atwater. Services available to assist special needs groups are discussed later in this section.

Table 22 Special Needs Groups (2000-2010)

Special Needs Groups	Number and Percent of Households/Persons			
	2000		2010	
Senior Headed Households	1,323	18%	1,748	20%
Disabled Persons	4,368	20%	4,202	15%
Large Family Households	1,511	21%	1,624	18%
Single Parents with Children	1,111	15%	1,240	14%
Farming and Related Workers	619	7%	716	3.6%
Homeless	No estimate		Estimated under 20	

Source: U.S. Census 2000, 2010; American Community Survey 2010-2012; Merced County Continuum of Care 2012, 2013, 2014, 2015

A. Elderly Persons

The elderly are more likely to have fixed, and often low, incomes compared to the population at large. Many elderly have special needs related to their physical abilities and preferences for access to services and adult communities. Approximately 44 percent of the population age 65 or older has a disability. Older adults may require special housing features, such as ramps, handrails, lower cupboards and counters, and other modifications to allow greater access and mobility. They may also need special security devices for their homes to allow greater self-protection and assure response in the event of an accident.

The elderly have also special needs based on location. They need to have access to facilities and services (i.e., medical and shopping) and public transit. Many elderly adults prefer to remain as long as possible in their homes and may need assistance to make home repairs or to perform daily tasks. For certain seniors, special assistance such as “Meals on Wheels” or in-home nursing care may be required. Others prefer to relocate to adult-only communities with amenities designed specifically for older adults. Nursing homes are available in Atwater for those elderly who are too frail to live independently. Regardless of their housing choices or special needs, it is important that older adults have a range of housing choices in the same community that reflects differences in preferences, abilities, and income.

According to the American Community Survey, almost 10 percent of Atwater’s population is age 65 or older: 2,789 persons, of whom 1,189 are male and 1,600 are female. Of this population, 77 live in group quarters and the remaining live in households, about two-thirds of which are family households. Atwater has 1,748 households headed by a person aged 65 or older, about 20 percent of all households. Of these households, 709 were renters and 1,039 owned their own home. Among senior households, 15 percent live below the poverty level, compared to a poverty rate of 22.5 percent for all households.

B. Persons with Disabilities

Physical, mental, and/or developmental disabilities may prevent a person from working, restrict personal mobility, or make personal care difficult. Disabled persons often have special housing needs related to limited earning capacity, the lack of accessible and affordable housing, and higher health costs associated with a disability. Housing may need to have special physical accommodations to allow a disabled person to live independently or semi-independently. The 2010 Census tracked the following types of disability: hearing, vision, cognitive, ambulatory, self-care difficulty (dressing, bathing, getting around the home), and independent living difficulty (going outside the home).

According to the American Community Survey, 4,202 non-institutionalized civilians in Atwater, about 15 percent of the population, had a disability. Approximately 44 percent of the population age 65 or older has a disability. [Table 23, Disabilities by Age Group](#), displays information on the type and status of disability for several age groups.

Physically disabled persons often require specially designed dwellings to permit greater access, both within their homes and to and from their homes. The disabled also have special needs based on location. Many desire to be located near public facilities, especially public transportation that provides service to the disabled. Also, as with the elderly, many of the disabled are on fixed incomes such as supplemental Social Security. Thus, disabled persons face similar financial problems in keeping and maintaining their residences.

Table 23 Disabilities by Age Group

Age	Hearing	Vision	Cognitive	Ambulatory	Self Care	Independence	Total
< 5	112	112	---	---	---	---	112
5-17	117	274	236	58	68	---	452
18 – 64	633	961	955	946	290	881	2,497
65 +	465	282	459	666	286	449	1,141
Total	1,327	1,629	1,650	1,670	644	1,330	See note

Source: 2008—2010 American Community Survey

Note: Total disabilities equal 8,250; total persons with disabilities equals 4,202. Some persons have multiple disabilities

Local governments that use federal housing funds must meet federal accessibility guidelines for new construction and substantial rehabilitation. At least five percent of the housing units must be accessible to persons with mobility impairments and an additional two percent must be accessible to persons with sensory impairments. New multi-family housing must also be built so that: 1) the public and common use portions of such units are readily accessible to and usable by disabled persons; 2) the doors allowing passage into and within such units can accommodate wheel chairs, and 3) all units contain adaptive design features.

A “developmental disability” is defined as a disability that originates before the individual is 18 years old and “continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual.” According to the Director of Developmental Services, this term includes mental retardation, including disabling conditions closely related to mental retardation or requiring similar treatment, cerebral palsy, epilepsy, and autism. However, this definition does not include disabilities that are strictly physical in nature.

While many developmentally disabled persons can live and work independently within a conventional housing environment, those with more severe disabilities may require a group living environment with supervision or an institutional environment where medical attention can be provided. Because developmental disabilities exist before the person has reached the age of 18, supportive housing for the transition from the person’s living situation as a child to an adult is imperative. The State Department of Developmental Services currently provides community based services to persons with developmental disabilities through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities. Regional centers provide “point of entry” services to those that are developmentally disabled. The Central Valley Regional Center , which serves Merced County, is located in Fresno, with a field office in Merced. The Central Valley Regional Center is a non-profit community agency that contracts with local businesses to provide services to developmentally disabled persons and their families. Table 24, Living Arrangements for Persons with Developmental Disabilities, presents data by age group.

Table 24 Living Arrangements for Persons with Developmental Disabilities

Age	Living Situation	Count
Up to-14 years	Foster/Family Home	2
	Own Home	93
15-22 years	Community Care Facility	1
	Intermediate Care Facility	1
	Own Home	55
23-54 years	Community Care Facility	24
	Foster/Family Home	1
	Intermediate Care Facility	7
	Independent Living /Supported Living	36
	Other	1
	Own Home	62
55-64 years	Community Care Facility	6
	Intermediate Care Facility	2
	Independent Living /Supported Living	9
	Own Home	4
65 years and older	Community Care Facility	2
	Intermediate Care Facility	2
	Independent Living /Supported Living	6
	Other	1
	Own Home	1

Source: California Department of Developmental Services

C. Large Family Households

Large family households are defined as those with five or more members. Large family households, consisting mainly of families with children, are included as a special needs group because of the limited availability adequately sized and affordable housing units.

Difficulties in securing housing large enough to accommodate all household members are heightened for renters, because multi-family units are typically smaller than single-family units.

In 2010, 1,624 (18 percent) of all households in Atwater were comprised of family households with five or more members. About 37 percent of 5-6 member family households were below the poverty level. As displayed in [Table 25, Large Households by Tenure \(2010\)](#), a disproportionate share of large households rent. While large families are more likely to be renters, large homes are more likely to be owner-occupied. Refer to the section on housing size, presented later.

Large families require housing units with more bedrooms than housing units used by smaller households. Also larger households may require safe outdoor play areas for children and housing located near community resources such as shops or daycare facilities. These types of needs can pose problems for large families who cannot afford to buy or rent single-family homes; town homes, apartments, and condominium units are often developed with smaller households in mind.

Table 25 Large Households by Tenure (2010)

Tenure	Large Households		All Households	
	Number	Percent of Large Households	Number	Percent
Owner Occupied	960	49%	4,905	55%
Renter Occupied	999	51%	3,933	45%
Total	1,959	---	---	---

Source: 2010 Census

Note: Table reflects all households of five or more persons.

D. Single-Parent Households

Single-parent households, especially female-headed households, are generally characterized by lower incomes and a greater need for affordable housing. In addition, these households may need accessible day care and health care, as well as other supportive services, such as job training. Households headed by a female are a special concern, since such households have a much higher-than-average incidence of poverty. A high poverty level often means that occupants are more likely than the population at large to live in substandard housing, pay a high proportion of their incomes for housing, and live in overcrowded conditions.

According to the 2010-2012 American Community Survey, there were 1,240 single-parent households with children under age 18 in Atwater, representing 14 percent of all households in the City. Of these single-parent households, 1,003 were female-headed households (12 percent) and 237 (two percent) were male-headed households. Over half of female-headed single parent households in the City were living below the poverty line. Data from the 2000 Census indicates that the percentage of single-parent households has slightly decreased (from 15 percent to 14

percent) but that female-headed households increased, and the percentage of single-parent households living in poverty has increased, from about 47 percent in 2000 to more than half.

E. Farm Workers

The State of California defines seasonal employees as those who are employed less than 150 consecutive days by the same employer. Seasonally-employed workers are difficult to measure due to the transient nature of their work. These workers may be migratory or they may be temporarily employed but permanently located in Merced County. Farmworkers often must occupy substandard homes or live in overcrowded situations, tend to have high rates of poverty, and live disproportionately in housing which is in the poorest condition. Most farmworkers are members of minority groups. Farmworkers may be single, married, and with or without children, so housing needs are variable.

Estimating the number of farmworkers in Atwater is difficult. Although the City is located in an agriculturally rich area, Census data indicates that only 716 of 10,232 workers in Atwater (3.6%) were classified as working in agriculture. Some of these are management and sales positions, so the number of farm laborers is not certain. Additionally, it is likely that the Census would not accurately account for farmworkers, as many are itinerant, and many do not have legal residency. [Table 26, Agricultural Workers](#), presents Census data on the number of workers in agriculture and allied industries for 2000 and 2010 in Atwater and Merced County. As is evident from the table, agricultural workers are a lower percentage of Atwater's population compared to the County.

Table 26 Agricultural Workers

	2000		2010	
	Number and Percent of Population		Number and Percent of Population	
Atwater	619	7%	716	3.6%
Merced County	9,378	12.5%	12,095	12.8%

Source: U.S. Census 200; 2010 – 2012 American Community Survey

According to the Migrant and Seasonal Farmworker Enumeration Profiles Study, completed by the U.S. Department of Health and Human Services in 2001, there were 9,420 migrant farmworkers and 10,925 seasonal farmworkers in Merced County in 2000. As mentioned above, Census data may not accurately capture this population. Although the farmworker population in Atwater does not appear to be large from official sources, given Atwater's location in a significant area of agricultural activity, and the high percentage of agricultural activity that requires seasonal labor typically performed by migrant workers, the need for both permanent and migrant farmworker housing in and around Atwater is assumed to exist. The City and nearby areas also support a significant number of agricultural processing jobs.

According to the California Health and Safety Code, farm labor or employee housing for up to 12 employees used as single family housing, or 36 beds in group housing, must be considered as an agricultural use in any zoning district where agriculture is a permitted use. Employee housing which serves six or fewer employees shall be considered a residential use. Currently the Zoning Ordinance does not expressly allow farm labor housing in the agricultural zoning districts. This presents a constraint to the development of farm labor housing in the City. The City's Zoning Code is silent on farmworker housing and group housing. The Zoning Code allows Community Care Facilities, defined as providing "non-medical residential care or day care services" with facilities serving six or fewer persons considered a residential use. However, there is no indication that residential use without residential care would be considered consistent with this use. Therefore, it is assumed that farmworker housing is not included within this definition, and there are no locations within the City where farmworker housing is accommodated by the Zoning Code. The Atwater Migrant Center is located outside the City limits.

F. Homeless

Throughout California, homelessness has become a major concern. Homelessness in California is a continuing crisis that demands the effective involvement of both the public and private sectors. California has the highest population of homeless – affecting almost one in every 100 California residents. According to recent census figures, 26 percent of the nation's homeless individuals and families live in California even though the State is home to only 12 percent of the nation's total population. Included in the State's homeless population are an estimated 90,000 children, the largest percentage of homeless children since the Great Depression.

I. Contributing Factors

Homelessness is usually the result of multiple factors that converge in a person's life, resulting in the inability to obtain or retain housing. The combination of unemployment or underemployment, inability to find a job because of the need for retraining, and high housing costs lead to some individuals and families losing their housing. For others, the loss of housing is due to chronic health problem, physical disabilities, mental health disabilities, or drug and alcohol additions along with an inability to access the services and long-term support needed to address these conditions. Other contributing factors include dysfunctional families, domestic violence, deinstitutionalization of the mentally ill, and reductions in government subsidies. Those living in housing, but at or below the poverty line, are considered to be at immediate risk of homelessness. The lack of housing affordable to very-low- and low-income persons puts these populations at risk of homelessness.

Table 27 Homeless Persons in Merced County

Factor	2012	2013	2014	2015	2016
Homeless Persons in Atwater	--	18	3	62*	28*
County Homeless Persons	502	372	768	899	356
Adults	489	352	747	872	353
Children under 18	13	20	21	23	3
Counted on Street	338	255	609	743	193
Counted in Shelter	164	117	159	156	163
Male	69%	75%	64%	65%	72%
Female	31%	25%	36%	35%	28%
Chronically Homeless	61%	48%	58%	25%	56%
Hispanic	35%	34%	25%	23%	33%
White	35%	31%	45%	41%	41%
African American	12%	21%	15%	18%	13%
Other or Unknown Race	18%	14%	20%	18%	46%
Chronic Health Issues	57%	42%	49%	40%	53%
Developmental Disability	28%	22%	31%	22%	29%
Physical Disability	43%	31%	40%	38%	47%
Mental Illness	42%	27%	39%	33%	20%
Substance Abuse	43%	42%	33%	34%	23%
Domestic Violence	31%	32%	31%	28%	33%

Source: Merced County Continuum of Care 2012, 2013, 2014, 2015, 2016

Note: Some variation in data year over year is due to small sample size and difficulty in conducting a thorough survey. Characteristics are self-reported.

* 2015 and 2016 counts for Atwater also include Winton

2. Homeless Population

Obtaining an accurate assessment of the magnitude of the homeless population is difficult because many individuals are not visibly homeless but rather live in relatively hidden public locations; with relatives or friends; or in hotels/motels. Those who live in shelters and other official temporary accommodations are relatively easy to count. Due to the fact that homeless persons do not have a permanent address and oftentimes are not accommodated in an emergency shelter, attempts to count this population must rely on unorthodox procedures that

are likely to undercount the population. In fact, the United States General Accounting Office, in its report to congressional committees on the 2000 Census concluded that the chosen method of enumerating selected shelter and street locations at night result in an unknown number of the hidden homeless being missed and a lack of assurance that those counted were homeless and would not also be counted during other census operations.

The Merced County Continuum of Care (a project of the Merced County Association of Governments, in collaboration with various social organizations), conducts an annual count of homeless persons in Merced County. Data from the last four counts is provided in [Table 27, Homeless Persons in Merced County](#). The number of homeless persons counted in Atwater is low compared to the County as a whole, and has varied significantly from year to year – in 2013 the count was 18 homeless persons, in 2014 the count was three homeless persons, in 2015 the count was 62 homeless persons, and in 2016 the count was 28 homeless persons (no geographic data was provided in the 2012 report).

3. Temporary or Transitional Shelter

Emergency and transitional shelters can be especially helpful for those just recently homeless, or those who are occasionally homeless. The housing needs of those seeking emergency shelter and/or transitional shelter have dramatically increased over the years. The fastest growing population in need of shelter is families with children. The reason for this increase can be partially attributed to rising unemployment and the decline in affordable housing. A large percentage of mentally ill persons are homeless due to the relaxing of guidelines for state mental health care institutions. Others in need are homeless persons with drug and alcohol problems, battered women and children, teenage runaways, and evicted tenants.

Because the circumstances leading to and experienced by the homeless are so varied, the housing needs of homeless persons are more difficult to measure and assess than those of other population subgroups. Emergency shelters generally try to provide shelter during the coldest portions of the year. Supportive housing is defined by the Health and Safety Code as housing with no limit on length of stay, with links to services that assist in retaining the housing, improving health status, and maximizing ability to live and work in the community. Transitional facilities are defined by the Health and Safety Code as housing that is recirculated to another eligible recipient after six months or longer; transitional housing programs generally attempt to provide housing while the homeless person is trained for job skills or is otherwise able to address underlying issues contributing to homelessness.

Government Code Section 65583 (SB-2) requires that at least one zoning district shall permit emergency shelters without a conditional use permit. In accordance with Housing Element law, emergency shelters will only be subject to those development and management standards that apply to other residential development within the same zone. Emergency shelters may also be

considered “residential care homes,” in which case they are permitted by right in certain zoning districts so long as they serve fewer than seven persons. The City does not have a definition of emergency shelter and none of the City’s zoning districts list emergency shelter as an allowed or conditionally allowed use.

3.5. HOUSING STOCK CHARACTERISTICS

A jurisdiction’s housing stock is defined as the collection of all housing units located in the community. The characteristics of the housing stock, including growth, tenure, vacancy rate, age, condition, and cost are important in determining the housing need of the community. This section details the housing stock characteristics of Atwater to assess how well the housing stock meets the needs of the current and future City residents.

A. Changes in the Housing Stock

Table 28, Total Housing Stock (1990-2010), summarizes housing units in Atwater and elsewhere in Merced County from 1990 to 2010. The annualized growth rates in number of units are also provided.

Table 28 Total Housing Stock (1990-2010)

Jurisdiction	1990	2000	Annualized Percent Change	2010	Annualized Percent Change
Atwater (Population)	22,282	23,113	0.37	28,168	2.00
Atwater (Housing);	7,422	8,114	0.90	9,529	1.62
Dos Palos	1,424	1,491	0.46	1,694	1.28
Gustine	1,583	1,763	1.08	2,014	1.34
Livingston	1,719	2,449	3.60	3,365	3.23
Los Banos	5,070	8,049	4.73	11,685	3.80
Merced	18,695	21,532	1.42	28,127	2.71
Merced County	38,373	58,410	4.29	85,215	3.85

Source: U. S. Census 1990, 2000, 2010

In comparing population growth to housing stock growth, it is evident that housing stock growth outpaced population growth during the 1990 to 2000 period (likely related to closure of Castle Air Force Base), but that the population grew at a higher rate than housing during the 2000 to 2010 period.

B. Housing Type

Providing a range of housing types in Atwater is an important strategy to ensure that all households within the community, regardless of income level, size ethnicity, or age will have the opportunity to find adequate housing that will fit their needs.

Much of the City's new housing construction since 1990 has been single-family homes. Single-family detached homes increased from 55 percent of housing units in the community in 1990 to over 65 percent of all housing units in in 2010. By comparison, multi-family homes (e.g. apartments, town homes, duplexes triplexes, etc.) declined in proportion from 25 percent of all housing units in Atwater in 1990 to 22 percent in 2010. The number of multifamily units has increased over that time period, but at a slower rate than single-family houses. [Table 29, Housing Stock Characteristics \(1990-2010\)](#), displays changes in housing stock between 1990 and 2000.

Table 29 Housing Stock Characteristics (1990-2010)

Housing Types	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
Single Family	4,905	66%	5,766	71%	6,658	71%
Detached	4,095	55%	5,184	64%	6,175	66%
Attached	810	11%	582	7%	483	5%
Multi Family	1,871	25%	1,818	23%	2,065	22%
2-4 Units	1,034	14%	831	10%	1,462	16%
5 Units or More	837	11%	987	12%	603	6%
Mobile Homes	646	9%	505	6%	694	7%
Other	N/A		0	0	9	0%
Total Units	7,422	100%	8,089	100%	9,426	100%

Source: Census 1990, 2000, and 2010.

Note: The 1990 Census enumerated mobile homes and other types of units such as trailers under the same category.

C. Housing Size

[Table 30, Number of Bedrooms by Tenure](#), outlines the percentage of units in each range of bedroom count. Renter-occupied units are generally smaller than occupied units in Atwater, in contrast to the family size data presented earlier. While large families are more likely to be renters, large homes are more likely to be owner-occupied.

Table 30 Number of Bedrooms by Tenure

Bedrooms in Unit	Percentage of Owner Occupied Units	Percentage of Renter Occupied Units
0	1.2%	2.0%
1	0.5%	16.3%
2 or 3	68.4%	67.3%
4 or more	29.9%	14.3%

Source: 2010 – 2012 American Community Survey

D. Housing Tenure

Housing tenure refers to whether a housing unit is owned, rented, or vacant. Tenure is an important indicator of the housing climate of a community, reflecting the relative cost of housing opportunities, and the ability of residents to afford housing. The percentage of home ownership in a community is a good gauge of housing affordability, with higher rates of ownership indicating better affordability. Tenure also influences residential mobility, with owner units generally experiencing lower turnover rates than rental housing.

According to the 2010-2013 American Community Survey, just under half of all households in Atwater were homeowners. This is higher than 1990 (about 40 percent), but lower than 2000 (about 60 percent). The low rate of home ownership in 1990 may reflect the large military population. The higher rate of homeownership in 2000 may be a result of several factors including mortgage interest rates, construction of single-family homes, and improved economic conditions at that time. The current decline is likely due to lingering effects from the recession.

Housing tenure in Atwater varies somewhat by race and ethnicity. White households are split nearly half owner-occupied and half rental, while African and Hispanic households are slightly more likely to rent. Asian households are slightly more likely to be homeowners.

A single-family detached house represents the majority of housing units for both homeowners (90 percent of homeowners) and renters (41 percent of renters). The next most common type of housing for homeowners is a mobile home (9 percent of homeowners). The next most common types of housing for renters are duplex (22 percent), three- to four-unit apartment building (11 percent), larger apartment building (10 percent), attached single-family house (8 percent), and mobile home (8 percent). At the onset of the economic downturn, between 2008 and 2010 the number of renters in single-family detached homes declined from 49 percent to 41 percent.

E. Vacancy Rates

A vacancy rate measures the overall housing availability in a community and is often a good indicator of how efficiently for-sale and rental housing units are meeting the current demand for housing. A vacancy rate of five percent for rental housing and two percent for ownership housing is generally considered healthy and suggests that there is a balance between the demand and supply of housing.

A high vacancy rate may indicate an excess supply of units, while a low vacancy rate may indicate that households are having difficulty in finding housing that is affordable, leading to overcrowding or households having to pay more than they can afford. A low vacancy rate or a particularly ‘tight’ housing market may also lead to high competition for units, raising rental and housing prices substantially. Post-recession foreclosure rates are most likely the reason for the high vacancy rates. For example, April 2009 information from the U.S. Department of Housing and Urban Development indicated that the City of Atwater’s foreclosure rate was 12.5 percent.

Table 31, [Housing Vacancy \(1990-2010 Trend\)](#), shows that housing vacancy rates for both ownership and rental housing in Atwater exceeded the “rule of thumb” rates in 2010.

Table 31 Housing Vacancy (1990-2010 Trend)

Occupancy	Benchmark	1990	2000	2010
Owner	2%	0.6%	1.6%	3.3%
Renter	5%	3.5%	4.4%	10.9%

Source: U.S. Census 1990, 2000, 2010

F. Age and Condition of Housing

I. Age of Housing

About 62 percent of the housing stock in Atwater is 30 years old or older with about 40 percent of the units over 40 years old. [Table 32, Age of Housing Structures](#), provides data on year built and age of houses in Atwater. Homes that are 30 years old and older are generally at the greatest risk of being substandard and/or subject to deterioration associated with aging and/or improper maintenance and repair. Many of the housing units in Atwater were developed during a housing construction boom following World War II and lasting into the 1980s.

Table 32 Age of Housing Structures

Year Built	Age of Structure (2015)	Number	Percent	
2010 to present	5 years or newer	97	1.0%	±38% less than 30 years old
2000-2009	5-15 years old	1,328	13.9%	
1990-1999	15-25 years old	1,385	14.5%	
1980-1989	25-35 years old	1,689	17.6%	
1970-1979	35-45 years old	1,981	20.7%	
1960-1969	45-55 years old	644	6.7%	±62% more than 30 years old
1950-1959	55-65 years old	1,658	17.3%	
1940-1949	65-75 years old	568	5.9%	
1939 or earlier	75 years or older	222	2.3%	

Source: American Community Survey 2011-2013

2. Condition of Housing

In February 2003, the City of Atwater contracted with Connerly & Associates, Inc. to complete the most recent citywide survey of 5,409 housing units. Through the use of a point rating system prescribed by HCD, the five major components of each structure were numerically rated and the results were tabulated to establish a total score.

Based on the this total (between 0 and 80) each unit was categorized as “sound,” “minor,” “moderate,” substantial,” or “dilapidated,” and each property that contained a housing unit was given a score. The major categories can be summarized as follows:

Sound: Units in good condition with no signs of deferred maintenance.

Minor: Units that appear structurally sound but show signs of deferred maintenance or upkeep. The house may need a roof replacement or new windows and a paint job.

Moderate: Involves repair or replacement of more than one rated system. This category varies widely and may include, for example, a unit that needs replacement of the roof, electrical system, windows and doors.

Substantial: Replacement of several major systems, including complete or major foundation work, replacement or repair of exterior siding, reconstruction of the roof system and complete re-plumbing.

Dilapidated: Residences that are beyond repair and are subject to demolition.

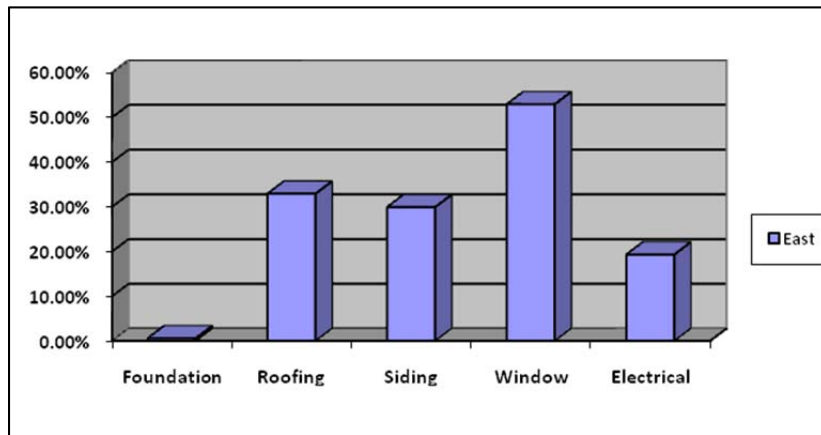
About 44 percent of the 5,409 housing units surveyed were found to be sound. The survey also indicated that:

- 32 percent of the housing units needed minor repairs;
- 23 percent of the housing units needed moderate repairs;
- One percent of the housing units needed substantial repairs; and
- Fewer than one percent of the housing units were in dilapidated condition.

Many dwellings constructed between 1970 and 1979 (about 20 percent of the City’s housing stock) were found to be standard “ranch house” construction with plywood-based siding, single-pane aluminum windows, 20-year composite shingle roofing, and concrete block foundations. According to the survey, these units were scoring a moderate need for repair, but are now an additional 12 years old. The survey revealed a high number of housing units that had T-1-11 decorative plywood siding. Many of these dwellings demonstrated a need for minor repair and repainting.

The most prevalent repairs needed were to windows, siding, and roofing. Some houses needed electrical upgrades, and a very few needed foundation work. [Table 33, Housing Repair Needs](#), shows the types of work houses needed.

Table 33 Housing Repair Needs



The economic downturn has resulted in significant numbers of foreclosed homes, which are likely to not receive adequate maintenance, and the difficult economic times make it harder for homeowners to afford the preventative maintenance that may be required. In addition, new construction has been very slow in the past eight years. These factors suggest that the City’s housing stock is likely to have deteriorated since the 2003 survey was completed.

G. Utilities and Mechanicals

Almost all housing in Atwater meets standards for plumbing and utilities. Only 90 units (1.0 percent of units) lack complete plumbing, and only 79 units (0.9 percent of units) lack complete kitchen facilities. About 200 units (2.4 percent of units) do not have telephone service, although this could partially reflect use of cell phones in place of land lines. About three-quarters (73.4 percent) of units used utility-provided gas for heating, with most of the remaining units (23.0 percent) using electricity for heating. About 2.2 percent of units used propane or wood for heating, and 1.5 percent did not heat.

3.6. HOUSING COSTS AND AFFORDABILITY

Affordability is determined by comparing the cost of housing to the income of the local households. If the costs are high relative to the incomes, housing problems such as overcrowding and cost burden are more likely to occur. This section details the costs of housing in Atwater and examines the overall affordability of housing within the City.

A. Housing Prices

In Atwater, as in most of California, home increased dramatically in value from 1997 to 2006, but then lost significant value during the next several years. According to Zillow.com, the median price for single-family homes in Atwater hit a high point in March 2006 at \$453,000 and a post-recession low point of \$110,000 in April 2011. As of June 2015 the median single-family home price had rebounded to \$208,000, close to the 2008 median value and above the 2003 median value. Newly constructed houses in Atwater are selling in the range of \$300,000 to \$350,000 as of early 2016.

Table 34, *Median Home Sales Prices in Atwater (2005 – 2014)*, shows the dramatic decreases in home values during the recession, with the median home price losing 75 percent of its value from the peak in March 2006 to the low point in April 2011. Merced County had one of the highest foreclosure rates in the nation during the economic downturn.

In addition to the affordability of monthly payments, there are several barriers to purchasing a home. Housing purchases require an acceptable credit history and an initial outlay that includes a down payment (typically 20 percent of the purchase price), banking fees, and sometimes pre-payment of insurance premiums. This can especially present a barrier to lower income buyers, who are less able to set aside savings necessary to cover the initial outlay. Additionally, lower income buyers are less likely to have the credit history or credit score needed to secure a mortgage.

Table 34 Median Home Sale Prices in Atwater (2005 – 2014)

Month/Year	Median Sale Price	Percent Annual Change	
June 2005	\$327,000	---	---
March 2006 (Peak)	\$453,000	---	---
June 2006	\$363,000	↑	9.9
June 2007	\$340,000	↓	6.3
June 2008	\$210,000	↓	38.2
June 2009	\$150,000	↓	28.6
June 2010	\$124,000	↓	17.3
April 2011 (Low)	\$110,000	---	---
June 2011	\$163,000	↑	23.9
June 2012	\$135,000	↓	17.2
June 2013	\$170,000	↑	20.6
June 2014	\$190,000	↑	10.5
June 2015	\$208,000	↑	9.4

Source: Zillow.com

B. Rents

Both apartments and houses are available for rent in Atwater. According to the American Community Survey, the median rental contract in Atwater in 2010 was for \$727 per month, with a lower quartile of \$531 and an upper quartile of \$878. Initiation of a typical rental agreement requires the up-front payment of the equivalent of up to three months' rent to cover first month's rent, last month's rent, and deposit, so between \$2,000 and \$3,000 of available cash is typically necessary to initially rent housing. [Table 35, Rent Characteristics](#), shows the percentage of rental units within each of several cost ranges.

Table 35 Rent Characteristics

Rent Range	Number of Units at that Rent	Percent of Units at that Rent
Under \$500 per month	818	20%
\$500 to \$649 per month	886	22%
\$650 to \$799 per month	766	19%
\$800 to \$999 per month	1,246	31%
\$1,000 to \$1,499 per month	333	8%
\$1,500 or more per month	0	0

Source: American Community Survey 2008-2010

C. Housing Affordability

I. Income and Cost Limits

The ability of residents to afford housing can be determined by comparing the state income guidelines used to determine eligibility for low- and moderate-income housing programs with local housing costs. Information on household incomes in Atwater was presented earlier. For this analysis, housing costs for renters is the monthly rent, and housing costs for homeowners includes, principal and interest on a mortgage, real estate taxes, and insurance. There will be additional housing costs for utilities. [Table 36, Housing Affordability Based on HCD Income Limits \(2014\)](#), presents the lower income limits for Merced County, affordable monthly housing cost based on maximum 30 percent of income for housing, and estimates the maximum affordable home price. The home price calculation assumes a 30-year loan with annual percentage interest rate of five percent, taxes and insurance equivalent to two percent of home purchase price, and a 20 percent down payment. From this information a multiplier was determined to translate monthly payment to purchase price. Note that persons making less than the maximum qualifying income for each range, would be able to afford less than the value listed.

Several federal and state programs have established income and expenditure limits. The parameters for the HOME program are outlined below:

Merced County Single-Family Maximum Purchase Price/After-Rehabilitation Value Limits:

For acquisition and/or rehabilitation of existing housing: \$138,000.

For newly constructed housing: \$223,000.

Table 36 Housing Affordability Based on HCD Income Limits (2014)

Persons in Household	Merced County Maximum Qualifying Income	Monthly Maximum Affordable Payment (based on 30% of Income)	Affordable Home Purchase Price Limit (based on 30% of Income)
Extremely Low Income (Less than 30 percent of median income)			
1	\$12,150	\$304	\$54,100
2	\$13,900	\$348	\$61,900
3	\$15,650	\$391	\$69,600
4	\$17,350	\$434	\$77,200
5	\$18,750	\$469	\$83,500
6	\$20,150	\$504	\$89,700
7	\$21,550	\$534	\$95,000
8	\$22,950	\$574	\$102,100
Very Low Income (30 to 50 percent of median income)			
1	\$20,300	\$507	\$90,200
2	\$23,200	\$580	\$103,200
3	\$26,100	\$653	\$116,200
4	\$28,950	\$724	\$128,800
5	\$31,300	\$783	\$139,300
6	\$33,600	\$840	\$149,500
7	\$35,900	\$898	\$159,800
8	\$38,250	\$956	\$170,100
Low Income (50 to 80 percent of median)			
1	\$32,450	\$811	\$144,300
2	\$37,050	\$926	\$164,800
3	\$41,700	\$1,043	\$185,600
4	\$46,300	\$1,158	\$206,000
5	\$50,050	\$1,251	\$222,600
6	\$53,750	\$1,344	\$239,100
7	\$57,450	\$1,436	\$255,500
8	\$61,150	\$1,529	\$272,000

Moderate Income (80 percent of median)			
1	\$48,650	\$1,216	\$216,400
2	\$55,600	\$1,391	\$247,500
3	\$62,550	\$1,564	\$278,300
4	\$69,500	\$1,738	\$309,300
5	\$75,050	\$1,876	\$333,800
6	\$80,600	\$2,015	\$358,500
7	\$86,200	\$2,155	\$383,500
8	\$91,750	\$2,294	\$408,200

Source: Housing and Community Development February 28, 2014.

Notes: Rent and mortgage limits based on monthly payments of no more than 30 percent of household income. Purchase assumes a down payment of 20 percent and 30-year mortgage with an annual interest rate of 5%, plus property taxes/insurance at 2.0% of principal. Note that with a 30-year 5% interest rate loan about 52% of total payments will be principal and about 48% will be interest. House prices are rounded to the nearest \$100.

Maximum per-unit subsidy:

Studio: \$119,532; 1 bedroom: \$137,026; 2 bedroom: \$166,622; 3 bedroom: \$215,555;
4 bedroom: \$236,612.

Rent limits (low to high range):

Studio: \$507 to \$535; 1 bedroom: \$543 to \$616; 2 bedroom: \$652 to \$795; 3 bedroom:
\$753 to \$945; 4 bedroom: \$840 to \$1,035; 5 bedroom: \$926 to \$1,123; 6 bedroom: \$1,013
to \$1,212.

2. Housing Affordable to Extremely Low Income Households

Extremely low-income four-person households have an income of less than \$17,350 and can afford a monthly housing cost of no greater than \$434. About 26.7 percent of the City's renter households fall into the extremely low income range, while less than 20 percent of the City's rental properties are in an affordable price range. At a maximum affordable purchase price of about \$77,000, home ownership in Atwater is not within reach of this income group.

3. Housing Affordable to Very Low Income Households

Very low-income four-person households have an income higher than extremely low income households, but less than \$28,950 and can afford a monthly housing cost of no greater than \$724. About 22.1 percent of the City's renter households fall into the very low income range, while about 33 percent of the City's rental properties are in the corresponding cost range. This

income group should be able to find suitable rental housing. Affordable homes for very low-income households are priced below about \$128,800, which is about 75 percent of the median home price; the supply of homes in that price range will be limited, and homebuyers in this income range may find it difficult to find a suitable house to purchase, or may buy a substandard house. Households in this income group may need significant financial assistance to be able to purchase a home in Atwater.

4. Housing Affordable to Low Income Households

Low-income four-person households have an income higher than very low income households, but less than \$46,300 and can afford a monthly housing cost of no greater than \$1,158. About 18.7 percent of the City's renter households fall into the low income range, while at least 40-percent of the City's rental properties are in the corresponding cost range. This income group should be able to located rental housing easily. Affordable homes for low-income households are priced below about \$206,000, so houses somewhat over the median price are affordable to this income group. Larger homes (four or more bedrooms) are not likely to be affordable to low income households.

5. Moderate Income Households

Moderate income four-person households have an income higher than low income households, but less than \$69,500 and can afford a monthly housing cost of no greater than \$1,738. Moderate-income households in the City of Atwater can afford the price of most rentals. About 17.5 percent of the City's renter households fall into the moderate income range; all of the City's rental properties should be affordable to households in the moderate income range, and this income group should be able to locate rental housing easily. Affordable homes for moderate-income households are priced below about \$309,000, so houses considerably over the median price are affordable to this income group. Moderate-income households can afford the majority of homes in Atwater.

3.7 UNMET HOUSING NEEDS

A key housing priority in many communities is enhancing or maintaining quality of life. Key measures of quality of life are the extent of unmet housing needs, as measured by overpayment, overcrowding, and substandard housing conditions. This section describes the prevalence and extent of housing problems in Atwater.

A. Housing Overpayment

Overpayment for housing is defined as a housing cost that exceeds 30 percent of a household's gross income. As in other communities across California, housing overpayment is not uncommon in Atwater. Housing overpayment is especially problematic for low- and moderate-income households in that it leaves few resources to apply for other living expenses. Because housing overpayment is also concentrated among the most vulnerable people, maintaining a reasonable level of housing cost burden is an important housing goal.

Table 37, *Housing Overpayment: Renters/Owners (1990-2010 Trend)*, shows that the percentage of households paying more than 30 percent of income towards housing has increased significantly, by approximately 50 percent since 1990. More renter households (53 percent) than owner households (43 percent) pay more than 30 percent of income for housing. The significant reduction in housing prices between 2007 and 2010 did not reverse the long-term trend in housing overpayment, and for many home buyers, the situation actually worsened as the value of their property declined while housing costs remained steady.

Table 37 Housing Overpayment: Renters/Owners (1990-2010 Trend)

Year	Owner Occupied Households	Renter Households
1990	22%	34%
2000	26%	40%
2010	34%	53%

Source: U.S Census 1990, 2000; American Community Survey 2009-2013.

As shown in Table 38, *Housing Cost as a Percentage of Income (by Income Range)*, housing overpayment varies significantly by income and tenure. Those making less than \$20,000 per year experienced the highest levels of overpayment in the City, particularly among renter households. However, for households earning more than \$35,000 per year, more ownership households than renter households paid more than they could afford for housing. This indicates that rental assistance for very low-income renters and home ownership assistance for low and moderate-income homeowners is an important need in the community.

Table 38 Housing Cost as a Percentage of Income (by Income Range)

Income and Housing Costs as Percentage of Income	Owner Occupied Households		Renter Households	
	Number	%	Number	%
Less than \$20,000	446	10.2%	1,331	30.9%
Less than 20 percent	59	1.3%	47	1.1%
20 to 29 percent	21	0.5%	99	2.3%
30 percent or more	366	8.3%	1,184	27.5%
\$20,000 to \$34,999	620	14.1%	1,145	26.6%
Less than 20 percent	150	3.4%	52	1.2%
20 to 29 percent	60	1.4%	258	6.0%
30 percent or more	410	9.3%	835	19.4%
\$35,000 to \$49,999	683	15.6%	564	13.1%
Less than 20 percent	240	5.5%	22	0.5%
20 to 29 percent	120	2.7%	332	7.7%
30 percent or more	323	7.4%	211	4.9%
\$50,000 to \$74,999	1,032	23.5%	736	17.1%
Less than 20 percent	436	9.9%	353	8.2%
20 to 29 percent	335	7.6%	340	7.9%
30 percent or more	261	5.9%	43	1.0%
\$75,000 or more	1,571	35.8%	413	9.6%
Less than 20 percent	1,017	23.2%	284	6.6%
20 to 29 percent	455	10.4%	125	2.9%
30 percent or more	99	2.3%	0	0.0%
Total 30 percent or more	1,469	33.5%	2,273	52.8%

Source: American Community Survey 2009-2013

Note: Shaded rows indicate housing costs in excess of standard for acceptable percentage of income.

B. Housing Overcrowding

“Overcrowding” is a housing condition indicator used by the Federal Department of Housing and Urban Development (HUD) and HCD to determine the need for housing assistance. Simply put, when a household size is too large in relation to the number of rooms in a housing unit, overcrowding exists. Overcrowding is defined as 1.01 or more persons per room, excluding kitchens and bathrooms. Severe overcrowding is defined as more than 1.51 persons per room. Overcrowding is usually caused by the following factors:

- A family or household living in too small a dwelling;
- A family required to house extended family members such as grandparents or grown children and their families; or
- A family renting inadequate living space to non-family members (e.g. migrant farm workers).

Whatever the cause, overcrowding appears to be directly linked to housing affordability. Homeowners or renters with large families are unable to afford larger dwellings. Older children wishing to leave home are prohibited from doing so because they cannot qualify for a home loan or are unable to make rental payments. Grandparents are forced live with their children because either they are unable to afford suitable housing on fixed incomes or they have physical handicaps. Families with low incomes will permit overcrowding to occur in order to preserve income. In some cases, there is an insufficient supply of housing units in the community to accommodate the demand.

Overcrowding is not only an affordability problem, but can also lead to accelerated wear on a housing unit and tensions among residents. Approximately 5.5 percent of all homeowner-occupied housing units in Atwater are overcrowded and an additional 0.9 percent are severely overcrowded. Twice as many rental units are overcrowded with approximately 9.0 percent of rental units overcrowded and 1.8 percent severely overcrowded. Renters under age 35 had the highest rate of overcrowding at 16.3 percent. Seniors had very low rates of overcrowding, since they are unlikely to have children in their households.

Overcrowding can be alleviated in a variety of ways. Remodeling and additions to existing owner-occupied housing units and the construction of larger apartment units is the most common. However, to accomplish this, it is necessary to provide adequate financing and construction opportunities for the homeowner and apartment developers. Community Development Block Grant funds can be used for rehabilitation of housing to add additional bedrooms.

3.8 HOUSING AND OTHER ASSISTANCE

This section reviews the resources available to address the special housing needs discussed above. A number of governmental and non-profit organizations strive to provide housing assistance, emergency shelter, or peripheral services to low-income residents of Merced County. These agencies and organizations and their programs are described in this section.

A. Atwater Services

Table 39, *Atwater Housing and Related Services Summary*, provides a matrix of services available in Atwater.

Table 39 Atwater Housing and Related Services Summary

Provider	Housing	Services	Focus
Rose Julia Riordan Tranquility Village	Transitional	Substance abuse	C, H, W
Atwater Elderly Apartments	Rental		E
Kings View Apartments	Rental	Transportation	D, E
Kings View Work Experience Center		Job training	D
Merced County Community Action Agency	Shelter	Women and children nutrition	C, W
Atwater Migrant Center	Seasonal Farmworker Housing		F
City of Atwater	Housing rehabilitation loans		
Head Start		Education, social nutrition, health,	C
Atwater Elementary School District		Child care	C
Transit Joint Powers Authority for Merced County		Transportation	D E
Merced County Food Bank		Emergency food	
Energy Programs		Utility subsidies	

Source: Service provider websites

Note: Focus Populations: C= Children; D= Disabled; E= Elderly; F= Farmworkers; H= Homeless; L= Large Families; S= Single Parents; W= Women

1. The Rose Julia Riordan Tranquility Village

This facility is located in Atwater and provides supportive/transitional housing for homeless women and their children (ages 6 and under). Community Social Model Advocates operates the program. Tranquility Village began full operation in January 1999 as one of the first transitional housing programs in Merced County. Approximately 100 residents are served annually and there are 42 beds within the facility, which includes three buildings near the former Castle Air Force Base.

2. Atwater Elderly Apartments

Atwater Elderly Apartments provides subsidized housing to seniors who are able to live independently. The facility has 14 one-bedroom units and is reserved for very low-income seniors 62 years and older. Owned and managed by the Merced County Housing Authority, Atwater Elderly Apartments uses Section 8 rental assistance to maintain affordable rents for tenants.

3. Kings View Work Experience Center

Kings View Work Experience Center located in Atwater provides work training and job placement services for the developmentally disabled. The work activity program prepares individuals with moderate disabilities through programs in sheltered employment, enclaves in industry and individual job placement. The day training components provides clients with more severe disabilities with living skills, training, adaptive physical education, and recreational opportunities.

4. Kings View Apartments

Kings View Apartments provides up to 36 units affordable housing for very low income developmentally disabled adults, and three to four of the units are reserved for the elderly. Kings View Apartments is operated by the non-profit agency at the Kings View Experience Center and many individuals that receive services from the Center live at Kings View Apartments. Bus and van transportation is provided from Kings View Apartments to the Center. The apartment complex is full and maintains a wait list.

5. Atwater Migrant Center

The Merced County Housing Authority manages four migrant centers, including the Atwater Migrant Center. Constructed in 1998, the Atwater Migrant Center is open during the six-month harvest season (May-November). The center provides 59 units of housing (2-, 3-, and 4- bedroom units) for extremely low- and very low-income farmworkers and their families and includes an on-site daycare center. The Atwater Migrant Center is located outside the Atwater city limits on Westside Boulevard.

6. Merced County Community Action Agency

The Merced County Community Action Agency (MCCAA) runs a nutrition program for women who are pregnant or have young children, with a service location in Atwater.

7. City of Atwater

The City of Atwater participates in the Home Energy Renovation Opportunity (HERO) program. In the past, the City of Atwater has provided the Housing Rehabilitation Loan Program that offers financial assistance for lower income households towards home repairs and for accessibility improvements such as installation of ramps or railings, and the Homebuyer Assistance Program that provides qualified lower-income households assistance with down payment and mortgage costs. Both of these programs require a certified housing element, so the City has not participated in these programs in recent years.

8. Head Start

The Head Start program in Merced County is operated by the County Office of Education. The program serves up to 1,200 low income and/or disabled children up to five years old. The majority of participants are three or four years old. The program provides education, nutrition, health, and social services in a nurturing environment. There are Head Start centers throughout Merced County, with three centers located in Atwater.

9. Atwater Elementary School District

The Atwater Elementary School District operates an after-school program for its students. This program assists parents by providing care for children while the parents are at work in the afternoons.

10. Transit Joint Powers Authority for Merced County

Three fixed bus routes and para-transit serves Atwater, although there are no connections to neighboring cities. All buses have lift mechanisms to assist customers in wheelchairs or with other mobility impairments to board. The front of every bus has priority seating for seniors and disabled riders. Para-transit provides lift-equipped buses for people whose disabilities prevent them from using or getting to regularly scheduled bus services. Seniors age 62 or older and ADA-certified persons and Medicare card holders can ride any fixed-route bus for half the regular cash fare.

11. Merced County Food Bank

The Merced County Food Bank coordinates with eight to ten locations to distribute food to the general public in need. Several other locations, listed above, provide food for their residents or for target populations. The Merced County Food Bank also administers the federal Commodity Supplemental Food Program providing food for low-income seniors, mothers, and children in Atwater.

12. Energy Programs

Pacific Gas & Electric provides a variety of energy conservation services for residents and participates in several other energy assistance programs for lower income households, which help qualified homeowners and renters conserve energy and control electricity costs. These programs include the California Alternate Rates for Energy (CARE) Program and the Relief for Energy Assistance through Community Help (REACH) Program.

CARE provides a 15 percent monthly discount on gas and electric rates to income-qualified households, certain non-profits, facilities housing agricultural employees, homeless shelters, hospices and other qualified non-profit group living facilities.

The REACH Program provides one-time energy assistance to customers who have no other way to pay their energy bill. The intent of REACH is to assist low-income customers, particularly the elderly, disabled, sick, working poor, and the unemployed, who experience severe hardships and are unable to pay for their necessary energy needs.

B. Nearby Services

Additional services are available nearby in the City of Merced. [Table 40, Other Housing and Related Services Summary](#), provides a matrix of services available in nearby Merced.

1. David J. Riordan's Hobie House

Founded in Merced in 1991 as a licensed and certified 25-bed residential facility, this substance abuse recovery home is designed and devoted specifically for men 18 years and older. It is operated by Community Social Model Advocates.

2. Merced County Rescue Mission

This is a multi-faceted organization that serves the needy and homeless in Merced County since 1991. The Rescue Mission provides emergency shelter, transitional housing services, and meals to men and women at its location on Canal Street in Merced. The Rescue Mission also supplies clothing and household goods to their residents, as well as to the poor in the community. Senior meals are served at seven locations throughout the County, including at the United Methodist Church in Atwater.

Table 40 Other Housing and Related Services Summary

Provider	Housing	Services	Focus
David J. Riordan’s Hobie House	Transitional	Substance abuse	H
Merced County Rescue Mission	Emergency and Transitional	Meals, clothing	
Merced County Human Services Agency -	Emergency, Transitional, Rental Deposit Assistance		H
Merced County Mental Health Department	Permanent	Substance abuse	D
Housing Authority of Merced County	Rental and Seasonal Farmworker Housing		D, E, F
Central Valley Coalition for Affordable Housing	Permanent		
Merced County Community Action Agency	Shelter	Women and children nutrition, legal, financial, housing upgrades	C, H, W
Salvation Army	Referrals	Food and Clothing	
Central Valley Regional Center		Services Referrals and Coordination	C, D

Source: Service provider websites

Note: Focus Populations: C= Children; D= Disabled; E= Elderly; F= Farmworkers; H= Homeless; L= Large Families; S= Single Parents; W= Women

3. Merced County Human Services

This program provides families in Merced County who are CALWORKs eligible with temporary housing for a maximum of 16 continuous days. During the temporary period, families are expected to be looking for permanent housing. Once permanent housing is found, families can receive assistance with a security deposit and other necessary deposits/fees in order to move into permanent housing. Rent on the permanent housing is based on eligibility requirements, and cannot be more than 80 percent of the maximum CALWORKs aid payment.

4. Merced County Mental Health Department

The Merced County Mental Health Department provides services for homeless with special needs, and housing and other support services for the mentally ill and people recovering from drug and/or alcohol addiction. The Mental Health Department provides shelter for six mentally ill women at its Parsons House facility.

5. Housing Authority of Merced County

In addition to the elderly housing and migrant housing facilities provided in Atwater, the Housing Authority of Merced County develops and operates subsidized housing facilities in several locations in Merced County for very low and low-income families, including the elderly, handicapped, and disabled families. The Housing Authority of Merced County also administers the federal Section 8 Housing Choice Voucher program. Participating rental units must keep rents under a limit, which is determined by multiplying the annual income limit by 30 percent (the National housing affordability standard) and dividing by 12 months. Of 2,705 voucher clients within Merced County (as of January 2015), 212 reside in Atwater. There is a waiting list for the Section 8 voucher program. The Housing Authority owns two rental houses in Atwater. The Housing Authority is located on U Street in Merced.

6. Central Valley Coalition for Affordable Housing

The Central Valley Coalition for Affordable housing was established by the Housing Authority of the County of Merced in 1989. The Coalition develops, rehabilitates, and manages affordable housing developments in Merced County. The Coalition is also a Community Housing Development Organization for the City of Merced. While the Coalition has not completed any projects within the City of Atwater, their experience securing funding and completing projects within the County makes them a likely candidate for development of affordable housing in Atwater.

7. Merced County Community Action Agency

The Merced County Community Action Agency (MCCAA) was founded in 1965 and has been providing housing and homeless services to the homeless of Merced County since 1987. With State and Federal grants and community donations, MCCAA helps families with eviction prevention, deposit/rental assistance, weatherization and utility assistance, and temporary motel vouchers. MCCAA runs a nutrition program for women who are pregnant or have young children.

MCCAA runs an emergency shelter in Merced. In 2008, MCCAA opened the 62-bed full-service D Street emergency shelter for the homeless to provide showers, laundry facilities, telephones,

and computer access. MCCAAC opened its first year-round shelter in 1991, “Havenwood,” an emergency shelter for women and children (ages 12 and under). In 1993, MCCAAC opened “New Hope House,” a transitional shelter for families with children, married couples, and single male families. Havenwood and New Hope are now closed due to lack of funding, although New Hope has been converted to affordable rental housing.

8. The Merced Area Salvation Army

The Salvation Army offers an emergency food program and clothing to eligible households in Merced County. The Salvation Army also provides housing information and referrals are provided to low-income families. The Merced Area Salvation Army office is located on West 12th Street in Merced.

9. Central Valley Regional Center

The Central Valley Regional Center is a referral agency, offering coordination of services to those with developmental disabilities. A Central Valley Regional Center office is located on 16th Street in Merced.

3.9. ASSISTED HOUSING AT RISK OF CONVERSION

Assisted housing development refers to multifamily rental housing development that receives governmental assistance under any of the following programs:

- New construction, substantial rehabilitation, moderate rehabilitation, property disposition, and loan management set-aside programs, or any other program providing project-based assistance, under Section 8 of the United States Housing Act of 1937, as amended (42 U.S.C. Sec. 1437f).
- The following federal programs: the Below-Market-Interest-Rate Program under Section 221(d)(3) of the National Housing Act (12 U.S.C. Sec. 1715l(d)(3) and (5)); Section 236 of the National Housing Act (12 U.S.C. Sec. 1715z-1); or, Section 202 of the Housing Act of 1959 (12 U.S.C. Sec. 1701q).
- Programs for rent supplement assistance under Section 101 of the Housing and Urban Development Act of 1965, as amended (12 U.S.C. Sec. 1701s).
- Programs under Sections 514, 515, 516, 533, and 538 of the Housing Act of 1949, as amended (42 U.S.C. Sec. 1485).
- Section 42 of the Internal Revenue Code.

3.0 COMMUNITY PROFILE

- Section 142(d) of the Internal Revenue Code (tax-exempt private activity mortgage revenue bonds).
- Section 147 of the Internal Revenue Code (Section 501(c)(3) bonds).
- Title I of the Housing and Community Development Act of 1974, as amended (Community Development Block Grant program).
- Title II of the Cranston-Gonzales National Affordable Housing Act of 1990, as amended (HOME Investment Partnership Program).
- Titles IV and V of the McKinney-Vento Homeless Assistance Act of 1987, as amended, including the Department of Housing and Urban Development's Supportive Housing Program, Shelter Plus Care program, and surplus federal property disposition program.
- Grants and loans made by the Department of Housing and Community Development, including the Rental Housing Construction Program, CHRP-R, and other rental housing finance programs.
- Chapter 1138 of the Statutes of 1987.
- The following assistance provided by counties or cities in exchange for restrictions on the maximum rents that may be charged for units within a multifamily rental housing development and on the maximum tenant income as a condition of eligibility for occupancy of the unit subject to the rent restriction, as reflected by a recorded agreement with a county or city: loans or grants provided using tax increment financing pursuant to the Community Redevelopment Law (Part 1 (commencing with Section 33000) of Division 24 of the Health and Safety Code); local housing trust funds, as referred to in paragraph (3) of subdivision (a) of Section 50843 of the Health and Safety Code; the sale or lease of public property at or below market rates; or, the granting of density bonuses, or concessions or incentives, including fee waivers, parking variances, or amendments to general plans, zoning, or redevelopment project area plans, pursuant to Chapter 4.3 (commencing with Section 65915).

Existing rental housing that receives governmental assistance is a significant source of affordable housing that should be preserved to the extent feasible. The loss of such rental units reduces the availability of housing affordable to very low-and low-income households. It is more cost-effective to preserve existing affordable housing than to replace it with newly constructed units, unless housing has reached a substantial level of deterioration. State law requires an analysis of existing assisted rental units that are at risk of conversion to market rate. This includes conversion through termination of a subsidy contract, mortgage prepayment, or expiring use restrictions.

A. Assisted Housing Inventory

The City of Atwater has three assisted family projects:

- The Atwater Elderly Apartments;
- Kings View Apartments; and
- Crest Road Public Housing Project.

Table 41, [Assisted Housing Units in Atwater](#), lists subsidized rental properties in Atwater and their potential risk for converting to market rate housing.

Table 41 Assisted Housing Units in Atwater

Project Name	Address	Units	Target Clients	Funding	Manager	Year Built	At Risk Status
Atwater Elderly	Olive Avenue	14 Units 14 1-bed	Very low Elderly	Section 8	Merced Housing Authority	1982	Not at-risk
Kings View Apartments	1191 Willow Street	36 Units 30 1-bed 6-2-bed	Very low	202/8	Non-profit	1981	Maturity Date 5/2032
Public Housing	Crest Road Cameo Court Kelso Street	37 units	Very low Family	Section 8c	Merced Housing Authority	1991	Not at-risk

Source: Merced County Housing Authority, California Housing Partnership Corporation

Note: The Merced Housing Authority also rents two single-family home properties to very low income households in Atwater.

Atwater Elderly Apartments

Atwater Elderly Apartments provides subsidized housing to seniors who are able to live independently. The facility has 14 one-bedroom units and is reserved for very low-income seniors 62 years and older. Owned and managed by the Merced County Housing Authority, Atwater Elderly Apartments uses Section 8 rental assistance to maintain affordable rents for tenants.

Kings View Apartments

Kings View Apartments was initially funded through Section 202 funds and was later refinanced with Section 8 through HUD. Kings View Apartments provides 36 housing units targeted to very low income disabled households, with 10 percent of the units designated for very low-income elderly households.

The Kings View Apartments are owned and operated by Kings View Behavioral Health Systems, a non-profit disabled advocacy organization based in Fresno. The organization also operates the Kings View Work Experience Center in Atwater and various housing and related programs in other locations in the Central Valley. Kings View Apartments are at very low risk of conversion to market-rate housing. Kings View Apartments, currently rent-restricted through agreement with HUD, is considered to be at low risk of conversion to non-affordable units in the near-term, as according to the HUD affordable housing database, the contract will continue into May 2032.

Housing Authority Public Housing Projects

The Housing Authority of Merced County manages three contiguous projects located off Crest Road, Cameo Court, and Kelso Street. There are a total of 51 living units in 18 structures, and the units vary from one to three bedrooms. The housing was constructed in 1991. Section 8 vouchers are used to maintain affordable rents.

B. Notification Process of At-Risk Units

This section of the Housing Element evaluates the potential of such housing to convert to market rates during the ten-year planning period (January 2014 to December 2023), and analyzes the cost to preserve or replace those units. Resources for preservation/replacement of these units and housing programs to address their preservation are described earlier.

The affordable housing identified above is not known to be at risk of conversion to market rate housing. However, if it were at risk, in order to maintain the affordability of subsidized rental housing, the existing assisted units could be preserved or development of new units could be facilitated. Depending on the reasons for possible conversion, different options may be used to preserve or replace the units. Preservation options include: 1) provision of rental assistance to tenants using non-federal funding sources; 2) purchase of affordability covenants, and 3) construction of replacement units. These options are described below.

I. Rental Assistance

Non-federal (State, local or other) funding sources can be used to maintain the affordability of the affordable units in the City. These rent subsidies can be structured to mirror the federal Section 8 program. Under Section 8, HUD pays the difference between what tenants can pay (defined as 30 percent of household income) and what HUD estimates as the fair market rent (FMR) on the unit. [Table 42, 2015 Fair Market Rents](#), shows the 2015 fair market rents by unit bedrooms for Merced Metropolitan Statistical Area.

Table 42 2015 Fair Market Rents

Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
\$498	\$577	\$759	\$1,118	\$1,344

Source: U.S. Department of Housing and Urban Development, FMR 2013

[Table 43, Rental Subsidies Required for Very Low Income Households](#), provides an analysis of the cost of subsidizing affordable units to reduce the fair market rent to a level affordable to very-low income residents. The table indicates that larger households require larger subsidies to make the housing affordable; this same factor leads to overcrowding of units.

Table 43 Rental Subsidies Required for Very Low Income Households

Unit Size	Monthly Fair Market Rent	HH Size	Very Low Income	Monthly Affordable Rent	Monthly Subsidy Per Unit	Annual Subsidy Required per Unit
Efficiency	\$498	1	\$20,300	\$508	none	none
1-br	\$577	1	\$20,300	\$508	\$69	\$828
2-br	\$795	2	\$23,200	\$580	\$215	\$2,580
3-br	\$1,118	4	\$28,950	\$724	\$394	\$4,728
4-br	\$1,344	6	\$33,600	\$840	\$504	\$6,048

Source: HUD, City of Atwater

The feasibility of this alternative is highly dependent upon the availability of non-federal funding sources necessary to make rent subsidies available and the willingness of private property owners to accept rental vouchers if they can be provided.

2. Purchases of Affordability Covenants

Another option the City has to preserve the affordability of at-risk affordable housing units is to provide an incentive package to the owner to maintain the projects as affordable housing. Incentives could include subsidizing the interest rate on the remaining loan balance, and/or supplementing the income of the projects with local subsidies. The feasibility of this option depends on the amount of subsidy necessary to maintain affordability of the units. By providing lump sum financial incentives or on-going subsidies in rents or reduced mortgage interest rates to the owner, the City can ensure that some or all of the units remain affordable.

3. Construction of Replacement Units

The construction of new affordable housing units is a means of replacing the at-risk units that are converted to market-rate units. The cost of developing housing depends upon a variety of factors, including density, size of the units (i.e. square footage and number of bedrooms), location, land costs, and type of construction. The most direct and least costly replacement option is the development of new assisted multifamily housing units.

3.10 ATWATER'S SHARE OF REGION'S HOUSING NEED

A requirement of state law is that Atwater demonstrates how it will plan for, and accommodate, its share of the region's future housing construction need. In Atwater's case, the region is Merced County. HCD sent MCAG notification regarding the County's share of the Statewide housing needs on December 30, 2013.

MCAG is a Joint Powers Authority consisting of Merced County and the six incorporated cities of Atwater, Dos Palos, Gustine, Livingston, Los Banos, and Merced. MCAG is required by California Government Code Section 65584 to determine existing and projected regional housing needs for the period of January 1, 2014 through December 31, 2023. MCAG is also required to determine each local jurisdiction's share of the regional housing need. Through a process called the Regional Housing Needs Plan, MCAG calculates this future need based upon growth forecasts, as well as the units needed to replace unit losses, and units needed for a healthy vacancy rate.

The draft Regional Housing Needs Allocation Plan was provided to the City in September 2014, and assigned Atwater a future need of 1,760 units for 2014-2023. The numbers are provided in [Table 1, Current RHNA and Prior Unaccommodated Need](#), presented in Section 1.0 Introduction. The City is also responsible for the unaccommodated need from the last housing element. The City's RHNA for the current period is 1,760. In addition, the City has an unaccommodated need of 72 units, for a total responsibility of 1,831 units during the planning period. Approximately 41.5 percent of the units are allocated for households earning less than 80 percent of the area Median Family Income (MFI). To date, 45 units have been built during the planning period, so the remaining RHNA is 1,787 units.

3.11 DISADVANTAGED COMMUNITIES

Government Code section 65302.10 requires analysis of unincorporated communities with the City's sphere of influence that may be considered economically disadvantaged. Communities with a median income of less than 80 percent of the state median income are considered disadvantaged. There are two unincorporated pockets within the Atwater city limits: the Rancho del Rey Golf Course near North Buhach Road, and about 16 properties along Castle Street between Elm Avenue and East Juniper Avenue. No-one resides at the golf course, which supplies its own water and sewer services. The 16 properties on Castle Street are provided with City water, but do not receive City sewer services. City fire and police provide response within the area, but the area is within the jurisdiction of county emergency response services.

Unincorporated fringe communities exist to the southeast of Atwater in an area known as Buhach, and are not provided with City services. The portions of this community north of State Route 99 (Station-Manchester and Valley) are currently in the process of an annexation to the City and will become eligible for City services upon annexation. Most of the Buhach community located south of State Route 99 is outside the City's sphere of influence. The area north of Fleming Road and west of Herrod Avenue comprises at least 60 residential properties that are outside the city limits and within the sphere of influence. Another unincorporated fringe community exists along Applegate Road near Sunset Drive west of State Route 99. This area includes about 50 homes.

The median income for these areas is not known, but the City as a whole has a median income that is only about 70 percent of the state median income, so it is likely that these unincorporated communities would qualify as disadvantaged communities. LAFCO identified the Valley area as a disadvantaged community and specifically requested it be included in the Ferrari Ranch annexation; the Station-Manchester area was included in the Ferrari Ranch annexation to prevent creation of an island, and potentially qualifies as a disadvantaged community. The annexation applicant is not responsible for providing services within these areas.

An additional community exists south of Gertrude Avenue (between the community of Winton and the Atwater city limits). This area includes numerous newer rural estates, and the median income of this area is likely to exceed 80 percent of the state median.

3.12 OPPORTUNITIES FOR ENERGY CONSERVATION

Energy-related housing costs can directly affect the affordability of housing in California, especially the long-term ongoing costs to low income residents.

A. State Requirements and Goals

State building code standards contain mandatory energy efficiency requirements for new development. California's Title 24 energy code has been in effect since 1978 and sets minimum standards for building energy efficiency for all new construction. The code is updated approximately every three years. The current edition of the code became effective in 2014. The state has also adopted the Green Building Standards Code (Cal Green), which covers some energy aspects as well as water conservation and indoor air quality. Home builders must comply with these standards while local jurisdictions are responsible for enforcing the energy conservation regulations. Under Title 24, there is an established prescription method for each climate zone within the state, and alternative approaches can be used if designed by a qualified engineer.

The California Public Utilities Commission adopted the Long Term Energy Efficiency Strategic Plan in 2008. The Long Term Energy Efficiency Strategic Plan presents specific near-term, mid-term, and long-term strategies to assist in achieving the following four long-term energy efficiency goals:

- New residential construction in California will be zero net energy by 2020;
- New commercial construction in California will be zero net energy by 2030;
- Heating, ventilation and air conditioning will have energy performance that is optimal for California's climate; and
- Eligible low-income customers will be given the opportunity to participate in the low income energy efficiency program by 2020.

B. Energy Efficient House Construction

There are numerous building design techniques that can reduce energy usage in houses. Following are some representative approaches.

- Passive solar design, which includes the following key design techniques:
 - solar orientation, with the long side of the house facing within 20 degrees of south;
 - maximizing south facing windows and providing an overhang for summer shading;
 - minimizing east, west, and north facing windows; and
 - appropriate levels of thermal mass exposed to winter heating;
- Higher insulation levels;
- Active solar water heating;

- Locating indoor areas of maximum usage along the south face of the building and placing corridors, closets, laundry rooms, power core, and garages along the north face;
- Utilizing a small enclosed entry space that creates an air lock between the interior and exterior;
- Orientation of the entrance away from prevailing or storm winds;
- Windbreak to reduce the wind velocity against the building entrance; and
- Deciduous shade trees to cool air around the building in summer.

C. Energy Efficient Land Use

Land use and neighborhood design can enable the use non-motorized methods of transportation, which can save on transportation costs for low income households. Atwater's General Plan contains policies in the Conservation/Open Space Element to incorporate energy-conserving features into new development and reduce reliance on the automobile. These policies emphasize the installation of bikeways and pedestrian paths, solar orientation of buildings, and placement of transit routes near residential development. By encouraging an emphasis on pedestrian uses in all development within Atwater, reductions of reliance on motorized vehicles will occur, which will also result in reduced energy consumption.

D. Energy Efficiency Programs

The City has adopted expedited permitting procedures for the installation of photovoltaic systems of up to 10-15 kW maximum power output. HUD adopted energy efficiency requirements for manufactured homes in 1995. Many utilities offer rebates for energy or water conserving appliances.

The Home Energy Renovation Opportunity (HERO) program is a state-sponsored energy efficiency financing program. HERO partners with local governments to make energy efficient, water efficient, and renewable energy products more affordable for homeowners. HERO finances 100 percent of the cost to purchase and install eligible products. HERO offers low-fixed interest rates, flexible payment terms between five and 20 years for most improvements, and repayments are made through your property taxes. Additionally, if the property is sold before the HERO financing is paid in full, the remaining payments can be passed on to a new property owner.

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RESOURCES AND CONSTRAINTS

4.1 AVAILABLE RESIDENTIAL CAPACITY

A. *Development Pattern*

The Atwater General Plan Land Use Maps illustrates the City's intended land use pattern. The majority of land in the City is designated for residential uses. City and Merced County policies encourage development to take place within incorporated cities where urban facilities and services are available. Development of vacant infill parcels within the city limits is encouraged, to provide more efficient use of existing infrastructure. Land Use Policy LU-8.1 has been incorporated within the City's General Plan to promote infill development. It is assumed that near-term residential needs will be satisfied by using lands within the City limits first, lands within the current Sphere of Influence, and finally lands within the General Plan Planning Area. The County requires that all development requests for unincorporated lands on the City's fringe be referred to the City for annexation. The City is currently processing an annexation request for Ferrari Ranch on the eastern edge of the City. State law requires that zoning in all General Law cities be consistent with the adopted General Plan.

The City has five General Plan land use designations that allow for residential uses. Atwater's lands have been zoned in accordance with the General Plan, and correspond as shown in [Table 44, Atwater General Plan Residential Land Use Categories](#). These designations allow for a variety of uses, including single-family development, multifamily development, and mixed-use development. The City has a variety of zoning districts that match the general plan land use designations, although the primary districts are R-E, R-1, R-2, R-3, R-M, and R-T, with some residential developments designated PD.

Table 44 Atwater General Plan Residential Land Use Categories

Land Use Category	Zoning Districts	Typical Housing Type(s)
Very Low Density Residential	A-P,A-R,R-R, R-E	Single Family
Low Density Residential	PD, R-1-10, R-1-8, R-1-6	Single Family
Medium Density Residential	R-1-5, R-1-4, R-1-3, R-2	Single-Family attached and detached, Multifamily
High Density Residential	R-3-2.5, R-3-2, R-3-1.5, R-3-1	Multifamily
Residential Transition	R-T	Multifamily

Source: Land Use Element, Atwater General Plan Atwater Zoning Ordinance

B. Development Densities

Development potential for undeveloped and underused lands may be determined based upon the maximum allowable density of each zoning district. For zoning districts in which no maximum density is stated, the maximum density was calculated based on lot size requirements. For purposes of estimating potential housing sites, the maximum density was reduced to 80 percent to account for streets and site development inefficiencies. Since the City has a variety of densities within residential sub-zones, for each major zone district a key density factor was selected. [Table 45, Residential Development Densities](#), shows the estimated development densities for each of the City’s residential zoning districts.

C. Land Inventory and Capacity

To properly plan for future housing needs, undeveloped and underutilized lands available for housing within the existing city limits have been inventoried. The identified residential lands are presented in tables and maps in [Appendix A, Land Inventory](#). Each vacant site on the City’s land inventory was multiplied by an appropriate density factor (as discussed above) to estimate the number of residential units that could be developed for each site. In the case of lands with tentative map or approved planned developments, the actual number of available lots was used. The available land and its estimated development capacity as of December 2015 are summarized in [Table 46, Available Residential Land in City Limits](#).

Table 45 Residential Development Densities

Zone	Minimum Lot	Units per Lot	Units per Acre	80% Units per Acre
A-P	435,600 sf	1*	0.10	0.08
A-R	87,120 sf	1*	0.50	0.40
R-R	43,560 sf	1*	1.00	0.80
R-E	16,000 sf	1*	2.72	2.18
R-1-10	10,000 sf	1*	4.36	3.49
R-1-8	8,000 sf	1*	5.45	4.36
R-1-6	6,000 sf	1	7.26	5.81
R-1-5	5,000 sf	1	8.71	6.97
R-1-4	4,000 sf	1	10.89	8.71
R-1-3	3,000 sf	1	14.52	11.62
R-2	6,000 sf	2	14.52	11.62
R-1-M	5,000 sf /unit	M	8.71	6.97
R-3-2.5	2,500 sf /unit	1, 2, M	17.42	13.94
R-3-2.0	2,000 sf /unit	1, 2, M	21.78	17.42
R-3-1.5	1,500 sf /unit	1, 2, M	29.04	23.23
R-3-1.0	1,000 sf /unit	1, 2, M	43.56	34.85
R-M	3,108 sf /unit (avg)	1, M	14.02	11.22
R-T	2,000 sf /unit	1, 2, M	21.00	16.80

Source: City of Atwater 2014

Note: * lots of 8,000 square feet or more qualify for a second unit. M= multifamily unit. Shaded = Key density factors.

Many of the currently vacant lands are already subdivided for residential development, but have lain vacant during the economic downturn. The land inventory indicates that the RHNA needs can be accommodated within the existing city limits. Maintenance of a detailed accounting of land available for development is a key policy of the Housing Element.

Table 46 Available Residential Land in City Limits

Zoning Designation		Density Factor (Units per Acre)	Estimated Units
R-E	Rural Estate	2.18	100
PD	Planned Development	n/a	1,094
R-1	Low Density	5.81	87
R-2	Medium Density	11.62	24
R-3	High Density	23.23	385
R-M	Mobile Home Park	11.22	225
RT	Residential Transition	16.80	134
Total			2,049

Source: City of Atwater 2016

Note: Potential units were estimated for each parcel individually as of the end of 2015. Refer to Appendix A for a parcel by parcel list.

D. Level of Affordability

Table 47, Probable Affordability of Housing on Vacant Sites, indicates how development potential may correlate to housing affordability, based upon zoning. The zoning designation is used as a proxy for affordability. Since land is one of the most significant costs in housing, the cost of housing has a correlation to the number of units per acre.

Table 47 Probable Affordability of Housing on Vacant Sites

Probable Affordability	Zoning Designation	Estimated Units	Housing Need Target	Adequacy of Inventory
Above Moderate	R-E	100	778	Adequate
	PD	1,094		
Moderate	R-1	87	396	238 unit deficit
	RT	134		
Low	R-2	24	316	100 unit deficit
	R-3	192		
Very Low	R-3	193	442	24 unit deficit
	R-M	225		

Source: City of Atwater 2015

Note: Where affordability ranges span two zoning designations, the units have been equally apportioned to each income range.

Vacant land within the existing City limits is not sufficient to meet the City's moderate, low, and very low income needs, although it is close to being adequate for the very low income range.

4.2 AVAILABILITY OF PUBLIC SERVICES

City policies require that sewer, water, and adequate streets be provided to all new development. Extension of street systems and utilities can be easily accommodated to serve new development in Atwater that is adjacent to existing services. Although the provision of utilities to new development is not constrained, the City has not adopted a policy prioritizing service to affordable housing developments.

A. Water Service

The City's Public Works Department maintains the City's water collection and distribution system, which produces an average of about eight million gallons of water per day (mgd). The system consists of nine active wells with a pumping capacity of 15,388 gallons per minute (gpm) and two million gallons of storage. The system serves about 6,800 residential connections, 520 commercial connections, six industrial connections, and 45 irrigation connections. Water is distributed through a grid system of buried pipelines, ranging from 4 to 14 inches in diameter, which supply drinking water and provide for fire protection through fire hydrants. A portion of the City's water system serves the federal prison at the former Castle Air Force Base, and is connected to the main system with a 12-inch intertie pipe. The City adopted its Water Master Plan in 2010 to ensure adequate water service through build-out of the General Plan. All new subdivisions must conduct flow testing for water capacity prior to approval. If the flow test fails, the City requires the developer to upgrade the water service.

The Merced Subbasin, which is the water source for both Atwater and the Merced Irrigation District (MID), is in overdraft. To protect groundwater resources and minimize the future need to import water from other sources, the City and MID are engaged in efforts to reduce water consumption. New Atwater connections are metered, and per State law, un-metered connections will be metered in the future. The City has met Assembly Bill No. 2572 requirements for installation of water meters in all residences built in 1992 and later. Metering will reduce consumption at individual connections.

B. Wastewater

Atwater's sewer system collects about 3.4 mgd of wastewater for treatment at the wastewater treatment plant at State Route 140 and Bert Crane Road, about six miles south of Atwater. . The wastewater treatment plant is owned by the City and operated by a private contractor. The

wastewater treatment plant has an average flow capacity of six million gallons per day (expandable to 12 million gallons per day). Wastewater collection is through a series of gravity and force mains, served by 18 lift stations. The City adopted its Sewer Master Plan in 2010 to ensure adequate wastewater collection and treatment through build-out of the General Plan. The wastewater treatment plant also serves the community of Winton, Castle Airport, and the prison.

C. Storm Drainage

The City's storm water drainage system consists of pipes ranging from 10 to 54 inches in diameter that carry storm water to various discharge locations. The City is comprised of about 33 drainage areas. Disposal of storm water is to MID canals (via pumps), Shaffer Lake, and retention basins. The City adopted its Storm Drain Master Plan in 2010 to address existing shortcomings and to ensure adequate planning for storm water disposal for new development envisioned in the General Plan.

D. Fire and Police

The City of Atwater provides police services within its city limits. The police department is headquartered at City Hall, and has 32 sworn officers. Fire services are provided under a contract with Cal Fire, which operates from two stations within the City. The station at Broadway Avenue and High Street is co-operated with the County. The other fire station is located on Avenue 2 east of Buhach Road. The City collects development impact fees to fund expanded facilities.

E. Schools

Atwater Elementary School District serves kindergarten through 8th grade, with seven elementary schools and one middle school. The Merced Union High School District's Atwater High serves most of Atwater. Buhach High serves eastern Atwater and the surrounding area. In accordance with state law, new development (and expansions of existing development) must pay a school impact fee to fund expansion of the school system to accommodate new students.

4.3 FINANCIAL AND ADMINISTRATIVE RESOURCES

The City has access to a variety of funding sources to assist in the production of affordable housing for very low-, low-and moderate-income households. Sources include local, state, federal, and private resources. In addition, various nonprofit and for-profit agencies may have

the administrative capacity to help the jurisdiction further its housing goals. The following section describes the largest housing funding sources currently used in Merced County and the agencies that can help the jurisdiction achieve its housing goals.

A. Financial Resources Used by Atwater

I. Community Development Block Grant (CDBG)

The CDBG program is designed to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, especially for persons with low and moderate income. CDBG funds can be used for a variety of activities, including housing acquisition, housing rehabilitation, new construction, public works, and community facilities.

Atwater is not an entitlement jurisdiction for CDBG funds, so the City must apply to the HCD for funds that are dispersed on a competitive basis. The City has received CDBG funds in the past for both housing rehabilitation and first-time homebuyers programs

2. Home Investment Partnership (HOME)

The federal HOME Program offers funding for local jurisdictions to improve and/or expand the supply of affordable housing opportunities for lower income households. All projects funded with HOME funds must be targeted to very low and low-income households and must have matching funds from non-federal resources equal to 25 percent of the requested funds. Since Atwater is too small to be an entitlement jurisdiction for HOME funds, and the City must apply to HCD for HOME funds.

3. Low Income Housing Tax Credits

The Low Income Housing Tax Credit Program (LIHTC) was created by the Tax Reform Act of 1986 to help offset the loss of incentives due to the 40-year depreciation schedule for low-income rental housing, as opposed to 15 years prior. It was the only production program to replace the Section 8 New Construction program terminated in the early 1980s.

Under the LIHTC, developers of rental housing must meet certain affordability tests: 1) one-fifth of the units must rent at 50 percent of area median income; and 2) two-fifths at 60 percent of area median income. If the standards are met and approval is granted in advance of the project, investors receive a ten-year stream of federal tax credits.

The value of these credits is usually converted into equity in the project, thereby resulting in reduced debt and more affordable rents. In practice, many tax credit projects are undertaken with 100 percent of the units at 60 percent of median. The minimum affordability period is fifteen years. In addition to these resources, there are other private, state, and federal resources that provided funding for affordable housing projects and programs.

4. Housing Rehabilitation Loan Program

The City's *Housing Rehabilitation Loan Program* provides financing up to \$50,000 in a zero down, interest-deferred home improvement loan. Loans are used to repair roofs, foundations, plumbing and electrical systems as well as provide handicapped accessibility improvements. Repairs must be conducted on owner-occupied single family homes. Since 1991, the *Housing Rehabilitation Loan Program* has assisted approximately 87 households. The *Housing Rehabilitation Loan Program* has been supported through the CDBG Program from 1991 to 2009.

5. Home Buyer Assistance Program

Initiated in 1997, the *Home Buyer Assistance Program* provides an opportunity for low-income families to buy their own home in Atwater, providing gap financing with a zero interest, deferred payment loan. The program is funded through a variety of state and federal grants, including CDBG, HOME, and CalHOME, as well as local funding if available.

B. Administrative Resources

I. Atwater Successor Agency

Prior to dissolution, the Atwater Redevelopment Agency was required allocate 20 percent of tax increment funds each year into a housing fund, which is used to assist in the development of low and moderate income housing. The agency completed a redevelopment implementation plan, which detailed the total funds available in the housing fund and the projected expenditure of these funds. Housing developed under this program was required to remain affordable to the targeted income group for at least 55 years for rentals and 45 years for ownership units. Between 2007 and 2014, the Agency had anticipated generating approximately \$340,954 per year in additional housing set-aside funds. The Redevelopment Agency's assets were transferred to the Successor Agency in 2012.

Redevelopment agencies were dissolved by the State on February 1, 2012. Prior to their dissolution, redevelopment agencies committed funds to the development and maintenance of affordable housing in the City. Typically, 20 percent of the tax increment collected was directed

to a low- and moderate-income housing fund. In past years, the City’s redevelopment agency had used the housing fund to provide rehabilitation and first-time homebuyer loans. In addition, the Agency had provided funds to assist in the development of affordable housing projects, including a project owned by the Housing Authority of Merced County. The lands that were owned by the Redevelopment Agency were transferred to the City’s Housing Successor Agency of the Redevelopment Agency of the City of Atwater in 2012, but the City does not control a funding source equivalent to that which was available to the Redevelopment Agency. Statewide, redevelopment agencies are estimated to have channeled approximately one billion dollars each year toward affordable housing projects. The former Redevelopment Agency land controlled by the City is listed with cost in [Table 48, Lands Controlled by the Housing Successor Agency](#).

Table 48 Lands Controlled by the Housing Successor Agency

Location	Value (cost)
980-990 Cedar Avenue	\$159,364
Bell Drive	\$981,566
Bell Drive	\$2,715,000
Total Value	\$3,855,930

Source: Oversight Board of the Successor Agency, October 2012

2. Community Development Department

The Community Development Department oversees administration of homebuyer and home renovation grant programs, but these have not been active since the City’s housing element has not been certified. The Community Development Department is responsible for the City’s development regulations and general plan, which guide development within the city.

4.4 CONSTRAINTS TO HOUSING

A number of factors affect the ability of the private sector to respond to the demand for housing and constrain the maintenance, improvement, or development of housing for all economic groups. Constraints can generally be translated into increased cost to provide housing and fall into two basic categories: governmental and non-governmental.

A. Governmental Constraints

Governmental constraints are potential and actual policies, standards, requirements, or actions imposed by the various levels of government on development. Although Federal and State programs and agencies impose constraints, they are beyond the influence of local government and cannot be effectively addressed in this document. Conditions applied to residential development by the City focus attention on public health and safety for both the new residents and current residents of the City. Potential local governmental constraints are discussed in the following sections.

1. Land Use Controls

Land use regulations reflect minimum standards included in the City's General Plan Land Use Element, as implemented by the Zoning Ordinance, Subdivision Ordinance, and other development regulations. The Land Use Element establishes the City's policies regarding development.

Zoning is a means of implementing land use and planning policies, ensuring that land uses are properly situated in relation to one another, contain adequate space, and meet other minimum standards. Zoning regulations control such features as height and bulk of buildings, lot area, yard setbacks, dwelling unit density, and building use. If zoning standards are too rigid and do not allow sufficient land use flexibility, development costs could increase, the range of housing types and options could decrease, and the ability of homebuilders to meet housing needs could be adversely affected.

The Subdivision Ordinance governs the process of converting raw land into building sites. It allows the City to control the internal design of each new subdivision so that its pattern of streets, lots, public utilities and other features will be safe, pleasant, and economical to maintain. Again, unreasonably restrictive standards will result in greater land development costs and/or lack of development interest.

2. Provisions for a Variety of Housing

Jurisdictions are required to identify adequate sites to accommodate new homes of all types through appropriate zoning and development standards, including single-family homes, multifamily housing, second units, mobile homes, residential care facilities (such as group homes), emergency shelters, and transitional housing. [Table 49, Housing Types Permitted by Zone](#), summarizes housing types permitted within the residential zoning districts, while the following discussion examines the City's compliance with the requirement to provide the various housing types.

Table 49 Housing Types Permitted by Zone

Housing Types Permitted	Zoning Districts						
	R-E	R-1	R-1-M	R-M	R-2	R-3	R-T
Single-Family Homes	✓	✓	✓	✓	✓	✓	✓
Multifamily Duplex					✓	✓	✓
Multifamily - Apartments					✓	✓	✓
Second Units	C	C					
Mobile Homes			✓	✓			

Notes: ✓ = permitted by right C = conditional use

Two-family residential includes duplexes, half-plexes (duplex across two lots), and attached single-family homes; multifamily medium and high density includes all manner of multifamily buildings with three or more dwelling units (apartments, town houses, etc.). No land within the City has been designated R-1-M.

Single-Family Housing in Multi-Family Zones: The City allows single-family homes in all residential districts. This may reduce the amount of land available for high-density residential development, which is the housing type most likely to be affordable to lower income households. The City can address this potential constraint by limiting the development of single-family homes in multi-family zones to parcels that cannot support multifamily development, such as small or oddly shaped parcels.

Multifamily Housing: Multifamily units account for nearly one-quarter of the Atwater housing stock. The Zoning Ordinance allows multifamily development by right in the Medium Density Two Family, Medium Density Multi-Family, and High Density Multi-Family residential districts. The allowable General Plan densities range from 7.1 dwelling units per acre in the Medium Density Two Family districts to 35 units per acre in the High Density Multi-Family districts, although the highest density R-3 zoning permits up to 43 dwelling units per acre (1,000 square feet per unit). This range of density allows for a variety of multifamily housing types, and is sufficient to support the devolvement of housing affordable to low and moderate-income households.

Second Units: State law requires jurisdictions to allow second units as a permitted use in single-family residential zones. The agricultural zones currently allow development of a second unit as a conditional use, although no land in the City has been designated for this district. In the single-family zones, the Zoning Ordinance requires a conditional use permit (without a public hearing) for the development of a second unit. Zoning Code sections 17.75.010 and 17.75.020 provide development standards for second homes. To comply with State law, the City will need to

amend the Zoning Ordinance to allow second units as a permitted use in single-family zones. This amendment will be completed as a part of the Housing Element implementation.

Manufactured Housing. The National Manufactured Housing Construction and Safety Standards Act established federal construction standards for mobile housing units built after 1976. Units constructed since passage of this act are officially known as manufactured homes, although “mobile home” is still widely used as a generic term. These housing units offer an affordable housing option to many low- and moderate-income households. State law requires jurisdictions to permit manufactured housing in single-family residential zones, as long as the manufactured home is on a permanent foundation. Local jurisdictions may regulate certain architectural characteristics, as well as the age of newly placed manufactured homes. In recent years modular and pre-fabricated designs have been introduced that are significantly different than the traditional mobile home. Manufactured homes comprise six percent of the Merced County housing stock.

The Zoning Ordinance allows individual manufactured homes in the Single-Family Residential - Mobile Home District (although no land is designated for this district), as well as in parks in the Residential Mobilehome Park District (R-M). Limiting the placement of manufactured homes to select residential zoning districts constrains the use of manufactured homes and does not meet State requirements. The City will need to amend the Zoning Ordinance to allow manufactured homes as a permitted use in all single-family zoning districts, and to establish development standards for the manufactured homes.

Mobile Home Parks: The Zoning Ordinance allows mobile home parks as a conditional use in the Residential Mobilehome Park District (R-M), and through the Planned Development (P-D) process. By allowing mobile home parks through the P-D process, the parks can potentially be placed in any residential zone. However, state law requires that mobile home parks be permitted as a conditional use in all residential zones. The City will need to amend the Zoning Ordinance to conditionally allow mobile home parks in all residential zones.

The Atwater housing stock includes approximately 500 mobile homes in ten mobile home parks. It may not be feasible to preserve all of the mobile home parks in Atwater, particularly smaller parks, without adequate infrastructure and amenities to provide a suitable living environment. Feasibility will be evaluated based on the condition of park infrastructure and buildings, the condition of mobile homes located in the park, parcel size, accessibility to services, and surrounding land use.

Any mobile home park site must be at least five acres, and must contain at least 20 spaces. Other conditions include setbacks, internal access standards, parking, landscaping, and signage requirements.

3. Special Needs Housing

In addition to conventional housing, jurisdictions must also provide housing for special needs populations. These facilities include residential care facilities, transitional housing, emergency shelters, group care facilities, and farm employee housing.

Farm Labor Housing: Farm labor housing refers to living accommodations maintained for person whose primary income is earned through agricultural labor. According to the California Health and Safety Code, farm labor housing for up to 12 employees in single family homes or 36 beds in group quarters must be considered as an agricultural use in any zoning district where agriculture is a permitted use. Employee housing for up to six employees is required to be considered as a residential use subject to the same development standards. Currently the Zoning Ordinance does not expressly allow farm labor housing in the agricultural zoning districts. Although land within the city limits is designated for urban types of development, and no land within the City has been assigned an agricultural zoning district, this presents at least a theoretical constraint to the development of farm labor housing in the City. To alleviate this constraint the City will need to revise the Zoning Ordinance to allow farm labor housing for up to 12 employees in the agricultural zones.

Community Care Facilities: According to the Community Care Facilities Act in the California Health and Safety Code, care facilities serving six or fewer persons (including foster care) must be permitted by right in all residential zones allowing single-family housing. Such facilities cannot be subject to more stringent development standards, fees or other standards than single-family homes in the same district. Residential care facilities serving seven or more individuals can be permitted subject to a conditional use permit. There are no minimum separation requirements or other siting criteria.

The Agricultural zoning district allows community care facilities for up to 12 residents as a permitted use, but does not allow facilities serving more than 12 residents; there are no areas within the City to which the Agricultural zoning district has been applied. The low density residential districts (RE, R-1-10, R-1-8, and R-1-6) allow community care facilities as a permitted accessory use, and do not restrict the number of residents served by the facility. The other single family districts (R-1-5, R-1-4, R-1-3, and R-1-M)-do not list community care faculties as either a permitted or conditional use, although single family homes are allowed in those districts. To comply with State law, the City will need to amend the Zoning Ordinance to allow community care facilities serving six or fewer residents as a permitted use in the remaining residential zones, and allow facilities serving seven or more residents as a conditional use in selected residential zones.

Transitional Housing and Emergency Shelters: Transitional housing is typically defined as temporary (often six months to two years) housing for an individual or family that is

transitioning to permanent housing, or for youth that are moving out of the foster care system. An emergency shelter is a facility that provides shelter to families or individuals on a limited, short-term basis.

Rose Julia Riordan Tranquility Village provides supportive/transitional housing for homeless women and their children (ages six and under) within the City. Tranquility Village began operations in 1999 and was one of the first transitional housing programs in Merced County. The facility's location is zoned as a residential Planned Development.

The Zoning Ordinance does not specifically address transitional housing and emergency shelters, though in practice the City has accommodated these facilities. The lack of clarity in the Zoning Ordinance could present a constraint to the development of facilities to assist the homeless population. The City will need to amend the Zoning Ordinance to specifically address transitional housing and emergency shelters. The City will also need to review its residential parking requirements as they relate to persons with disabilities.

4. Residential Development Standards

The City regulates the type, location, density, and scale of residential development, primarily through the Zoning Ordinance. Zoning regulations seek to protect and promote the health, safety, and general welfare of residents, as well as implement the policies of the General Plan.

The Zoning Ordinance also serves to preserve the character and integrity of existing neighborhoods. The Zoning Ordinance provides districts that allow a variety of housing types and development densities, as shown in [Table 50, Residential Development Requirements](#).

Density: The Zoning Ordinance provides densities ranging from one unit per 10 acres to 43.6 units per acre. However, the General Plan Land Use Element specifies a maximum density of 35 units per acre. The City will adopt a Zoning Code amendment to bring the maximum density into compliance with the General Plan.

Development at either 35 units per acre or 43.6 units per acre is adequate to support the development of housing affordable to lower income households. Based on the home sales prices and rental rates discussed in Chapter 2, apartments are affordable to low income households, while some extremely- low and very low-income households can afford smaller apartment units.

However, additional incentives that reduce the cost of producing housing (density bonuses, reduced or flexible parking, financial subsidies, etc.) are generally necessary to provide multifamily housing affordable to extremely low- and very low-income households. It is unlikely that an increase in the maximum permitted multifamily density would significantly reduce housing production costs to the extent that additional incentives are not needed.

Table 50 Residential Development Requirements

Zoning Category	Zoning District	Maximum Density (du/ac)	Minimum Lot Size	Front Setback (feet)	Side Setback (feet)	Rear Setback (feet)	Max. Height (feet) ³	Parking (spaces/unit)	Landscape Req't (% of lot area)
Agricultural	A-P	0.1	10 acres	30	10	30	35	2	-
	A-R	0.5	2 acres	30	10	30	35	2	-
	R-R	1	1 acre	30	10	30	35	2	-
Low Density Residential	R-E	2.7	16,000	20	10	20	35	2	30%
	R-E-10	4.4	10,000	20	10	20	35	2	30%
	R-1-8	5.4	8,000	20	5	20	35	2	30%
	R-1-6	7.3	6,000	15	5	15	35	2	30%
Medium Density Single-Family Residential	R-1-5	8.7	5,000	10	5	5	35	2	25%
	R-1-4	10.9	4,000	10	5	5	35	2	25%
	R-1-3	14.5	3,000	10	5	5	35	2	25%
Single-Family Residential Mobile Home	R-1-M	8.7	5,000	15	5	15	35	2	30%
Medium Density Two-Family Residential	R-2	14.5	6,000	15	5	20	35	1.5-2 ²	30%
Mobile Home Park	R-M	14.0	5 acres	20	5	5	Not limited	2.2	30%
Residential Transition	R-T	21.0	10,000	10	10	10	35	1.5-2 ²	20%
Medium Density Multi Family Residential	R-3-2.5	17.4	10,000	15	5	20	35	1.5-2 ²	30%
	R-3-2	21.8	10,000	15	5	20	35	1.5-2 ²	30%

Zoning Category	Zoning District	Maximum Density (du/ac)	Minimum Lot Size	Front Setback (feet)	Side Setback (feet)	Rear Setback (feet)	Max. Height (feet) ³	Parking (spaces/unit)	Landscape Req't (% of lot area)
High Density Multi-Family Residential	R-3-1.5	29.0	10,000	15	5	15	35	1.5-2 ²	30%
	R-3-1	43.6 ¹	10,000	15	5	15	35	1.5-2 ²	30%
Central Commercial	C-C	Not limited	7,500	0	0	0	35	1.5-2 ²	

Source: City of Atwater Zoning Ordinance

Notes:

1. Based on 1,000 square feet of site area per unit. The maximum permitted density in this zone (43.6 du/ac) is higher than that allowed by the corresponding General Plan land use category (35.0 du/ac).
2. In complexes with five or more units, 1.5 spaces per unit are required. Two spaces per unit are required in any other developments.
3. Height may exceed 35 feet with positive recommendation from the Fire Chief and approval from the City Council.

Setbacks: Setback requirements vary by zoning district and density. Front yard setbacks range from 30 feet in the agricultural zones to 10 feet in the medium density single-family zones. All of the multifamily zones require a front setback of 15 feet. Side setback requirements are 10 feet in the agricultural zone and five feet in all other zones. Rear setbacks range from 30 feet in the agricultural zones to five feet in the medium density single-family zones. The multifamily zones require rear setbacks of either 15 or 20 feet.

The Zoning Ordinance offers some flexibility in the setback requirements. Within all districts, except the high-density multifamily district, a property owner may reduce the front yard setback, by three feet in exchange for expanding the rear yard setback by three feet. A property owner may also reduce the rear yard setback in exchange for expanding the front yard setback. Within the medium density single-family zones, a zero lot line may be granted on the side and/or rear of the property subject to compliance with the Fire and Building Code.

The setbacks required in the Zoning Ordinance still allow a property owner to develop residential uses at the maximum permitted density. In addition, the flexibility in the setback requirements allows for different site configurations, which can assist in facilitating the development of irregularly shaped lots. The provisions for zero lot lines in the medium density single-family zones facilitate the development of clustered or attached single-family units.

The City's setback requirements do not appear to constrain development, except potentially for very small lots zoned for multifamily use. The City has not made assumptions in its vacant land inventory as to how such lots will be developed (for single-family, two-family, or multi-family use), but based unit count on the allowed density and the lot size.

Height Regulations: The maximum height allowed is 35 feet in all residential zones. This height requirement is sufficient to allow multi-story development, which is necessary to achieve development at the maximum densities permitted by the General Plan in multifamily districts.

Parking: The Zoning Ordinance requires two parking spaces for each single-family unit in the City. Multifamily units in developments of fewer than five units are required to have two spaces per unit. In developments of five or more units, the requirement may be reduced to 1.5 spaces per unit, provided that one-half space per unit is dedicated for guest parking. The Zoning Ordinance does not require the spaces to be covered.

Two parking spaces for each multifamily unit may be excessive for studio and one-bedroom units and multifamily housing for special needs groups (such as seniors or persons with disabilities). As an alternative, the City may consider amending the multifamily parking requirements to one space per bedroom, with a reasonable factor for guest parking. In doing so, the City could avoid requiring excessive parking spaces for smaller units, while ensuring that adequate parking space would be available for larger units.

Landscaping Requirements: The City requires a minimum of 20 percent to 30 percent of a property be landscaped. Landscaped areas may include both planted and "hardscape" surfaces, such as walkways, open patios, play areas for children, and pools. Because "landscaping" is broadly defined to include many types of surfaces, the City does not consider its landscaping requirements to be a constraint to achieving maximum densities permitted in the various residential zones.

5. Flexibility in Development Standards

Planned Development (P-D) Districts: The P-D district may be used for commercial or residential development, and provides a flexible zoning district that allows for higher quality development than typically found in conventional zones. The Zoning Ordinance lists the following specific purposes of the district:

- Relate the development to the characteristics of the site through flexibility of design to enhance the natural attributes of the site;
- Promote architectural variety while maintaining compatible styles and design;
- Where desirable, encourage mixed land uses of compatible styles and design;

4.0 RESOURCES AND CONSTRAINTS

- Encourage development efficiencies through innovative design and land use relationships;
- Ensure safe and efficient circulation of motor vehicles, bicycles, and pedestrians with a minimum of interference between them, and minimize the use of motor vehicles within the development;
- Encourage lot mergers to promote unified developments; and
- Reduce speculative ventures by requiring that a master plan for development of the property be processed concurrently with the zone change application.

P-D sites must be a minimum of 10 acres. The permitted uses of the underlying land use designation and zoning district apply, but other uses may be allowed in conjunction with a master plan approved by the City Council.

Density Bonus: Pursuant to State law, a project is eligible for a 25 percent density bonus and at least one regulatory concession is required for a project for which at least:

- 10 percent of the units are reserved for very low-income households;
- 20 percent of the units are reserved for low-income households;
- 50 percent of units are reserved for “qualifying” residents (seniors in projects specifically designed for their needs); or
- 20 percent of units in a condominium development are affordable to moderate-income households.

Regulatory concessions include reductions in development standards or modifications of zoning requirements that result in identifiable cost reductions, such as reductions in setbacks, minimum lot size, and parking requirements, or an additional density bonus in excess of the 25 percent basic bonus. The Zoning Ordinance does not address the state density bonus standards. The City will consider amending the Zoning Ordinance to include the density bonus standards.

6. Building Codes

Building codes regulate the physical construction of dwellings and include structural, plumbing, electrical, mechanical, and sustainability divisions. The City adopts and enforces the California Building Codes, which are updated every three years. The 2013 codes went into effect on January 1, 2014. The City has not adopted any local amendments that would constrain the development of housing in the community.

7. Constraints for Persons with Disabilities

In January of 2002, amendments to Section 65008 of the Government Code required localities to analyze potential and actual constraints upon housing for persons with disabilities, demonstrate efforts to remove government constraints, and include programs to accommodate housing designed for disabled persons. As part of the Housing Element process, the City analyzed its Zoning Ordinance, permitting procedures, development standards, and building codes to identify potential impediments. Where any impediments were found, the Housing Element proposes specific actions and implementation schedules to remove such impediments. The following summarizes findings from this analysis.

Disabilities: Zoning and Land Use: State and federal housing laws encourage an inclusive living environment, where persons of all walks of life have the opportunity to find housing suited to their needs. As discussed earlier, the Agricultural zoning districts allow community care facilities for up to 12 residents as a permitted use, while the Low Density Residential districts allow community care facilities as a permitted use, and do not restrict the number of residents served by the facility. None of the other districts list community care facilities as either a permitted or conditional use. To comply with State law, the City will need to amend the Zoning Ordinance to allow community care facilities serving six or fewer residents as a permitted use in all residential zones, and allow facilities serving seven or more residents as a conditional use in all residential zones.

Disabilities: Building Codes and Development Standards: The City enforces the California Building Code (Title 24 of the California Code of Regulations), which regulates the access and adaptability of buildings to accommodate person with disabilities (access standards, safety measures, braille sign standards, etc.). The City permits existing and new homes to be retrofitted or fitted for features that provide for accessibility and independent living for persons with disabilities. Handicapped parking is not addressed in the City's parking ordinance, but is governed by the Americans with Disabilities act, and provisions in the California Building Code.

Disabilities: Permitting Procedures: The City does not require special building code compliance or additional levels of review to build, improve, or convert housing for persons with physical disabilities. Requests for modifications to ensure housing access, such as ramps up to 30 inches in height, do not require a building permit and many other accommodations can be permitted over the counter. The City uses a standard entitlement processes to ensure that facilities are sited and operated in a manner compatible with surrounding land uses. Any person with disabilities or individuals representing such person can request permits for reasonable accommodations for disabled persons as described above.

Zoning code section 17.06.174 defines a community care facility as any facility, place, or building which is maintained and operated to provide non-medical residential care or day care

services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, or incompetent persons. A community care facility which services six or fewer persons is considered a residential use of the property. The Zoning Ordinance does not specify a unique set of performance standards for community care facilities. Zoning code section 17.06.240 defines a family as an individual or two or more persons related by blood, marriage, or adoption, or a group of not more than five persons (excluding domestic employees) who need not be related by blood, marriage, or adoption, living together in a single-family dwelling unit. This definition could be considered a constraint in that it conflicts with state definitions allowing up to six unrelated persons within a residential context.

The City does not have specific procedures in place for accommodating persons with disabilities in terms of permit issuance and accommodation. This is considered a potential constraint. The City will consider amending the Zoning Ordinance to set forth specific procedural provisions for assisting persons with physical and developmental disabilities seeking reasonable accommodations. This amendment could include permit application submittal and review procedures, exceptions to the setback and lot coverage requirements for improvements and alternations necessary to allow mobility and accessibility of properties for the disabled, and other changes necessary to ensure that reasonable accommodations are not constrained by the City's development standards or permitting procedures.

8. Site Improvements

The City requires curbs, gutters, and sidewalks on all residential streets, including access ramps at corners. The typical right-of-way for local streets is approximately 60 feet, 40 feet of which is for pavement. The Municipal Code provides for a minimum right-of-way width of 40 feet for a subdivision. The Code also allows for private streets to deviate from the City standards, provided that future maintenance of the streets is assured by the developer. Streetlights and fire hydrants are required at regular intervals within the City to ensure an acceptable level of public health and safety.

Utility companies that provide service to the City may require that between 6 and 10 feet of the area outside of the right-of-way be reserved as a utility easement for the placement of service lines. Citywide development standards require underground utilities for new residential development. Where possible, and feasible, joint use of trenching is encouraged. The City does not have the authority to require joint use of trenching by independent utility companies.

Redevelopment projects and building permits proposing changes equal to more than 25 percent of the assessed value of the home, are required to bring the street improvements up to City standards. In the redevelopment areas of the community, funds for rehabilitation of substandard unit have included provisions for street improvements. The street sections are designed to

accommodate storm water drainage and to facilitate safe automobile, pedestrian, and bicycle circulation. Street improvements that provide sidewalks increase accessibility for persons with mobility impairments. The City does not believe that the provision of street improvements is a burden to the development of affordable housing, and the need for complete streets outweighs any individual cost burden.

9. On- and Off-Site Improvements

The standard improvements required by the City for development of property include curb, gutter, sidewalk, and street improvements. Extension of necessary utilities is also required. However, the City has adequate capacity to provide water and sewer service to future housing development, and only needs to extend service lines to development areas. Since the proposed future development sites are adjacent to the City, this can be accomplished with little difficulty. Therefore, provision of water and sewer services does not pose a constraint to housing development.

Within the City, electricity, natural gas, and communications infrastructure are provided by outside agencies. The improvement requirements imposed by those agencies are outside the purview of the City. However, the City does require approval from those agencies prior to the approval of any subdivision map.

10. Development Permit Processing

The City of Atwater provides the full range of services relating to the development of property within its Sphere of Influence. Subdivision map processing, parcel maps, special use permits, and building plans are all processed by the City.

The City actively encourages developers to meet and confer with its planning staff prior to the formal submittal of an application as a means to facilitate the timely processing of the application. Pre-application conferences can resolve misunderstandings regarding zoning and development standards and processing procedures.

The initiation of a development begins with the filing of an application with the City Community Development Department. The application is routed for review by the various City departments including the public works, engineering, and planning divisions. Typically, a three-week time frame is provided for these comments. At the same time, the environmental review process begins. Assuming that there are not outstanding issues, a negative declaration is usually prepared. After City review, the project is publicly noticed and scheduled for hearing by the Community Development and Resources Commission.

For projects not requiring public review of environmental documents, a time frame of approximately two to three months is required, from initial application to Community Development and Resources Commission hearing. Appeals to the City Council are typically scheduled for the next available meeting, which may vary from one to two weeks after the Community Development and Resources Commission hearing.

Processing of project plans are typically completed within three weeks. This assumes that no variance or special use request is being processed in conjunction with the permits. Fees for building plan check must also be paid.

The City has not received any applications for multifamily development projects in recent years; therefore, approval times for multifamily projects are not available. However, permit procedures and approval timeframes would be similar for multifamily projects. Multifamily projects do not have to undergo additional discretionary approvals, such as a design review, that are in place in other jurisdictions and that add time to the approval process. Environmental review can be completed in about four months for a negative declaration and about one to two years for an environmental impact report.

II. Fees and Other Exactions

The total cost of development impact and permit fees for a typical single-family house on an existing lot is in excess of \$22,000, or about 11.5 percent of the median sales price of \$190,000 for such a home in Atwater. For a typical multi-family development these fees are approximately \$14,000 per unit.

The City typically collects entitlement fees at time of application submittal, and all appropriate development impact fees and building permit fees at the time of building permit issuance. For projects with entitlements (i.e. subdivision maps or conditional use permits, this puts fee payment well into the overall timeline. However, for already entitled properties, such as infill units on single lots, this process imposes potential financial impacts upon the developer, since the developer's recovery of those costs does not occur until such time as the individual units are sold. The postponement of these fees until a Certificate of Occupancy is issued could facilitate the development of additional housing. In the past two years the City has reduced development impact fees as a measure to revive the housing market in the aftermath of the economic downturn. The City does not currently waive development fees as a means to expedite the availability of housing for very low- and low-income households. [Table 51, Planning and Development Fees in Atwater](#), shows the typical planning, building permit, engineering, and other fees that apply to development of a new residence in the City.

Table 51 Planning and Development Fees in Atwater

	Single Family Unit Cost*	Multifamily Unit Cost*
Entitlement Costs		
Annexation	\$2,931 + \$115 per acre	\$2,931 + \$115 per acre
Pre-zoning	\$1,795	\$1,795
Specific Plan Application	\$8,928	\$8,928
Specific Plan Preparation	Cost + 25%	Cost + 25%
General Plan Amendment	\$1,795	\$1,795
Site Plan Review	\$905	\$905
Tentative Subdivision Map	\$2,915 + \$58 per lot	\$2,915 + \$58 per lot
Tentative Parcel Map	\$1,795 + \$58 per lot	\$1,795 + \$58 per lot
Conditional Use Permit	\$912	\$912
Variance	\$923	\$923
Zone Change	\$1,713	\$1,713
PD Master Plan	\$1,795	\$1,795
PD Final Development Plan	\$1,795	\$1,795
CEQA Review	Cost + 25%	Cost + 25%
Development Impact and Connection Fees		
Parks and Recreation	\$2,382	\$1,998
Water System	\$3,089	\$1,657
Sewage Collection System	\$4,067	\$3,712
Water Connection	\$500	\$333
Fire Service Connection	\$60	\$120
Traffic and Circulation	\$668	\$416
Traffic Signals and Opticons	\$57	\$35
MCAG Traffic Fee	\$3,115	\$1,892
Government Building	\$379	\$317
Fire and Police	\$921	\$105
School Impact	\$6,720	\$3,360

	Single Family Unit Cost*	Multifamily Unit Cost*
Development Permit Fees		
Site Improvement Inspection	3% of improvement value	3% of improvement value
Site Improvement Plan Check	Cost +25%	Cost +25%
Building Inspection	\$88 per hour	\$88 per hour
Building Plan Check	\$291	\$164

Source: City of Atwater 2014

Note: School fees assume Level 1 fees of \$3.36 per square foot for single-family units of 2,000 square feet and multi-family units of 1,000 square feet. Water connection costs are based on size of line required to provide service. Multi-family costs are estimated based on a 12-unit building requiring a 2" water line.

12. Zoning Code Enforcement

The City provides code enforcement on a complaint basis. Due to limitations in staffing, the City does not have the personnel to patrol and cite individuals for building and zoning code violations. Unless the City is made aware of a violation within the community, there is no proactive enforcement activity. However, when the City is made aware of violations or health and safety concerns relating to a residence, an inspection will be made and a violation notice will be issued if warranted.

If a violation notice is issued for a health and safety item, the City attempts to put the resident in contact with the appropriate County agency to facilitate the rehabilitation of the property. At the present time, the City does not have an ongoing rehabilitation program in effect.

B. Market Constraints

Market constraints are non-governmental constraints which are generated by the private sector,, the greater economic situation, or influenced by federal fiscal policy, and which are beyond the control of local governments. A few of the impacts of market constraints can be mitigated to a minimal extent by local governmental actions. Usually, however, the mitigating effects are localized and have little influence on the total housing need within the jurisdiction or market area.

I. Cost of Financing

Since most homes are purchased with a relatively small percentage of cash down payment, the cost of borrowing money to buy a home is a major factor affecting the cost of housing and overall housing affordability. The higher the interest rate and other financing costs charged for

borrowing money to purchase a home, the higher the total cost of the home and the higher the household income required to pay that cost. Home mortgage interest rates have been between 3.5 and 5.0 percent since 2009. Credit had been very difficult to obtain, but this has normalized in recent years.

The effect of financing costs on housing costs is demonstrated by showing how monthly mortgage payments (principal and interest) on a 30-year \$200,000 loan, increase with higher interest rates.

The household income required to make those payments also increases with higher interest rates. [Table 52, Financing Costs for a \\$200,000 Mortgage](#), provides an example of the impact of financing costs on housing cost.

Table 52 Financing Costs for a \$200,000 Mortgage

Interest Rate	Monthly Mortgage Payment	Required Household Income
4%	\$955	\$54,571
5%	\$1,074	\$61,360
6%	\$1,199	\$68,520
7%	\$1,331	\$76,080
8%	\$1,468	\$83,847
9%	\$1,609	\$91,960

Source: www.interest.com - Mortgage Calculator

Note: Assumes 30 percent of income is spent on housing and 70 percent of housing expenditures are for mortgage payment.

The mortgage amount that a household with income at the current median level for Merced County can afford declines from approximately \$153,000 to \$102,000 as the interest rate increases from five percent to nine percent. That change makes a substantial difference in the price of housing that the household can afford to buy. It also increases the amount of public subsidy required to provide affordable homeownership opportunities to median-income households.

Interest rates for both construction and take-out financing have more impact on the affordability of housing than any other factor. The interest rate, coupled with the availability of financing affects the ease of consumer financing; there has been a slight increase in interest rates in recent years, and credit availability has tightened, but is becoming more available. If interest rates should rise significantly in the future, this would make it more difficult for people to buy homes, particularly those with lower incomes.

If interest rates rise significantly from current low levels, local government may have to find a means of subsidizing rates for the homebuyer or developer, or both. In the past, this has been accomplished primarily through the sale of mortgage revenue bonds. However, changes in Federal law governing the issuance of such bonds may make this alternative less readily available, particularly for purchase of single-family housing. Tight lending criteria have been a large constraint on financing since the economic downturn and housing market collapse began, but credit is becoming more readily available.

2. Cost of Land

According to the California Building Industry Association, the cost of land represents an ever-increasing proportion of the total housing development cost, although it has much less impact on the maintenance and improvement of existing stock. The cost of land will vary significantly depending on whether it has entitlements, graded or finished lots, or utilities installed. Raw unentitled land will be less expensive in recognition of the costs and risks of achieving entitlements.

According to a 2014 report on affordable housing costs prepared by HCD, land cost accounted for about eight percent of the cost of affordable housing. Based on an analysis of the 251 projects, land costs varied considerably on a cost per acre basis. The median land cost in 2012 dollars for these projects was approximately \$400,000 per acre. However, the average cost per acre was approximately \$1,000,000 per acre, indicating that a few properties were very expensive, but most properties were less expensive. Approximately 27 percent of studied projects had land costs under \$200,000 per acre. Specific geographical data on these land costs was not presented in the report, but many of the studied projects were located in the Bay Area and Los Angeles, where land costs are considerably higher than in Atwater. Based on information collected by the City, residential land costs range from \$175,000 to \$300,000 per acre.

Measures to deal with land costs, which are open to local governments, include the use of Community Development Block Grant funds to write down land costs and utilization of government-owned, surplus land for housing projects. Neither one of these options may be available to small jurisdictions. In both cases, the kind of use most likely to benefit is assisted, low-income housing funded through a state or federal program.

3. Cost of Construction

Rising labor and material costs have, in the past, contributed to the non-governmental constraints on housing development and improvement. These costs were a substantial part of the increased housing costs during the 1980s. Builders passed those increases along to the homebuyer or renter. In addition, one of the most significant results of Proposition 13, passed by the voters of California in 1978, was the severe limitation imposed on the development of

infrastructure. These costs can no longer be passed on to the taxpayer by the local jurisdiction and must be borne by the developer, who must pass them along by increasing the cost of housing or rent.

According to the Board of Equalizations' 2013 guide for appraisers, construction costs for modern wood frame single-family homes of average quality are about \$74 per square foot, while 4-9 unit multifamily construction costs average \$73 per square foot. These costs are for the structure itself, and do not include site improvements and other development costs. Costs vary by the size of structure or unit, quality of construction, finishes, and fixtures, and complexity of the building design. Although quality construction and increased energy efficiency increase initial costs, the ongoing maintenance and operational costs will decrease – a detailed lifecycle analysis would be required to ascertain if the initial costs are offset by long-term savings.

According to a 2014 report on affordable housing costs prepared by HCD, a variety of factors play into the cost of constructing affordable housing. That report found that projects built to house large families were the most expensive to build on a per unit basis and the least expensive on a per square foot basis. Single resident occupancy units, on the other hand, were the least expensive per unit, but the most expensive per square foot. Single resident occupancy units were 31 percent less expensive per unit to construct relative to large family units, while units for seniors were about 18 percent less expensive per unit relative to large family units. The average construction cost (cost excluding land) per housing unit for projects in the Central Valley region was \$232,000 in 2012 dollars. Thus, for an average project in Atwater, a large family unit may be expected to cost approximately \$72,000 more to develop relative to a single resident occupancy unit and approximately \$42,000 more than a senior unit. Buildings of one to three stories were more economical to construct than taller buildings. Projects with underground or podium parking could be expected to raise costs in Atwater by about \$14,500 per unit. Projects that underwent design review or were subject to four or more community meetings experienced similar cost increases of about five to seven percent.

Local governments can utilize Community Development Block Grant funds to write down the costs of construction, the preferred method being by financing infrastructure improvements such as water and sewer lines and streets. The utilization of self-help and non-profit entities can provide a substantial savings in the cost of developing new housing. Through the use of these organizations, not only is the actual cost of development reduced but the “pride of ownership” is increased through the “sweat equity” provided by the household. In addition, non-profit housing entities are typically quite adept at identifying and utilizing alternative funding sources. Such alternative funding sources can effectively lower the cost of home ownership even more and result in more households qualifying for housing.

4. Lifestyle Considerations

Part of the increase in housing costs during the 1970s was due to consumer preference and life style expectations. The size of the typical single-family house and lot increased, and other services included in the housing package changed, such as number of bedrooms and level of amenities. These life style choices have associated costs. The trend during the 1980s was towards smaller units, smaller lots, and alternatives to the single-family detached dwelling.

In the 1990s, consumer preferences shifted again towards single-family homes, encouraged by lower interest rates and a revitalized state economy. While most single-family homes tend to use larger lots, there has also been the use of innovative approaches such as zero-lot-line housing and smaller lots. These approaches tend to use less land and thus hold down costs. Nevertheless, the shift to single-family housing, with its typically larger floor spaces and lot sizes, has become a factor that acts to increase housing costs. Current studies indicate another swing towards compact development, including preferences toward residential locations within downtown areas.

C. Environmental Constraints

There are few environmental constraints on future development of lands for housing in the Atwater area. The greatest constraint is loss of agricultural land. The topography of the area is level, with no steep slopes or deep ravines. There are no identified sensitive natural communities in the vicinity, including wetland areas or other significant areas of protected habitat. Since most of the land identified for potential future housing is undeveloped or used for agriculture, there are no significant sites of hazardous materials contamination. Other potential constraints to future housing development are discussed in more detail below.

I. Agricultural Lands

A majority of the undeveloped land surrounding the City is classified as Prime Farmland, Unique Farmland, or Farmland of Statewide Importance. Agriculture is an important economic sector in the County. Annexation of land to support residential development will result in the loss of agricultural land. The need for additional residentially designated areas can lead to land use conflicts that may constrain housing development in the City, as preserving agricultural land is also a priority for the City and County. In identifying land for annexation, the City should focus primarily on areas immediately adjacent to the City, in order to limit the loss of agricultural land.

The Williamson Act was passed by the State Legislature with the intent of preserving agricultural lands. Participants in a Williamson Act program agree under contract to keep their

properties in agricultural production for a period of ten years, with an automatic renewal each year until terminated. In return, the participants have their properties assessed based on agricultural use rather than at market value, resulting in a lower property tax assessment.

On the lands that the City is considering for annexation in order to provide more housing, there are few properties under Williamson Act contracts, and these properties are relatively small in size. The one exception is the area northwest of Atwater, where there is a substantial amount of Williamson Act land. Outside of this area, however, there are few constraints to future housing development due to Williamson Act contracts. If the City focuses on annexing lands adjacent to the City, as recommended above, it would avoid most Williamson Act lands. The City proposes to annex land adjacent to current City limits that is not in Williamson Act contracts or subject to other agricultural preservation restrictions.

2. Seismic Activity

No known faults are located within the City's sphere of influence. The closest mapped faults are located 20 miles to the northeast in the Sierra Nevada Mountains and 30 miles to the southwest in the Diablo Range. The nearest Alquist-Priolo Special Studies Zone is the Ortigalita fault zone in southwest Merced County, which is approximately 38 miles from the City. According to the General Plan EIR, seismic ground shaking is the seismic hazard most likely to occur in the City. Structures in the City are likely to sustain damage due to major seismic events, and new buildings in the City must be designed for Seismic Design Category D₁. Compliance with the California Building Code requirements will ensure that seismic ground shaking will not present a constraint to the development of housing in Atwater.

3. Flooding

The City is located within the San Joaquin Valley, which contains few elevated features. According to the General Plan EIR, no natural watercourses are located within the City. Most of the City is located outside of the 100-year floodplain zones, with the exception of the areas in the southeast corner of the City, bounded by Bellevue Road to the north and Buhach Road to the west. Housing development within the 100-year floodplain must comply with the development requirements in place for flood hazard areas, and this will ensure that risk of flooding will not present a constraint to the development of housing in the City.

4. Climate Change

HCD has developed guidelines for addressing climate change, which are to be incorporated into the Housing Element and/General Plan update process. This effort provides an opportunity for

jurisdictions to adopt programs and/or strategies that benefit both housing and affordability, while including energy and climate objectives to address climate change concerns.

The City, through the former Atwater Redevelopment Agency, adopted land-use policies and/or programs to encourage infill and mixed use within the City's former redevelopment areas. Continued promotion of higher density, in-fill housing along the City's transportation/transit corridors will contribute to the reduction of greenhouse gas emissions and promote energy conservation. Implementation of energy-conserving building designs will add initial cost to affordable housing, but will over the long-term be cost effective by lowering monthly energy costs for residents.

HOUSING STRATEGY

5.1 CONTEXT AND APPROACH

A. *Contents of the Housing Strategy*

This chapter of the Housing Element contains the City's strategy for meeting housing needs identified in Chapters 2.0 and 3.0, the use of resources available to the City, and the reduction of barriers to the availability of housing for all residents as described in Chapter 4.0. As required by state law, this chapter contains quantified (numerical) objectives for housing construction, housing rehabilitation, and the preservation of affordable housing, with a program of actions that:

- Provides regulatory concessions and incentives and uses local federal and state financing and subsidy programs to support the development of affordable housing;
- Identifies adequate sites with appropriate zoning, development standards, services, and facilities to encourage the development of a variety of types of housing for all income levels;
- Assists in the development of adequate housing to meet the needs of low and moderate-income households;
- Addresses and, where appropriate and legally possible, removes governmental constraints to the maintenance, improvement, and development of housing including housing for all income levels and housing for persons with disabilities;
- Conserves and improves the condition of the existing affordable housing stock, which may include methods to mitigate the loss of dwelling units demolished by public or private action;

- Promotes housing opportunities for all persons regardless of race, religion, gender, marital status, ancestry, national origin, color, familial status, or disability; and
- Preserves assisted housing development for lower-income households.

The following section sets forth the City's goals, policies, and programs for the 2014-2023 planning period. The goals and policies discussed in this section address the state requirements under housing element law, and respond to the issues identified in the previous sections.

B. Trends Influencing the Housing Strategy

The City's housing strategy is influenced by changes in the community and region over the past decade. Among these trends are:

- The economy has been slow to rebound, diminishing opportunities for the City to benefit from re-use the former Castle Air Force Base.
- The local foreclosure crisis continues to affect the City of Atwater and Merced County.
- Household median income in Atwater is not keeping pace with the inflation rate, reducing buying power and making it more difficult for residents to afford housing.
- The number of female-headed single parent households in Atwater living below the poverty line has increased to more than half.
- Most new jobs projected for Merced County through 2020 will have incomes under \$30,000 per year.
- 34 percent of homeowners and 53 percent of renters paid more than 30 percent of their income for housing in 2010, both up by half since 1990.
- Large families with children, who are more likely to be renters, are finding it increasingly difficult to afford appropriate housing.
- Over a quarter of Atwater's renter households fall into the extremely low income range (less than \$17,350 for a four-person household), can afford a monthly housing cost of no greater than \$434, and outnumber affordable rentals.

C. Coordination of the Housing Strategy

The Community Development Department is the primary City entity responsible for implementing the housing programs. However, several programs also involve cooperation with other public and private entities, including the Housing Authority of Merced County, local lenders and real estate agents, and non-profit developers.

Within the Community Development Department, the Planning Division will have the primary role of coordinating the implementation of the programs. Staff from this division will meet with representatives of other divisions, departments, and agencies, track the implementation of the programs in this chapter, report on progress and problems in implementation, and recommend revisions to implementation measures and techniques to improve the achievement of program objectives. The designated staff member will meet with representatives of the various City divisions, departments, and nonprofit agencies as needed, but no less than annually, to review implementation progress and identify solutions to implementation problems.

5.2 GOALS, POLICIES, AND PROGRAMS

GOAL H-1. PROVIDE SUITABLE AND ADEQUATE SITES FOR RESIDENTIAL DEVELOPMENT

Policy H-1.1. Provide adequate sites to meet Atwater’s share of regional housing needs under the Merced County Association of Governmental housing allocation plan.

Policy H-1.2. Promote and facilitate the construction of housing on vacant and underutilized infill lots to provide housing close to services, transportation, and existing infrastructure.

Policy H-1.3. Provide additional residential land by annexing lands adjacent to the City limits in conjunction with Specific Plans and Plans for Providing Services that ensure the areas are well-planned and served by adequate infrastructure and City services.

Program H-1.a. Underutilized and Vacant Site Inventory Program

The City will maintain an inventory of vacant and underutilized residential sites and non-residential properties with mixed-use potential located within current city limits that are suitable for development. The current inventory is included in Appendix A. Atwater will provide such information to interested developers. The City will promote the availability of the land inventory by distribution to local homebuilding organizations, distribution at the City’s permit counter, posting on the City’s website, and through pre-application meetings.

Objective: Assist developers in finding suitable infill and underutilized sites to meet a portion of the City’s new housing construction needs

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Fund

Timeframe: Initial inventory completed as part of the 2003 Housing Element update. Second inventory conducted with current Housing Element update (see Appendix A); Additional updates ongoing as necessary

Program H-1.b. Creation of Larger Parcels through Site Consolidation

The City will identify opportunities to consolidate properties to create larger sites with greater residential development potential. The City will promote these sites through outreach to the development community. If necessary to facilitate site consolidation for housing production, the City will acquire and re-sell, or provide financial assistance to developers to acquire and develop consolidated properties. The City’s decision to use its acquisition powers or provide financial assistance will be based on considerations such as the number of affordable or special needs housing units to be provided, the use of creative design approaches, the provision of alternative housing types that are lacking in Atwater, or the achievement of other Housing Element or General Plan objectives.

Objective: Assist developers in funding suitable infill and underutilized sites to meet a portion of the City’s new housing construction needs

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Fund

Timeframe: Ongoing

Program H-1.c. Creation of Larger Parcels through Right-of-Way Abandonment

The City has identified the northern Wedel Street right-of-way as reserved land that may be unnecessary for the City’s long-term circulation needs. No street is currently constructed on the right-of-way, and extension of the street beyond the existing right-of-way would require a bridge over the Atwater Canal, whereas a street constructed 300 feet to the north would avoid the need for a bridge. The right-of-way is adjacent to high density residential land on both sides and is approximately 0.24 acres, with a potential development capacity of five units.

Objective:	Make additional land available adjacent to existing undeveloped or underutilized land to facilitate more efficient development of high density residential units (Low to Very Low Income)
Responsible Agency:	City of Atwater Community Development Department
Funding Sources:	General Fund, developer funding for land acquisition
Timeframe:	Ongoing

Program H-1.d. Ferrari Ranch Annexation

The City will actively pursue annexation of the Ferrari Ranch area at the southeast corner of the City limits. The Station-Manchester Sub Area within this annexation contains 34 residential parcels on approximately 22.9 acres, with 34 existing residential units. Under the City’s proposed Low Density Residential zoning designation, 80 additional residential units could be permitted. The Station-Manchester Sub Area within this annexation also contains approximately 1.2 acres with 12 mobile homes. The City will amend the General Plan in this area from Low Density Residential to Medium Density Residential, with a potential net increase of two additional units. This program has the potential to result in 82 new housing units. The Station-Manchester area is included in the Ferrari Ranch annexation to prevent the formation of an unincorporated island or peninsula. The applicant for the Ferrari Ranch annexation does not control these areas and is not proposing to re-develop or provide services. The City would ultimately provide utilities to this area. The re-zone to Medium Density Residential more closely reflects density of the existing development.

Objective:	Bring additional low and medium density residential land into the City limits for an estimated net gain of 82 total units, including 80 low density units (Above Moderate and Moderate Income) and two medium density units (Low Income).
Responsible Agency:	City of Atwater Community Development Department
Funding Sources:	General Fund, Developers
Timeframe:	Annexation in progress

Program H-1.e. Western Residential Land Annexations

The City will actively pursue annexation of land for residential development to meet the City’s housing construction needs through 2023 by: 1) identifying areas with few environmental constraints that can be provided with public facilities and services meeting City standards; 2) meeting with property owners to seek their agreement to initiate and/or support annexation; and 3) supporting annexations at the Local Agency Formation Commission hearings. The City’s existing Sphere of Influence includes several areas that could provide additional residential land. The following two areas are described in the General Plan land use element as priority areas for consideration.

West of the City limits and north and south of Bellevue Road are two parcels (APN 056-001-031 and 150-030-022 in agricultural use comprising 111.9 acres designated Low Density Residential and 3.6 acres designated High Density Residential. These parcels are contiguous to the City limits and part of the Westside Road Interchange annexation proposed in the General Plan. At the planned densities, this area would accommodate up to 733 units (650 low density and 83 high density).

Specific Plan Area 1, south and west of Highway 99 and north of Atwater-Jorden Road includes multiple parcels, mostly in rural and agricultural use and designated as Urban Reserve, Very Low Density Residential, and Business Park. The Very Low Density Residential designation is applied where existing rural housing exists. The total area of Specific Plan Area 1 is 622 acres, and the General Plan targets build-out by percentage of land area as follows: 50 percent very low density residential (311 acres), 10 percent low density residential (62.2 acres), 5 percent medium residential (31.1 acres), and 2.5 percent high density residential (15.5 acres). The remaining area would be developed with non-residential uses. At the planned densities, this area would accommodate up to 1,758 units (678 very low density, 360 low density, 360 medium density, and 360 high density). The very low density units are assumed to be existing houses within County territory, so are not counted toward the calculation of housing gains. The total net housing units that could be added is estimated to be 1,080 units.

Objective: Bring additional residential land into the City limits. At the planned densities, the two identified annexation areas would accommodate up to 1,813 additional units, including 1,010 low density (Above Moderate and Moderate Income), 360 medium density (Low Income), and 443 high density units (Very Low Income)

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Fund, developers

Timeframe: Ongoing

Program H-1.f. Residential Specific Plans

The City will require specific planning and/or rezoning as part of the annexation process. Refer to Policy LU 6.1

Objective: Expedite residential development opportunities on annexed lands, ensure desired mix and arrangement of land uses, and ensure provision and financing of adequate infrastructure and public services

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Fund, developers

Timeframe: Ongoing, concurrently with annexations

Program H-1.g. Developer Resources

The City of Atwater will update reference maps with zoning, infrastructure, and other relevant development information to provide for future review and analysis of zoning within the jurisdiction and to use a tool for identifying housing development opportunities. The City will promote the availability of the reference maps and documentation by distribution to local homebuilding organizations, distribution at the City's permit counter, posting on the City's website, and through pre-application meetings.

Objective: Assist developers in locating appropriate sites for housing

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Plan, map cost off-set charges

Timeframe: Update reference maps and documents quarterly or as significant changes mandate. Distribute and post on the City's website on an ongoing basis thereafter.

GOAL H-2. ACCOMMODATE A RANGE OF HOUSING OPTIONS BY TYPE, SIZE, LOCATION, PRICE, AND TENURE

Policy H-2.1. Designate and zone lands within the City with a variety of land use designations.

Policy H-2.2. Encourage the development of innovative subdivision and housing designs to reduce housing costs.

Policy H-2.3. Review residential zoning district uses to identify opportunities to allow additional types of housing.

Program H-2.a. Designate Land for a Mixture of Housing Types

Maintain General Plan land use categories and zoning district regulations that facilitate the development of a mix of housing types, including single-family detached, single-family attached, mobile homes, multi-family, and group housing at a range of housing costs. The City will promote its General Plan policies and zoning regulations through a website link, printed literature available at the City’s permit counter, and pre-application conferences.

Objective: Allow and encourage a mix of housing types throughout the community

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Fund, application/permit fees

Timeframe: Current and ongoing with Land Use Element updates and annexations

Program H-2.b. Encourage Innovative Subdivision and Housing Design

Provide homebuilders with examples of innovative housing designs that can be permitted under the City’s zoning standards. The City will develop or collect examples of alternative residential designs, such as for patio homes, zero lot-line homes, “detached” townhouses (single-family detached homes at town house densities), single-family garden courts, garden apartments, townhouses, second units, and group living homes that can be constructed cost-effectively in desirable settings, and maintain aesthetics desirable to the community. The City currently makes wide use of its Planned Development zoning to allow variation from development standards.

The City will promote the use of alternative designs and make examples of alternative designs available by distribution to local homebuilding organizations, distribution at the

City's permit counter, posting on the City's website, and through pre-application meetings, and will be open to reviewing designs proposed by developers. .

Objective: To increase local awareness and acceptance of alternative housing designs and increase the range of housing choices available to low- and moderate-income households

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Fund

Timeframe: Ongoing

Program H-2.c. Evaluate Residential Uses and Development Standards

Evaluate the City's residential development standards and consider modifications as needed to facilitate innovative housing designs.

Objective: To ensure that innovative housing types are accommodated within the City and that alternative housing designs can be achieved on appropriate residential lots within the City, while protecting community aesthetic values

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Fund

Timeframe: 2016 - 2017

GOAL H-3. INCREASE THE SUPPLY OF AFFORDABLE HOUSING IN THE CITY

Policy H-3.1. Facilitate or otherwise assist in the development of housing to meet the needs of lower income households.

Policy H-3.2. Facilitate or otherwise provide financial assistance to first-time homebuyers and the construction of affordable housing for such homebuyers.

Policy H-3.3. Facilitate or otherwise provide rental assistance to very low-income families.

Policy H-3.4. Cooperate with service providers to identify resources for providing affordable housing.

Policy H-3.5. Promote the development of affordable housing by providing incentives to achieve a broad mix of housing types.

Policy H-3.6. Offer regulatory incentives and concessions for affordable housing such as relief from development standards through the planned development process, density bonuses, or fee waivers.

Program H-3.a. Promote Homeownership for Low- and Moderate-Income Households

The City will continue to implement the Home Buyer Assistance Program, a first-time homebuyer assistance program for low-income and moderate-income households, and will process applications for first-time homebuyer’s assistance, coordinate lending decisions with participating mortgage lenders, provide homebuyer training and technical assistance, and manage loan portfolios.

The City will promote first-time homebuyers assistance through informational literature and applications available at City Hall, the utility payment counter, the public library, and other public locations; the city’s website; and referrals of inquiries to the Housing Authority or nonprofit program provider(s).

The City will also meet with the Housing Authority of Merced County, non-profit organizations, realtors, and lenders to determine the feasibility of, and best method for soliciting participating by home builders to include less-costly homes that could be eligible for purchase by first time homebuyers.

Objective: Assist 15 moderate and 15 low income first-time homebuyers

Responsible Agency: Community Development Department, Housing Authority, participating non-profit organizations

Funding Sources: For promotional literature, General Fund and permit fees. For financing first-time homebuyer assistance, CalHome Program (HCD), Home Investment Partnership Program (HCD) Small Cities CDBG Program (HCD), California Housing Finance Agency Down Payment Assistance Programs (100 percent Loan Program), Affordable Housing Partnership Program, Mortgage Credit Certificates

Timeframe: Ongoing

Program H-3.b. Affordable Housing Requirements for Residential Development

The City shall establish affordable housing requirements to be applied to new residential development, to promote the construction of affordable housing. “Affordable” will be defined by the City according to the requirements of state and federal programs that provide subsidies to a project, or according to Section 50093 of the California Health and Safety Code if no state or federal programs are involved.

The City will adopt an implementing ordinance setting for the procedures and standards for compliance with affordable housing requirements. The requirements to be applied citywide are:

For newly constructed ownership housing, the City shall require ten percent of the units to be affordable to low-income households and five percent to be affordable to moderate-income households.

For newly constructed multi-family rental housing, the City shall require five percent of the units to be affordable to very low-income households, and ten percent to low-income households.

As part of its implementing ordinance, the City will specify regulatory and/or financial incentives to be considered and negotiated on a project-by-project basis in exchange for providing the affordable housing units. Financial incentives may include (but not be limited to) one or more of the following:

- Fee reductions or deferrals;
- Reduced parking requirements;
- Density bonuses;
- Use of outside funds, as they become available to the City;
- Priority permit processing; and/or
- Application assistance for state or federal funding.

The incentives package will consider:

- The financial feasibility of providing the affordable housing units;
- The availability of state and/or federal subsidies and likelihood that the proposed project will qualify for such funding;

The percentage of very low-, low- and/or moderate-income households presently residing in the vicinity of the proposed project (the City's goal is to discourage the over-concentration of any one income group in new developments); and

The character and size of the proposed development project.

Objective: Establish affordable housing requirements to be applied citywide

Responsible Agency: Community Development Department

Funding Sources: General Plan

Timeframe: 2018

Program H-3.c. Collaborate with Nearby Jurisdictions and Housing Assistance Groups

The City will participate in meetings with public agencies, nearby communities, and local service providers such as the Community Action Agency to address issues and identify programs that would encourage the provision of housing and supportive services for very low income residents. These meetings will serve to identify the extent of housing needs in the community and will enable the City to prioritize issue and funding opportunities for the subsequent 12 – 24 months. These meetings will also provide an opportunity to identify collaborative methods that will assist the City in providing services.

Objective: The City will participate in one special housing and homeless needs workshop on an annual basis

Responsible Agency: City of Atwater Community Development Department

Funding Sources: General Fund

Timeframe: Ongoing, annually

Program H-3.d. Pursue State and Federal Funding for Affordable Housing

The City shall continue to pursue available and appropriate state and federal funding sources in cooperation with private developers, non-profit housing corporations, the Housing Authority of Merced County, and other interested entities to support efforts to meet the housing needs of low and moderate households.

The City's efforts to support affordable housing activities by others will include expediting processing of permits (particularly when needed to meet funding deadlines), the provision of

demographic or other information needed for an application, letters of support for proposals that have received approval (preliminary or final) by the City, and consideration of redevelopment housing set-aside funds (to the extent feasible) to match state or federal funds.

The City will promote the availability of housing assistance through its website, website links to the Housing Authority of Merced County and non-profit organizations providing affordable housing or operating programs in or near Atwater, information and the Community Development Department, and other public locations within the City.

Objective: Accommodate housing for 3 extremely low, 7 very low; and 10 low income units

Responsible Agency: Community Development Department, Community Development and Resources Commission, and the City Council

Funding Sources: Neighborhood Stabilization Program
 California Finance Agency (HELP Program)
 Cal Home Program
 California Housing Finance Agency direct lending programs (single-family and multifamily)
 Low-Income Housing Tax Credit (state and federal)
 Federal Home Loan Bank – Affordable Housing Program
 Federal Department of Housing and Urban Development Programs-Section 221(d), Section 202 (elderly), Section 81 (persons with disabilities)
 Child Care Facilities Finance Program (administered through the State of California)
 Special Housing Needs and Supportive Services
 Mortgage Revenue Bonds or Mortgage Credit Certificates

Timeframe: Current and ongoing; meet annually with housing providers to establish funding priorities; apply quarterly for available funding based on annual priorities and the funding schedule of the state and federal program

Program H-3.e. Rental Assistance

The City shall continue to cooperate with the Housing Authority of Merced County in the administration of the federal Section 8 Housing Choice Voucher rental assistance program to maintain the availability of housing vouchers in Atwater. The City’s role will be to:

Provide necessary documentation to the Housing Authority of Merced County to apply for annual commitments from the U.S. Department of Housing and Urban Development;

Encourage rental property owners who have participated in the City’s housing rehabilitation program to participate in the Housing Choice Voucher program;

Provide information on the rental assistance program at the permit counter and provide a website link to the Housing Authority of Merced County on the City’s website.

Objective: Assure that lower income households find rental housing assistance

Responsible Agency: Housing Authority of Merced County

Funding Sources: HUD Housing Choice Program

Timeframe: Ongoing

Program H-3.f. Density Bonus Program

The City will amend its Zoning Ordinance to include the changes under state law related to density bonuses. The City will add these requirements to the density bonus program; the new density bonus program will provide up to a 35 percent density bonus and at least one regulatory incentive when at least:

10 percent of the proposed dwelling units will be affordable to very low income households;

20 percent of the proposed dwelling units will be affordable to low income households; and

50 percent of the proposed dwelling units will be designated for, and occupied by qualifying seniors.

Objective:	Incentivize development of affordable housing by providing density bonuses to developers meeting certain criteria for housing projects
Responsible Agency:	Community Development Department
Funding Sources:	General Fund, permit fees
Timeframe:	2018

Program H-3.g. Self-Help Housing

The City will continue work with non-profit organizations to develop self-help housing (housing in which the eventual owner participates in its construction under the supervision of a building contractor). The City can facilitate the development of the self-help housing through a variety of means, including:

- Obtaining financing, including CDBG and HOME funds;
- Identifying an appropriate site(s) for a self-help housing project and pursuing state and federal funds for the purchase of the site(s);
- Reducing the up-front costs of permit fees and/or development impact fees; or
- Other regulatory incentives, including density bonus and streamlined permit processing.

Objectives:	Development of 40 additional ownership housing units: 5 extremely low, 10 very low-income and 25 low-income
Responsible Agency:	Community Development Department
Funding Sources:	CDBG, HOME, CHFA HELP Program
Timeframe:	As a part of annual meetings with nonprofit housing providers, identify opportunities for self-help housing projects

Program H-3.h. Water and Sewer Service Priority

The City will develop a policy that prioritizes the delivery of water and sewer services to new affordable housing developments.

Objectives: Policy prioritizing water and sewer provision to affordable housing developments

Responsible Agency: Public Works Department

Funding Sources: General Plan

Timeframe: 2016

GOAL H-4. MAINTAIN, CONSERVE, AND REHABILITATE EXISTING HOUSING STOCK

Policy H-4.1. Continue to actively enforce housing and building codes to ensure safe structures and prevent the deterioration of housing stock.

Policy H-4.2. Encourage the rehabilitation of housing that has fallen into moderate disrepair and the demolition of units that are substandard and beyond repair, as a means to help improve the neighborhoods.

Policy H-4.3. Newly installed mobile homes shall meet age criteria to ensure a long service life.

Program H-4.a. Adopt Updated Building Codes

The City will continue to adopt the latest editions of the California Building Codes.

Objective: To ensure that newly constructed housing is as safe and well-built as possible

Responsible Agency: Community Development Department

Funding Sources: General Plan

Timeframe: Adopt new codes prior to effective date of each code update (December 2016, 2019, 2022)

Program H-4.b. Conduct Housing Condition Survey

The City will conduct a survey of exterior housing conditions every five years, using a methodology recommended by the California Department of Housing and Community Development in its CDBG Program Grant Management Manual. The objective of the survey will be to characterize housing rehabilitation and replacement needs by category of

substandard condition (roof, for example), type of housing unit, and geographic area of the city. The updated survey will assist the City in targeting its housing rehabilitation program to meet the most urgent needs.

Objective: Establish baseline and maintain updated information on housing conditions to better target rehabilitation efforts

Responsible Agency: Community Development Department

Funding Sources: CDBG Planning and Technical Assistance grant

Timeframe: 2017

Program H-4.c. Housing Rehabilitation Loan Program

The City will continue to assist in the rehabilitation of housing units owned or occupied by lower-income households through the *Housing Rehabilitation Loan Program*. The City will promote this program through a City website link, information at City utility payment counter, and other public locations in Atwater.

Objective: The City will continue to pursue CDBG funds on an annual basis to support the Housing Rehabilitation Loan Program, and rehabilitate approximately 3 low and 2 very low income homes per year

Responsible Agency: Community Development Department

Funding Sources: CDBG, HOME

Timeframe: Ongoing

Program H-4.d. Home Energy Renovation Opportunity Program

The City will continue to assist in the rehabilitation of housing units by participating in the *Home Energy Renovation Opportunity Program*. The City will promote this program through a City website link, information at City Utility Payment Counter, and other public locations in Atwater.

Objective: Make the HERO Program available to residents and rehabilitate approximately 5 homes per year

Responsible Agency: Community Development Department

Funding Sources: General Plan, HERO

Timeframe: Ongoing

Program H-4.e. Mobile Home Preservation

Update the City’s mobile home ordinance to require newly installed mobile homes meet age and quality criteria. For mobile home parks that are in adequate condition and are feasible to preserve, the City will:

Assist property owner in accessing state and federal funds for park improvements by preparing funding requests, providing information to park owners on state and federal programs, and/or providing referrals to nonprofit organizations who can assist in preparing funding requests.

Require, as conditions of approval of change of use, that mobile home park owners who desire to close and/or convert their parks to another use, provide relocation or other assistance to mitigate the displacement of park residents, as required by the California Government Code Section 65863.7.

Require the park owner to provide evidence of resident notification of intent to close and/or convert the mobile home park, as required by state law.

Objective: Preserve the condition and affordability of larger mobile home parks containing approximately 400 spaces; provide relocation assistance to residents of parks that are not feasible to preserve.

Responsible Agency: Community Development Department; Merced County Health Department, Environmental Health Division

Funding Sources: CDBG, HOME, California Housing Finance Agency HELP Program, California Mobile Home Park Resident Ownership Program

Timeframe: Reach out to park owners and determine feasibility of preservation upon certification of Housing Element 2016 - 2017.

Program H-4.f. Improve the Condition of Rental Housing

The City will use information collected for the housing condition survey to target substandard rental properties for improvement. The City will send letters to rental property owners whose properties are found to require substantial rehabilitation to offer free inspection services and information on financial assistance available for housing rehabilitation.

For privately owned rental properties that: 1) have not previously received financial assistance, 2) are not currently income- or rent-restricted; 3) need substantial rehabilitation or reconstruction, 4) are found to be uninhabitable by the City’s building code enforcement officer, and 5) are thereby at risk of being lost to the housing stock, the City will use local, state, federal and private financial and regulatory incentives, to the extent these are available and appropriate, to improve the substandard rental housing units to that they comply with current building code standards. In exchange for incentives and financial assistance, the City will require that the assisted housing units be rented and affordable to very low- or low-income households for at least 30 years.

The City’s objective in requiring long-term affordability is to ensure that substantially rehabilitated or reconstructed housing units increase the stock of affordable rental housing. The City will also ensure that the property owner provides relocation assistance to current tenants and allows these tenants a right of first refusal to re-occupy their former rental units, or another equivalent unit, after the rehabilitation or reconstruction has been completed.

Objective: Rehabilitate 25 very low and 25 low income rental housing units

Responsible Agency: Community Development Department

Funding Sources: CDBG Program, HOME Program, Multifamily Housing Program

Timeframe: 2014 2023 five units per year.

Program H-4.g. Address Unsafe Building Conditions

The City will continue to require abatement of unsafe residential structures, giving property owners opportunities to correct deficiencies, and offering incentives (such as financial assistance under the housing rehabilitation program). The City’s code environment activities will focus on the most serious health and safety issues and will continue to be “compliant driven” (based on complaints of unsafe building conditions referred to the City). The City will continue to link its code enforcement activities with the Housing Rehabilitation Program by ensuring that code enforcement officers and building officials are knowledgeable of the

City’s housing programs, have program information available during their inspections, and discuss options available to property owners to obtain financial assistance for housing rehabilitation.

- Objective:** Improve substandard residential building conditions
- Responsible Agency:** Community Development Department, Building Division
- Funding Sources:** General fund, inspection fees, penalties for code violations, California Code Enforcement Grant Program (based on availability of funding)
- Timeframe:** Ongoing

GOAL H-5. ACCOMODATE HOUSING FOR SPECIAL NEEDS GROUPS

Policy H-5.1. Facilitate the construction of housing for seniors, persons with disabilities, developmental disabilities, farmworkers, large families, single parents, and homeless persons.

Policy H-5.2. Facilitate the provision of supportive services for seniors, persons with disabilities, farmworkers, large families, single parents, homeless individuals, and families.

Policy H-5.3. Cooperate with service providers to identify resources for sheltering homeless persons.

Policy H-5.4. Update the municipal code to reflect state law regarding housing.

Policy H-5.5. Require new development to address the needs of persons with disabilities.

Program H-5.a. Promote Senior Housing

The City’s will identify funding sources for the development of senior housing, and facilitate senior housing development through the density bonus program, streamlined permit processing, identification of suitable development sites, and through other development incentives such as reduced parking requirements. As feasible, the City will attempt to identify sites that are convenient to medical and shopping services and/or public transit. The City will promote these potential incentives by providing information to developers at pre-application meetings, notifying nonprofit organizations, and providing a link on the City website to it affordable and senior housing polices.

Based on the projected growth in the senior population and the resulting demand for senior housing, the City will identify potential funding sources and work with non-profit developers to facilitate the development of affordable senior housing. The City will assist senior housing providers in accessing funds and finding a location convenient to existing services.

Objective: Assist in the development of at least one senior housing project with 8 low income units that may include continuum of care options (from completely independent living to fully assisted care)

Responsible Agency: Community Development Department

Funding Sources: General Fund, Grants

Timeframe: Ongoing; continue posting program brochures and website link

Program H-5.b. Accommodate Housing for Persons with Disabilities

The City will continue to permit accessory structures, building modifications, and site plans that provide accessibility for persons with disabilities and will continue to implement the state building standards for handicapped accessibility. The City will promote its policies and development standards for persons with disabilities through information provided at City Hall and a link on the City website detailing the process for requesting reasonable accommodations for both physical and developmental disabilities, pre-application meetings, and a notice to the Central Valley Regional Center in Merced.

Objective: Improve housing accessibility for persons with disabilities

Responsible Agency: Community Development Department

Funding Sources: General Fund

Timeframe: Ongoing; reasonable accommodation procedures 2016

Program H-5.c. Remove Constraints to Persons with Disabilities

The City shall conduct a comprehensive review of its building and development regulations to identify potential constraints to persons with disabilities. The City will review its residential parking requirements as they relate to housing for persons with disabilities. In revising standards for community care facilities, the City shall consider the potential effects or benefits to persons with disabilities. The City will continue to implement the state standards for accessibility and provide reasonable accommodations. The City will create an administrative approval procedure for minor exceptions to zoning standards to

accommodate the special needs of persons with disabilities. The procedure will allow the Community Development Director to approve encroachments into set-back areas or required yards, accessory structures, parking variations, and similar requests to accommodate the needs of persons with disabilities. The City will allow an individual to apply for minor exceptions on his/her own behalf or on the behalf of an individual with disabilities. The City will update its definition of family to allow up to six unrelated persons.

Objective: Revise development standards and community care provisions of the Zoning Ordinance to better accommodate persons with disabilities and put procedures in place to more easily allow accommodation of persons with disabilities

Responsible Agency: Community Development Department

Funding Sources: General Fund

Timeframe: March 2017

Program H-5.d. Accommodate Housing for Farmworkers

The City will revise the Zoning Ordinance to allow farm labor housing for up to 12 employees in single family homes or 36 beds in group quarters in the agricultural zone, and permit employee housing for up to six employees as a residential use subject to the same regulation as residential uses in that district.

Objective: Remove zoning constraints that would preclude provision of farmworker housing at appropriate agricultural areas within the City.

Responsible Agency: Community Development Department

Funding Sources: General Fund

Timeframe: March 2017

Program H-5.e. Promote the development of smaller and larger rental units.

The City shall work with the development community, low-income housing development groups, and support organizations, to raise awareness and emphasize the community’s need for both large rental units for large families, and smaller affordable rental units for very low-income single persons and single-parent families.

Objective: Promote the development of a more diverse rental market within the City.

Responsible Agency: Community Development Department

Funding Sources: General Fund

Timeframe: Ongoing

Program H-5.f. Zoning for Emergency Shelters, Supportive Housing, and Transitional Housing

The City shall adopt standards in the Zoning Ordinance for the approval of emergency shelters, supportive, and transitional housing. The City will adopt definitions contained in California Health and Safety Code for emergency shelter, supportive housing, and transitional housing.

The City shall adopt standards that provide certainty for the location and approval of new emergency shelters, supportive housing, and transitional housing. Standards will address both physical and program characteristics of shelter, including:

- Creation of a natural barrier (e.g., a mature hedge) or a fence enclosing any yard area, especially if the facility is located on a major thoroughfare;

- Adequate off-street parking for the number of proposed residents and staff;

- Off-site intake and screening for emergency shelters located in residential zones;

- An outline for a 24-hour schedule of residents’ activity during their use of the facility, including arrangements, for facility residents, such as on-site meal preparation or providing food;

- An identified administrator and liaison personnel with experience in successfully running social service –related facilities; and

- Operational standards and rules (e.g. standards governing expulsions and lights-out).

Objective: Remove zoning constraints that would preclude provision of homeless shelters, supportive and transitional housing at appropriate locations within the City.

Responsible Agency: Community Development Department

Funding Sources: General Fund

Timeframe: March 2017

Program H-5.g. Facilitate Emergency Shelters, Supportive Housing, and Transitional Housing/

The City shall meet annually with local non-profit services providers to assess the shelter needs of the community. The City shall work with nonprofit organizations to identify suitable sites for the placement of facilities and assist nonprofit organizations in applying for funding for a homeless or transitional housing facility, if such a facility is needed. The City will assist in the identification of transportation options that will provide a reasonable level of mobility including, but not limited to, access to social services and employment opportunities. The City will coordinate its meeting with homeless service providers through the Merced County Community Action Agency, Merced County Human Services Department, and Merced County Mental Health Department.

Objective: Identify a site and funding for an emergency shelter or transitional housing facility, if determined to be necessary, to meet local needs

Responsible Agency: Community Development Department

Funding Sources: General Fund for administration, Emergency Housing Assistance Program (state program that uses federal funds), Supportive Housing Program (federal program that facilitate the transitional of homeless persons to independent living)

Timeframe: Ongoing and annually

Program H-5.h. Accommodate Community Care Facilities

Update the Zoning Ordinance to allow development of various types of community care facilities in higher density residential zoning districts. To ensure that the Zoning Ordinance complies with state law regarding community care facilities in residential zones, the City will amend the Zoning Ordinance to allow community care facilities serving six or fewer persons

as a permitted use in all residential zoning districts, and facilities serving seven or more persons as a conditional use in selected residential zoning districts. Create website link, post information in public places, create brochure, and mail notices to business and community groups.

Objective: Remove zoning constraints that would preclude provision of community care facilities at appropriate locations within the City.

Responsible Agency: Community Development Department

Funding Sources: General Fund

Timeframe: March 2017

GOAL H-6. MINIMIZE THE IMPACT OF GOVERNMENTAL CONSTRAINTS ON HOUSING CONSTRUCTION

Policy H-6.1. The City will review the Zoning Ordinance, permit processes, and development fees to identify and remove potential constraints to the development of a range of housing for all income levels and needs.

Program H-6.a. Zoning Ordinance Amendments

The City will adopt zoning code revisions described below to increase the variety of housing within the City. The City will promote its zoning standards through a link to the City’s website; a brochure available at the City’s permit counter, posted information at public places such as City Hall, the Atwater branch of the Merced County Library, and the Senior Center; and direct mailings to business and community organizations.

Mobile Home Parks: Mobile home parks are currently allowed only within RM districts and as a Planned Development (PD). To ensure that adequate provisions exist for the placement of mobile home parks, the City will amend the Zoning Ordinance to allow mobile home parks as a permitted use in all residential zones allowing single-family housing, and will use the RM zone as a combing district for the placement of mobile home parks.

Manufactured Housing on Single-Family Lots: The City will allow manufactured housing on permanent foundations as a permitted use on lots on which single-family houses are allowed, subject to the same standards as site-built single-family homes.

Second Units: Recent state legislation requires jurisdictions to allow second units as a permitted use in all residential zones allowing single family homes. Currently, the City allows second units as a conditional use. The City will amend the Zoning Ordinance to

allow second units as a permitted use in the Agricultural and Single-Family Residential districts.

Objective: Remove zoning constraints that would preclude provision of manufactured housing, mobile home parks, and secondary housing units at appropriate locations within the City

Responsible Agency: Community Development Department

Funding Sources: General Fund

Timeframe: 2017

Program H-6.b. Planned Development District (P-D)

The City will continue to offer a planned development option as a tool to provide affordable housing. The City will promote the Planned Development (P-D) district as a tool to provide affordable housing by providing a brochure at the permit counter, a link on the City's website, a direct mailing to developers active in the area, and pre-application meetings with developers seeking to build housing in the City. The City shall consider amendments to the Planned Development ordinance to promote affordable housing, including reduced acreage requirements when the primary purpose is the provision of affordable housing, and reduction in parking requirements in targeted areas, such as along major transit routes or adjacent to job centers.

Objective: Increase the use of the City's planned development option as a tool to provide affordable housing

Responsible Agency: Community Development Department

Funding Sources: General Fund

Timeframe: Ongoing distribution of information

GOAL H-7. PROMOTE ENERGY EFFICIENCY IN HOUSING DEVELOPMENT

Policy H-7.1. The City will continue to implement the energy conservation standards under Title 24 of the California Code of Regulations and the California Green Building Standards Code.

Policy H-7.2. The City will continue to distribute information on weatherization programs, and pursue funding sources for weatherization assistance for low and moderate-income households.

Policy H-7.3. The City will promote energy conservation through its land use planning and development standards.

Policy H-7.4. The City will promote water conservation.

Program H-7.a. Energy Conservation Regulation for New Construction

The City will continue to adopt and enforce state energy efficiency requirements for new residential construction (Title 24 Energy Code and California Green Building Standards Code).

Objective: Reduce residential energy consumption and reduce energy costs, especially for low income residents

Responsible Agency: Community Development Department, Building Division

Funding Sources: Permit fees

Timeframe: Ongoing. Adopt new codes in the fall prior to the beginning of each code update

Program H-7.b. Energy Code Awareness and Promotion

The City will update its website and building division informational materials to raise awareness of current energy efficiency code requirements and shall encourage through the City's residential design guidelines, additional energy conservation measures with respect to the siting and design of buildings, landscaping, and solar access.

Objective: Reduce residential energy consumption and reduce energy costs, especially for low income residents

Responsible Agency: Community Development Department, Building Division and Planning Division

Funding Sources: Permit fees

Timeframe: Current and ongoing

Program H-7.c. Weatherization and Energy Conservation for Existing Dwelling Units

The City shall post and distribute information on currently available weatherization and energy conservation programs in conjunction with the housing rehabilitation program. The City will provide information from Pacific Gas & Electric and the California Energy Commission at the permit counter on consumer options for energy conservation.

Objective: Reduce residential energy consumption and reduce energy costs, especially for low income residents

Responsible Agency: Community Development Department, Building Division and Planning Division

Funding Sources: CDBG, HOME, HERO

Timeframe: Current and ongoing

Program H-7.d. Promotion of Energy Efficient Land Use Planning

In the establishment of regulations and processing of applications for subdivision maps and site plans, the City shall facilitate land use patterns and development densities that promote use of low-energy means of transportation, including walking, bicycling, and car-pooling.

Objective: Reduce costs associated with transportation, especially for low income residents, and make less costly transportation alternatives available and feasible

Responsible Agency: Community Development Department, Planning Division

Funding Sources: General Fund

Timeframe: Ongoing

Program H-7.e. Promotion of Water Conservation

The City shall encourage water conservation through use of water efficient fixtures and reduced outdoor water consumption. The City will make available information on low-flow fixtures and utility company rebates, and information on water conserving landscaping and practices.

Objective: Reduce costs associated with water use, especially for low income residents

Responsible Agency: Community Development Department, Planning Division

Funding Sources: General Fund

Timeframe: Ongoing

GOAL H-8. ENSURE FAIR AND EQUAL HOUSING OPPORTUNITIES FOR ALL

Policy H-8.1. Support provision of fair housing services to ensure that residents are aware of their rights and responsibilities with respect to housing.

Policy H-8.2. Discourage discrimination in either the sale or rental of housing on the basis of state or federal protected classes.

Policy H-8.3. Promote equal housing opportunity for all persons regarding of race, religion, sex, marital status, ancestry, national origin, housing type, or color.

Program H-8.1. Fair Housing Services

The City will continue to support efforts of community groups that provide counseling, investigatory, legal, or referral services to victims of discrimination. Specifically, the City will:

Maintain information on state and federal fair housing laws at the Community Development Department and other public places for public distribution;

Train City staff at the public counter to refer victims of housing discrimination to the appropriate local organization or to the State Fair Employment and Housing Commission;

Seek the cooperation of the local homebuilders association, Realtors association and lender in disseminating fair housing information; and

Identify an annual community event at which fair housing information can be distributed, such as a fair housing day or as part of another community event.

Objective: Promote fair housing in Atwater and reduce incidences of discrimination

Responsible Agency: Community Development Department

Funding Sources: CDBG, General Fund

Timeframe: Ongoing

5.3 QUANTIFIED OBJECTIVES

Summary of Programs with Quantified Objectives

The City of Atwater has established quantified (numerical) objectives for several program categories to provide measurable standards for monitoring and evaluating program achievements. These programs are summarized in [Table 53, Programs with Quantified Objectives](#).

Table 53 Programs with Quantified Objectives

Program	New	Rehabilitation	Above Moderate	Moderate	Low	Very Low	Extremely Low
1-3: Creation of Larger Parcels through Right-of-Way Abandonment	✓				3	2	
1-4: Ferrari Ranch Annexation	✓		40	40	2		
1-5: Western Annexations	✓		505	505	360	400	43
3-1: Promote Homeownership for Low- and Moderate-Income Households	✓			15	15		
3-4: Pursue State and Federal Funding for Affordable Housing	✓	✓			10	7	3
3-7: Self-Help Housing	✓				25	10	5
4-3: Housing Rehabilitation Loan Program		✓			30	20	
4-5: Mobile Home Preservation		✓				400	
4-6: Improve the Condition of Rental Housing		✓			25	25	
5-1: Promote Senior Housing	✓				8		
Total			545	560	478	862	51

Source: City of Atwater 2015

Targets for moderate and above moderate housing are expected to be met through market-based construction, with housing starts normalizing within the first few years of the planning period. Attainment of the very low and low targets will require assistance through funding programs, involvement of not-for-profit builders, and rehabilitation/conservation of existing housing in the category.

Overall Quantified Objectives within the Current City Limits

Overall quantified objectives for lands already within the city limits have been established for accommodating the City's share of future housing needs under the MCAG Regional Housing Allocation Plan, new housing construction, housing rehabilitation, the preservation of existing affordable housing, and homebuyer assistance. These objectives take into account the City's ability to accommodate housing based on the availability of appropriately zoned vacant and underutilized land within the city limits, with public services and facilities available. These homes may or may not be built depending on market trends and the availability of funding to developers of affordable housing. Also included are conservation and renovation of existing homes. The quantified objectives are presented in [Table 54, Quantified Objectives \(January 2014 to December 2023\)](#).

Table 54 Quantified Objectives (January 2014 to December 2023)

Income	Total Need	New Construction	Homebuyer Assistance	Housing Rehab	Conservation of Affordable Housing	
					Rental Housing	Mobile home
Very Low	427 + 15	150	10	20	50	400
Low	304 + 12	150	25	30		
Moderate	281 + 15	500	15	--	--	--
Above Moderate	748 + 30	1,000	--	--	--	--
Total	1,760 + 72	1,800	50	50	50	400

Source: City of Atwater, HCD 2014

Notes: Quantified objectives for the 2014 – 2023 period based on 2014 MCAG Regional Housing Allocation Plan, plus unaccommodated need from prior period.

Quantified objectives cover 2014– 2023 period based on anticipated market rate housing production for moderate-and above moderate-income, availability of financial resources to assist in the construction of very low- and low-income housing, and the City past track record of producing under these programs.

Homebuyer Assistance and Housing Rehabilitation based on historic level of performance under these programs.

Rental conservation based on the conservation of estimated five rental units per year citywide.

Mobile home conservation based on estimated number of mobile home park units with the potential for preservation.

APPENDIX A: CITY OF ATWATER VACANT & UNDERUTILIZED PARCEL DATA AND MAPS

Note: Listed density is 80 percent of maximum density for the zoning district. Capacity for PD zoning based on vacant lots on approved master plan. Capacity is rounded to nearest whole number.

The housing sites inventory table and maps of vacant and underutilized sites are presented on the following pages.

VACANT PARCELS

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
156-010-002	Low Den Res	PD	5.81	51.76	373.16	0	301	Vacant
156-010-003	Low Den Res	PD	5.81	4.20	32.08	See note	24	Industrial buildings
156-040-004	Low Den Res	PD	5.81	30.08	217.14	0	175	Vacant
150-280-039	Med Den Res	PD-16			1	0	1	Vacant Shaffer Lake
150-280-040	Med Den Res	PD-16			1	0	1	Vacant
150-280-041	Med Den Res	PD-16			1	0	1	Vacant
150-280-042	Med Den Res	PD-16			1	0	1	Vacant
150-280-044	Med Den Res	PD-16			1	0	1	Vacant
150-280-045	Med Den Res	PD-16			1	0	1	Vacant
150-280-046	Med Den Res	PD-16			1	0	1	Vacant
150-280-047	Med Den Res	PD-16			1	0	1	Vacant
150-280-048	Med Den Res	PD-16			1	0	1	Vacant
150-280-065	Med Den Res	PD-16			1	0	1	Vacant
150-280-066	Med Den Res	PD-16			1	0	1	Vacant
150-280-068	Med Den Res	PD-16			1	0	1	Vacant
150-280-069	Med Den Res	PD-16			1	0	1	Vacant
150-280-070	Med Den Res	PD-16			1	0	1	Vacant
150-280-071	Med Den Res	PD-16			1	0	1	Vacant
156-131-053	Med Den Res	PD-16		1.16	20.21	0	20	Vacant
005-441-001	Low Den Res	PD-25			1	0	1	
005-441-002	Low Den Res	PD-25			1	0	1	
005-441-009	Low Den Res	PD-25			1	0	1	
005-441-010	Low Den Res	PD-25			1	0	1	
005-441-012	Low Den Res	PD-25			1	0	1	
005-441-013	Low Den Res	PD-25			1	0	1	
005-441-014	Low Den Res	PD-25			1	0	1	
005-441-015	Low Den Res	PD-25			1	0	1	
005-441-016	Low Den Res	PD-25			1	0	1	
005-441-017	Low Den Res	PD-25			1	0	1	
005-441-018	Low Den Res	PD-25			1	0	1	
005-442-010	Low Den Res	PD-25			1	0	1	
005-442-011	Low Den Res	PD-25			1	0	1	
005-442-012	Low Den Res	PD-25			1	0	1	
005-442-013	Low Den Res	PD-25			1	0	1	
005-442-014	Low Den Res	PD-25			1	0	1	
005-442-015	Low Den Res	PD-25			1	0	1	
005-442-016	Low Den Res	PD-25			1	0	1	
005-442-017	Low Den Res	PD-25			1	0	1	
005-442-018	Low Den Res	PD-25			1	0	1	

VACANT PARCELS

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
156-010-002	Low Den Res	PD	5.81	51.76	373.16	0	301	Vacant
156-010-003	Low Den Res	PD	5.81	4.20	32.08	See note	24	Industrial buildings
156-040-004	Low Den Res	PD	5.81	30.08	217.14	0	175	Vacant
150-280-039	Med Den Res	PD-16			1	0	1	Vacant Shaffer Lake
150-280-040	Med Den Res	PD-16			1	0	1	Vacant
150-280-041	Med Den Res	PD-16			1	0	1	Vacant
150-280-042	Med Den Res	PD-16			1	0	1	Vacant
150-280-044	Med Den Res	PD-16			1	0	1	Vacant
150-280-045	Med Den Res	PD-16			1	0	1	Vacant
150-280-046	Med Den Res	PD-16			1	0	1	Vacant
150-280-047	Med Den Res	PD-16			1	0	1	Vacant
150-280-048	Med Den Res	PD-16			1	0	1	Vacant
150-280-065	Med Den Res	PD-16			1	0	1	Vacant
150-280-066	Med Den Res	PD-16			1	0	1	Vacant
150-280-068	Med Den Res	PD-16			1	0	1	Vacant
150-280-069	Med Den Res	PD-16			1	0	1	Vacant
150-280-070	Med Den Res	PD-16			1	0	1	Vacant
150-280-071	Med Den Res	PD-16			1	0	1	Vacant
156-131-053	Med Den Res	PD-16		1.16	20.21	0	20	Vacant
005-441-001	Low Den Res	PD-25			1	0	1	
005-441-002	Low Den Res	PD-25			1	0	1	
005-441-009	Low Den Res	PD-25			1	0	1	
005-441-010	Low Den Res	PD-25			1	0	1	
005-441-012	Low Den Res	PD-25			1	0	1	
005-441-013	Low Den Res	PD-25			1	0	1	
005-441-014	Low Den Res	PD-25			1	0	1	
005-441-015	Low Den Res	PD-25			1	0	1	
005-441-016	Low Den Res	PD-25			1	0	1	
005-441-017	Low Den Res	PD-25			1	0	1	
005-441-018	Low Den Res	PD-25			1	0	1	
005-442-010	Low Den Res	PD-25			1	0	1	
005-442-011	Low Den Res	PD-25			1	0	1	
005-442-012	Low Den Res	PD-25			1	0	1	
005-442-013	Low Den Res	PD-25			1	0	1	
005-442-014	Low Den Res	PD-25			1	0	1	
005-442-015	Low Den Res	PD-25			1	0	1	
005-442-016	Low Den Res	PD-25			1	0	1	
005-442-017	Low Den Res	PD-25			1	0	1	
005-442-018	Low Den Res	PD-25			1	0	1	

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
001-242-033	Low Den Res	PD-26			1	0	1	vacant
001-242-034	Low Den Res	PD-26			1	0	1	vacant
001-242-035	Low Den Res	PD-26			1	0	1	vacant
001-242-036	Low Den Res	PD-26			1	0	1	vacant
001-242-037	Low Den Res	PD-26			1	0	1	vacant
001-242-038	Low Den Res	PD-26			1	0	1	vacant
001-242-039	Low Den Res	PD-26			1	0	1	vacant
001-242-040	Low Den Res	PD-26			1	0	1	vacant
001-242-041	Low Den Res	PD-26			1	0	1	vacant
001-242-042	Low Den Res	PD-26			1	0	1	vacant
001-242-043	Low Den Res	PD-26			1	0	1	vacant
001-242-044	Low Den Res	PD-26			1	0	1	vacant
001-242-045	Low Den Res	PD-26			1	0	1	vacant
001-242-046	Low Den Res	PD-26			1	0	1	vacant
001-242-047	Low Den Res	PD-26			1	0	1	vacant
001-242-048	Low Den Res	PD-26			1	0	1	vacant
001-242-049	Low Den Res	PD-26			1	0	1	vacant
001-242-050	Low Den Res	PD-26			1	0	1	vacant
001-242-051	Low Den Res	PD-26			1	0	1	vacant
001-242-052	Low Den Res	PD-26			1	0	1	vacant
001-243-001	Low Den Res	PD-26			1	0	1	vacant
001-243-001	Low Den Res	PD-26			1	0	1	vacant
001-243-002	Low Den Res	PD-26			1	0	1	vacant
001-243-003	Low Den Res	PD-26			1	0	1	vacant
001-243-004	Low Den Res	PD-26			1	0	1	vacant
001-243-005	Low Den Res	PD-26			1	0	1	vacant
001-243-006	Low Den Res	PD-26			1	0	1	vacant
001-243-007	Low Den Res	PD-26			1	0	1	vacant
001-243-008	Low Den Res	PD-26			1	0	1	vacant
001-243-009	Low Den Res	PD-26			1	0	1	vacant
001-243-010	Low Den Res	PD-26			1	0	1	vacant
001-243-011	Low Den Res	PD-26			1	0	1	vacant
001-244-001	Low Den Res	PD-26			1	0	1	vacant
001-244-002	Low Den Res	PD-26			1	0	1	vacant
001-244-003	Low Den Res	PD-26			1	0	1	vacant
001-244-004	Low Den Res	PD-26			1	0	1	vacant
001-244-005	Low Den Res	PD-26			1	0	1	vacant
001-244-006	Low Den Res	PD-26			1	0	1	vacant
001-244-007	Low Den Res	PD-26			1	0	1	vacant
001-244-008	Low Den Res	PD-26			1	0	1	vacant
001-244-009	Low Den Res	PD-26			1	0	1	vacant

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
001-244-010	Low Den Res	PD-26			1	0	1	vacant
001-244-011	Low Den Res	PD-26			1	0	1	vacant
001-244-012	Low Den Res	PD-26			1	0	1	vacant
001-244-013	Low Den Res	PD-26			1	0	1	vacant
001-251-001	Low Den Res	PD-26			1	0	1	vacant
001-251-002	Low Den Res	PD-26			1	0	1	vacant
001-251-003	Low Den Res	PD-26			1	0	1	vacant
001-251-004	Low Den Res	PD-26			1	0	1	vacant
001-251-005	Low Den Res	PD-26			1	0	1	vacant
001-251-006	Low Den Res	PD-26			1	0	1	vacant
001-251-007	Low Den Res	PD-26			1	0	1	vacant
001-251-008	Low Den Res	PD-26			1	0	1	vacant
001-251-009	Low Den Res	PD-26			1	0	1	vacant
001-251-010	Low Den Res	PD-26			1	0	1	vacant
001-251-011	Low Den Res	PD-26			1	0	1	vacant
001-251-012	Low Den Res	PD-26			1	0	1	vacant
001-251-013	Low Den Res	PD-26			1	0	1	vacant
001-251-014	Low Den Res	PD-26			1	0	1	vacant
001-251-015	Low Den Res	PD-26			1	0	1	vacant
001-251-016	Low Den Res	PD-26			1	0	1	vacant
001-251-017	Low Den Res	PD-26			1	0	1	vacant
001-251-018	Low Den Res	PD-26			1	0	1	vacant
001-251-019	Low Den Res	PD-26			1	0	1	vacant
001-251-033	Low Den Res	PD-26			1	0	1	vacant
001-251-034	Low Den Res	PD-26			1	0	1	vacant
001-251-035	Low Den Res	PD-26			1	0	1	vacant
001-251-036	Low Den Res	PD-26			1	0	1	vacant
001-251-038	Low Den Res	PD-26			1	0	1	vacant
001-251-039	Low Den Res	PD-26			1	0	1	vacant
001-251-040	Low Den Res	PD-26			1	0	1	vacant
001-251-041	Low Den Res	PD-26			1	0	1	vacant
001-251-042	Low Den Res	PD-26			1	0	1	vacant
001-251-043	Low Den Res	PD-26			1	0	1	vacant
001-251-044	Low Den Res	PD-26			1	0	1	vacant
001-251-045	Low Den Res	PD-26			1	0	1	vacant
001-251-046	Low Den Res	PD-26			1	0	1	vacant
001-251-047	Low Den Res	PD-26			1	0	1	vacant
001-252-001	Low Den Res	PD-26			1	0	1	vacant
001-252-002	Low Den Res	PD-26			1	0	1	vacant
001-252-003	Low Den Res	PD-26			1	0	1	vacant
001-252-005	Low Den Res	PD-26			1	0	1	vacant

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
001-252-006	Low Den Res	PD-26			1	0	1	vacant
001-252-007	Low Den Res	PD-26			1	0	1	vacant
001-252-008	Low Den Res	PD-26			1	0	1	vacant
001-252-009	Low Den Res	PD-26			1	0	1	vacant
001-252-011	Low Den Res	PD-26			1	0	1	vacant
001-252-012	Low Den Res	PD-26			1	0	1	vacant
001-252-013	Low Den Res	PD-26			1	0	1	vacant
001-252-014	Low Den Res	PD-26			1	0	1	vacant
001-252-015	Low Den Res	PD-26			1	0	1	vacant
001-252-016	Low Den Res	PD-26			1	0	1	vacant
001-252-017	Low Den Res	PD-26			1	0	1	vacant
001-252-018	Low Den Res	PD-26			1	0	1	vacant
001-252-019	Low Den Res	PD-26			1	0	1	vacant
001-252-020	Low Den Res	PD-26			1	0	1	vacant
001-252-021	Low Den Res	PD-26			1	0	1	vacant
001-252-022	Low Den Res	PD-26			1	0	1	vacant
001-252-023	Low Den Res	PD-26			1	0	1	vacant
001-252-024	Low Den Res	PD-26			1	0	1	vacant
001-252-025	Low Den Res	PD-26			1	0	1	vacant
001-252-026	Low Den Res	PD-26			1	0	1	vacant
001-252-027	Low Den Res	PD-26			1	0	1	vacant
001-252-028	Low Den Res	PD-26			1	0	1	vacant
001-252-029	Low Den Res	PD-26			1	0	1	vacant
001-252-030	Low Den Res	PD-26			1	0	1	vacant
001-252-031	Low Den Res	PD-26			1	0	1	vacant
001-252-032	Low Den Res	PD-26			1	0	1	vacant
001-252-033	Low Den Res	PD-26			1	0	1	vacant
001-252-034	Low Den Res	PD-26			1	0	1	vacant
001-252-035	Low Den Res	PD-26			1	0	1	vacant
001-252-036	Low Den Res	PD-26			1	0	1	vacant
001-252-037	Low Den Res	PD-26			1	0	1	vacant
001-252-038	Low Den Res	PD-26			1	0	1	vacant
001-252-039	Low Den Res	PD-26			1	0	1	vacant
001-252-040	Low Den Res	PD-26			1	0	1	vacant
001-252-041	Low Den Res	PD-26			1	0	1	vacant
001-252-042	Low Den Res	PD-26			1	0	1	vacant
001-252-043	Low Den Res	PD-26			1	0	1	vacant
001-252-044	Low Den Res	PD-26			1	0	1	vacant
001-252-045	Low Den Res	PD-26			1	0	1	vacant
001-252-046	Low Den Res	PD-26			1	0	1	vacant
001-252-047	Low Den Res	PD-26			1	0	1	vacant

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
001-252-048	Low Den Res	PD-26			1	0	1	vacant
001-252-049	Low Den Res	PD-26			1	0	1	vacant
001-252-050	Low Den Res	PD-26			1	0	1	vacant
001-252-051	Low Den Res	PD-26			1	0	1	vacant
001-252-052	Low Den Res	PD-26			1	0	1	vacant
001-252-053	Low Den Res	PD-26			1	0	1	vacant
001-252-054	Low Den Res	PD-26			1	0	1	vacant
150-350-001	V Low Den Res	PD-27			1	0	1	vacant
150-350-002	V Low Den Res	PD-27			1	0	1	vacant
150-350-003	V Low Den Res	PD-27			1	0	1	vacant
150-350-004	V Low Den Res	PD-27			1	0	1	vacant
150-350-005	V Low Den Res	PD-27			1	0	1	vacant
150-350-006	V Low Den Res	PD-27			1	0	1	vacant
150-350-007	V Low Den Res	PD-27			1	0	1	vacant
150-350-008	V Low Den Res	PD-27			1	0	1	vacant
150-350-009	V Low Den Res	PD-27			1	0	1	vacant
150-350-010	V Low Den Res	PD-27			1	0	1	vacant
150-350-011	V Low Den Res	PD-27			1	0	1	vacant
150-350-012	V Low Den Res	PD-27			1	0	1	vacant
150-350-013	V Low Den Res	PD-27			1	0	1	vacant
150-350-014	V Low Den Res	PD-27			1	0	1	vacant
150-350-015	V Low Den Res	PD-27			1	0	1	vacant
150-350-016	V Low Den Res	PD-27			1	0	1	vacant
150-350-017	V Low Den Res	PD-27			1	0	1	vacant
150-350-018	V Low Den Res	PD-27			1	0	1	vacant
150-350-019	V Low Den Res	PD-27			1	0	1	vacant
150-350-020	V Low Den Res	PD-27			1	0	1	vacant
150-350-021	V Low Den Res	PD-27			1	0	1	vacant
150-350-022	V Low Den Res	PD-27			1	0	1	vacant
150-350-023	V Low Den Res	PD-27			1	0	1	vacant
150-350-024	V Low Den Res	PD-27			1	0	1	vacant
150-350-025	V Low Den Res	PD-27			1	0	1	vacant
150-350-026	V Low Den Res	PD-27			1	0	1	vacant
150-350-027	V Low Den Res	PD-27			1	0	1	vacant
150-350-028	V Low Den Res	PD-27			1	0	1	vacant
150-350-029	V Low Den Res	PD-27			1	0	1	vacant
150-350-030	V Low Den Res	PD-27			1	0	1	vacant
150-350-031	V Low Den Res	PD-27			1	0	1	vacant
150-350-032	V Low Den Res	PD-27			1	0	1	vacant
156-160-001	Low Den Res	PD-28			1	0	1	vacant
156-160-002	Low Den Res	PD-28			1	0	1	vacant

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
156-160-003	Low Den Res	PD-28			1	0	1	vacant
156-160-004	Low Den Res	PD-28			1	0	1	vacant
156-160-005	Low Den Res	PD-28			1	0	1	vacant
156-160-006	Low Den Res	PD-28			1	0	1	vacant
156-160-007	Low Den Res	PD-28			1	0	1	vacant
156-160-008	Low Den Res	PD-28			1	0	1	vacant
156-160-009	Low Den Res	PD-28			1	0	1	vacant
156-160-010	Low Den Res	PD-28			1	0	1	vacant
156-160-011	Low Den Res	PD-28			1	0	1	vacant
156-160-012	Low Den Res	PD-28			1	0	1	vacant
156-160-013	Low Den Res	PD-28			1	0	1	vacant
156-160-014	Low Den Res	PD-28			1	0	1	vacant
156-160-015	Low Den Res	PD-28			1	0	1	vacant
156-160-016	Low Den Res	PD-28			1	0	1	vacant
156-160-017	Low Den Res	PD-28			1	0	1	vacant
156-160-018	Low Den Res	PD-28			1	0	1	vacant
156-160-019	Low Den Res	PD-28			1	0	1	vacant
156-160-020	Low Den Res	PD-28			1	0	1	vacant
156-160-021	Low Den Res	PD-28			1	0	1	vacant
156-160-022	Low Den Res	PD-28			1	0	1	vacant
156-160-023	Low Den Res	PD-28			1	0	1	vacant
156-160-023	Low Den Res	PD-28			1	0	1	vacant
156-160-024	Low Den Res	PD-28			1	0	1	vacant
156-160-025	Low Den Res	PD-28			1	0	1	vacant
156-160-026	Low Den Res	PD-28			1	0	1	vacant
156-160-027	Low Den Res	PD-28			1	0	1	vacant
156-160-028	Low Den Res	PD-28			1	0	1	vacant
156-160-029	Low Den Res	PD-28			1	0	1	vacant
156-160-030	Low Den Res	PD-28			1	0	1	vacant
156-160-031	Low Den Res	PD-28			1	0	1	vacant
156-160-032	Low Den Res	PD-28			1	0	1	vacant
156-160-033	Low Den Res	PD-28			1	0	1	vacant
156-160-034	Low Den Res	PD-28			1	0	1	vacant
156-160-035	Low Den Res	PD-28			1	0	1	vacant
156-160-036	Low Den Res	PD-28			1	0	1	vacant
156-160-037	Low Den Res	PD-28			1	0	1	vacant
156-160-038	Low Den Res	PD-28			1	0	1	vacant
156-160-039	Low Den Res	PD-28			1	0	1	vacant
005-462-005	Low Den Res	PD-29		0.15	1	0	1	
005-463-004	Low Den Res	PD-29		0.14	1	0	1	
005-463-005	Low Den Res	PD-29		0.14	1	0	1	

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
005-463-006	Low Den Res	PD-29		0.14	1	0	1	
005-463-007	Low Den Res	PD-29		0.14	1	0	1	
005-463-008	Low Den Res	PD-29		0.14	1	0	1	
005-463-009	Low Den Res	PD-29		0.14	1	0	1	
005-463-011	Low Den Res	PD-29		0.17	1	0	1	
005-464-009	Low Den Res	PD-29		0.14	1	0	1	
005-464-010	Low Den Res	PD-29		0.14	1	0	1	
005-464-011	Low Den Res	PD-29		0.14	1	0	1	
005-464-012	Low Den Res	PD-29		0.14	1	0	1	
005-464-013	Low Den Res	PD-29		0.14	1	0	1	
005-464-014	Low Den Res	PD-29		0.15	1	0	1	
005-464-015	Low Den Res	PD-29		0.17	1	0	1	
005-464-016	Low Den Res	PD-29		0.17	1	0	1	
005-464-017	Low Den Res	PD-29		0.19	1	0	1	
005-464-018	Low Den Res	PD-29		0.16	1	0	1	
005-464-019	Low Den Res	PD-29		0.14	1	0	1	
005-464-020	Low Den Res	PD-29		0.14	1	0	1	
005-464-021	Low Den Res	PD-29		0.14	1	0	1	
005-464-022	Low Den Res	PD-29		0.14	1	0	1	
005-464-023	Low Den Res	PD-29		0.14	1	0	1	
005-464-024	Low Den Res	PD-29		0.14	1	0	1	
005-464-025	Low Den Res	PD-29		0.14	1	0	1	
005-464-026	Low Den Res	PD-29		0.14	1	0	1	
005-465-003	Low Den Res	PD-29		0.14	1	0	1	
005-465-004	Low Den Res	PD-29		0.14	1	0	1	
005-465-005	Low Den Res	PD-29		0.12	1	0	1	
005-465-006	Low Den Res	PD-29		0.16	1	0	1	
005-465-007	Low Den Res	PD-29		0.15	1	0	1	
005-465-008	Low Den Res	PD-29		0.15	1	0	1	
005-465-009	Low Den Res	PD-29		0.16	1	0	1	
005-465-012	Low Den Res	PD-29		0.21	1	0	1	
005-465-013	Low Den Res	PD-29		0.14	1	0	1	
005-465-014	Low Den Res	PD-29		0.14	1	0	1	
005-465-015	Low Den Res	PD-29		0.14	1	0	1	
005-465-016	Low Den Res	PD-29		0.14	1	0	1	
005-465-017	Low Den Res	PD-29		0.14	1	0	1	
005-465-018	Low Den Res	PD-29		0.14	1	0	1	
005-465-019	Low Den Res	PD-29		0.14	1	0	1	
005-465-020	Low Den Res	PD-29		0.16	1	0	1	
005-465-021	Low Den Res	PD-29		0.17	1	0	1	
005-465-022	Low Den Res	PD-29		0.14	1	0	1	

VACANT PARCELS

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
156-010-002	Low Den Res	PD	5.81	51.76	373.16	0	301	Vacant
156-010-003	Low Den Res	PD	5.81	4.20	32.08	See note	24	Industrial buildings
156-040-004	Low Den Res	PD	5.81	30.08	217.14	0	175	Vacant
150-280-039	Med Den Res	PD-16			1	0	1	Vacant Shaffer Lake
150-280-040	Med Den Res	PD-16			1	0	1	Vacant
150-280-041	Med Den Res	PD-16			1	0	1	Vacant
150-280-042	Med Den Res	PD-16			1	0	1	Vacant
150-280-044	Med Den Res	PD-16			1	0	1	Vacant
150-280-045	Med Den Res	PD-16			1	0	1	Vacant
150-280-046	Med Den Res	PD-16			1	0	1	Vacant
150-280-047	Med Den Res	PD-16			1	0	1	Vacant
150-280-048	Med Den Res	PD-16			1	0	1	Vacant
150-280-065	Med Den Res	PD-16			1	0	1	Vacant
150-280-066	Med Den Res	PD-16			1	0	1	Vacant
150-280-068	Med Den Res	PD-16			1	0	1	Vacant
150-280-069	Med Den Res	PD-16			1	0	1	Vacant
150-280-070	Med Den Res	PD-16			1	0	1	Vacant
150-280-071	Med Den Res	PD-16			1	0	1	Vacant
156-131-053	Med Den Res	PD-16		1.16	20.21	0	20	Vacant
005-441-001	Low Den Res	PD-25			1	0	1	
005-441-002	Low Den Res	PD-25			1	0	1	
005-441-009	Low Den Res	PD-25			1	0	1	
005-441-010	Low Den Res	PD-25			1	0	1	
005-441-012	Low Den Res	PD-25			1	0	1	
005-441-013	Low Den Res	PD-25			1	0	1	
005-441-014	Low Den Res	PD-25			1	0	1	
005-441-015	Low Den Res	PD-25			1	0	1	
005-441-016	Low Den Res	PD-25			1	0	1	
005-441-017	Low Den Res	PD-25			1	0	1	
005-441-018	Low Den Res	PD-25			1	0	1	
005-442-010	Low Den Res	PD-25			1	0	1	
005-442-011	Low Den Res	PD-25			1	0	1	
005-442-012	Low Den Res	PD-25			1	0	1	
005-442-013	Low Den Res	PD-25			1	0	1	
005-442-014	Low Den Res	PD-25			1	0	1	
005-442-015	Low Den Res	PD-25			1	0	1	
005-442-016	Low Den Res	PD-25			1	0	1	
005-442-017	Low Den Res	PD-25			1	0	1	
005-442-018	Low Den Res	PD-25			1	0	1	

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
005-552-008	Low Den Res	PD-31			1	0	1	Vacant
005-552-011	Low Den Res	PD-31		1.52	13.86	1	13	1 Single Family Home
150-150-023	Low Den Res	PD-7	5.81	11.71	85.01	0	68	Vacant
004-401-002	Low Den Res	PD-9			1	0	1	
004-401-003	Low Den Res	PD-9			1	0	1	
004-401-007	Low Den Res	PD-9			1	0	1	
004-401-008	Low Den Res	PD-9			1	0	1	
004-401-013	Low Den Res	PD-9			1	0	1	
004-401-014	Low Den Res	PD-9			1	0	1	
004-401-015	Low Den Res	PD-9			1	0	1	
004-402-002	Low Den Res	PD-9			1	0	1	
004-402-003	Low Den Res	PD-9			1	0	1	
004-402-004	Low Den Res	PD-9			1	0	1	
004-402-005-	Low Den Res	PD-9			1	0	1	
004-402-006	Low Den Res	PD-9			1	0	1	
004-402-007	Low Den Res	PD-9			1	0	1	
004-402-008	Low Den Res	PD-9			1	0	1	
004-402-009	Low Den Res	PD-9			1	0	1	
004-402-010	Low Den Res	PD-9			1	0	1	
004-403-001	Low Den Res	PD-9			1	0	1	
004-403-002	Low Den Res	PD-9			1	0	1	
004-403-003	Low Den Res	PD-9			1	0	1	
004-403-004	Low Den Res	PD-9			1	0	1	
004-403-005	Low Den Res	PD-9			1	0	1	
004-403-006	Low Den Res	PD-9			1	0	1	
004-403-007	Low Den Res	PD-9			1	0	1	
004-403-008	Low Den Res	PD-9			1	0	1	
004-403-009	Low Den Res	PD-9			1	0	1	
004-403-010	Low Den Res	PD-9			1	0	1	
004-404-012	Low Den Res	PD-9			1	0	1	
004-411-001	Low Den Res	PD-9			1	0	1	
004-411-002	Low Den Res	PD-9			1	0	1	
004-411-003	Low Den Res	PD-9			1	0	1	
004-411-004	Low Den Res	PD-9			1	0	1	
004-411-005	Low Den Res	PD-9			1	0	1	
004-411-006	Low Den Res	PD-9			1	0	1	
004-411-007	Low Den Res	PD-9			1	0	1	
004-411-008	Low Den Res	PD-9			1	0	1	
004-411-009	Low Den Res	PD-9			1	0	1	
004-411-010	Low Den Res	PD-9			1	0	1	
004-411-011	Low Den Res	PD-9			1	0	1	

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
004-411-012	Low Den Res	PD-9			1	0	1	
004-411-013	Low Den Res	PD-9			1	0	1	
004-411-015	Low Den Res	PD-9			1	0	1	
004-411-016	Low Den Res	PD-9			1	0	1	
004-411-017	Low Den Res	PD-9			1	0	1	
004-411-018	Low Den Res	PD-9			1	0	1	
004-411-019	Low Den Res	PD-9			1	0	1	
004-411-020	Low Den Res	PD-9			1	0	1	
004-411-021	Low Den Res	PD-9			1	0	1	
004-411-022	Low Den Res	PD-9			1	0	1	
004-411-023	Low Den Res	PD-9			1	0	1	
004-412-001	Low Den Res	PD-9			1	0	1	
004-412-002	Low Den Res	PD-9			1	0	1	
004-412-003	Low Den Res	PD-9			1	0	1	
004-412-004	Low Den Res	PD-9			1	0	1	
004-412-005	Low Den Res	PD-9			1	0	1	
004-412-006	Low Den Res	PD-9			1	0	1	
004-412-007	Low Den Res	PD-9			1	0	1	
004-412-008	Low Den Res	PD-9			1	0	1	
004-412-009	Low Den Res	PD-9			1	0	1	
004-412-010	Low Den Res	PD-9			1	0	1	
004-412-011	Low Den Res	PD-9			1	0	1	
004-412-013	Low Den Res	PD-9			1	0	1	
004-412-014	Low Den Res	PD-9			1	0	1	
004-412-015	Low Den Res	PD-9			1	0	1	
004-412-016	Low Den Res	PD-9			1	0	1	
004-412-017	Low Den Res	PD-9			1	0	1	
004-412-018	Low Den Res	PD-9			1	0	1	
004-413-008	Low Den Res	PD-9			1	0	1	
004-413-009	Low Den Res	PD-9			1	0	1	
004-413-010	Low Den Res	PD-9			1	0	1	
004-413-011	Low Den Res	PD-9			1	0	1	
004-413-012	Low Den Res	PD-9			1	0	1	
004-413-013	Low Den Res	PD-9			1	0	1	
004-413-014	Low Den Res	PD-9			1	0	1	
004-413-015	Low Den Res	PD-9			1	0	1	
004-413-016	Low Den Res	PD-9			1	0	1	
004-413-017	Low Den Res	PD-9			1	0	1	
004-413-018	Low Den Res	PD-9			1	0	1	
004-413-019	Low Den Res	PD-9			1	0	1	
004-413-020	Low Den Res	PD-9			1	0	1	

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
004-413-021	Low Den Res	PD-9			1	0	1	
004-414-001	Low Den Res	PD-9			1	0	1	
004-414-002	Low Den Res	PD-9			1	0	1	
004-414-003	Low Den Res	PD-9			1	0	1	
004-415-001	Low Den Res	PD-9			1	0	1	
004-415-002	Low Den Res	PD-9			1	0	1	
004-415-003	Low Den Res	PD-9			1	0	1	
004-421-001	Low Den Res	PD-9			1	0	1	
004-421-002	Low Den Res	PD-9			1	0	1	
004-421-003	Low Den Res	PD-9			1	0	1	
004-421-004	Low Den Res	PD-9			1	0	1	
004-421-005	Low Den Res	PD-9			1	0	1	
004-421-006	Low Den Res	PD-9			1	0	1	
004-421-007	Low Den Res	PD-9			1	0	1	
004-421-008	Low Den Res	PD-9			1	0	1	
004-421-009	Low Den Res	PD-9			1	0	1	
004-422-001	Low Den Res	PD-9			1	0	1	
004-422-002	Low Den Res	PD-9			1	0	1	
004-422-003	Low Den Res	PD-9			1	0	1	
004-422-004	Low Den Res	PD-9			1	0	1	
004-422-005	Low Den Res	PD-9			1	0	1	
004-422-006	Low Den Res	PD-9			1	0	1	
004-422-007	Low Den Res	PD-9			1	0	1	
004-422-008	Low Den Res	PD-9			1	0	1	
004-422-009	Low Den Res	PD-9			1	0	1	
004-422-010	Low Den Res	PD-9			1	0	1	
004-422-011	Low Den Res	PD-9			1	0	1	
004-422-012	Low Den Res	PD-9			1	0	1	
004-422-013	Low Den Res	PD-9			1	0	1	
004-422-014	Low Den Res	PD-9			1	0	1	
004-422-015	Low Den Res	PD-9			1	0	1	
004-422-016	Low Den Res	PD-9			1	0	1	
004-422-017	Low Den Res	PD-9			1	0	1	
004-422-018	Low Den Res	PD-9			1	0	1	
004-422-019	Low Den Res	PD-9			1	0	1	
004-422-020	Low Den Res	PD-9			1	0	1	
004-422-021	Low Den Res	PD-9			1	0	1	
							1094	
001-020-025	Low Den Res	R-1	5.81	1.1	6	1	5	1 Single Family Home
001-092-006	Low Den Res	R-1	5.81	0.57	3	1	2	1 Single Family Home

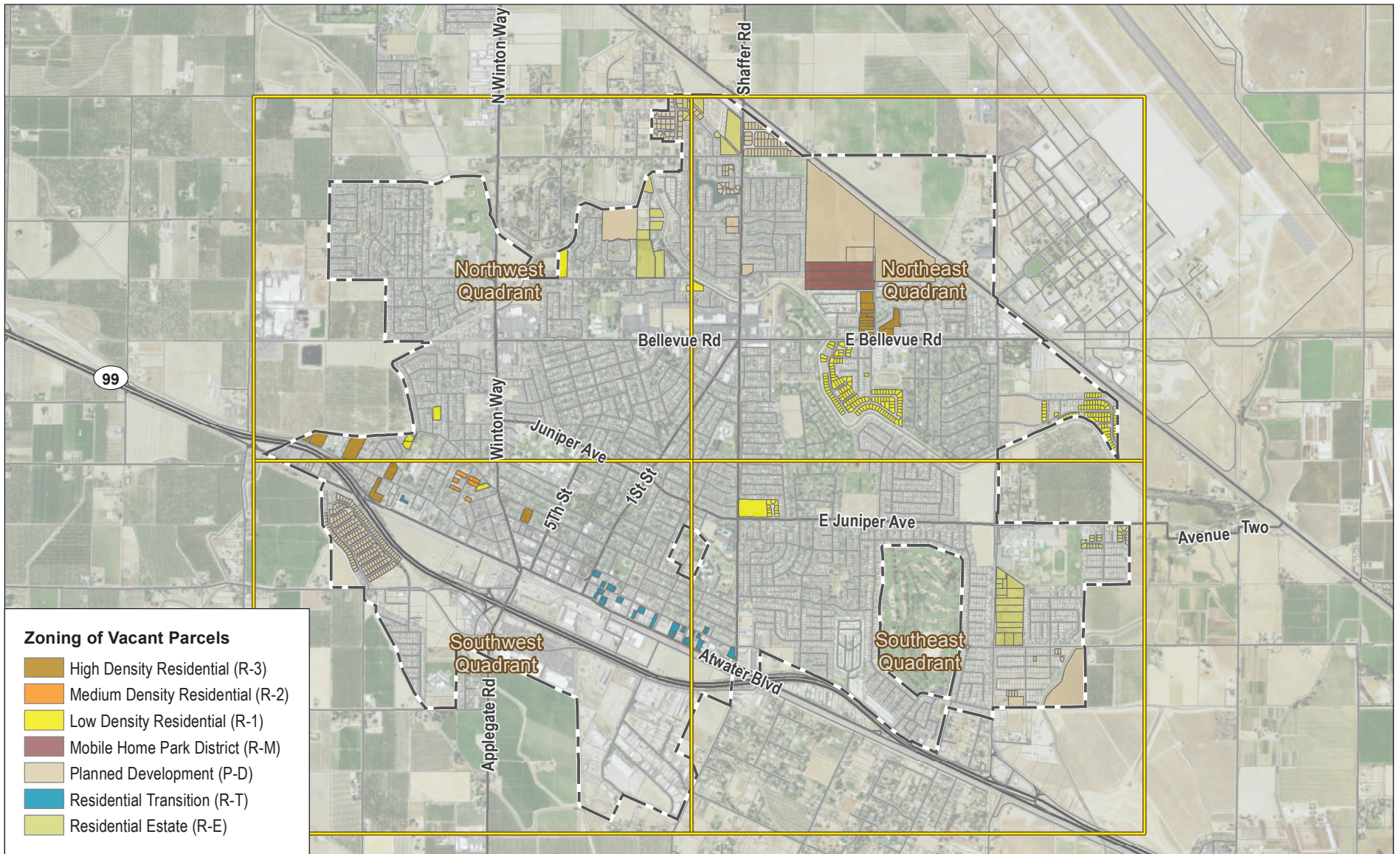
APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
001-220-016	Low Den Res	R-1	5.81	0.49	3	1	2	1 Single Family Home
001-220-017	Low Den Res	R-1	5.81	0.64	4	1	3	1 Single Family Home
004-052-023	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-024	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-025	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-026	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-027	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-028	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-029	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-030	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-031	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-032	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-033	Low Den Res	R-1	5.81		1	0	1	Vacant
004-052-035	Low Den Res	R-1	5.81	5.50	32	See note	13	Church on 60% of site
150-130-022	Low Den Res	R-1	5.81	2.80	16	1	15	1 Single Family Home
150-140-011	Low Den Res	R-1	5.81	1.50	9	1	8	1 Single Family Home
150-173-001	Low Den Res	R-1	5.81	1.8	10	1	9	1 Single Family Home
150-190-010	Low Den Res	R-1	5.81	1.46	8	0	8	Vacant
150-241-001	Low Den Res	R-1	5.81	1.32	8	1	7	1 Single Family Home
150-241-002	Low Den Res	R-1	5.81	0.9	5	1	4	1 Single Family Home
							87	
001-091-013	Med Den Res	R-2	11.62	0.24	3	0	3	Vacant
001-091-015	Med Den Res	R-2	11.62	0.48	6	1	5	1 Single-Family Home
001-091-017	Med Den Res	R-2	11.62	0.33	4	1	3	1 Single Family Home
001-092-016	Med Den Res	R-2	11.62	0.25	3	0	3	Vacant
001-092-022	Med Den Res	R-2	11.62	0.48	6	1	5	1 Single Family Home
001-092-023	Med Den Res	R-2	11.62	0.48	6	1	5	1 Single Family Home
							24	
001-051-001	Med Den Res	R-3	23.23	2.04	47	0	46	Adjacent Wedel St ROW .25 acres
001-051-003	Med Den Res	R-3	23.23	3.86	90	28	62	Existing 28 Apartment Complex on 40% of site
001-054-001	Med Den Res	R-3	23.23	0.47	11	0	11	State of CA
001-190-023	High Den Res	R-3	23.23	1.70	39	4	35	4 Single Family Homes
001-200-029	High Den Res	R-3	23.23	1.66	39	6	33	6 Attached Units on 50% of site
002-182-010	High Den Res	R-3	23.23	1.29	30	4	26	4 Single Family Homes
002-192-021	High Den Res	R-3	23.23	0.22	5	1	4	SFR built 2001
156-060-007	High Den Res	R-3	23.23	1.45	34	1	33	1 Single Family Home
156-070-020	High Den Res	R-3	23.23	1.00	23	2	21	2 Single Family Homes
156-070-021	High Den Res	R-3	23.23	0.40	9	1	8	1 Single Family Home

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
156-070-022	High Den Res	R-3	23.23	0.35	8	1	7	1 Single Family Home
156-070-023	High Den Res	R-3	23.23	0.23	5	1	4	1 Single Family Home
156-070-024	High Den Res	R-3	23.23	0.53	12	0	12	Vacant
156-070-025	High Den Res	R-3	23.23	0.36	8	1	7	1 Single Family Home
156-070-026	High Den Res	R-3	23.23	0.44	10	0	10	Vacant
156-070-027	High Den Res	R-3	23.23	0.63	15	0	15	Vacant
156-070-028	High Den Res	R-3	23.23	0.44	10	0	10	Vacant
156-070-030	High Den Res	R-3	23.23	0.33	8	0	8	Vacant
156-091-003	High Den Res	R-3	23.23	0.57	13	1	12	1 Single Family Home – now built
156-091-004	High Den Res	R-3	23.23	0.93	22	1	21	1 Single Family Home – reno =+-2012
							385	
005-080-014	V Low Den Res	R-E	2.18	1.56	3	1	2	1 Single Family Home
005-080-015	V Low Den Res	R-E	2.18	0.44	1	1	0	1 Single Family Home
005-080-016	V Low Den Res	R-E	2.18	0.35	1	1	0	1 Single Family Home
005-080-017	V Low Den Res	R-E	2.18	0.33	1	1	0	1 Single Family Home
005-080-018	V Low Den Res	R-E	2.18	0.96	2	1	1	1 Single Family Home
005-400-001	V Low Den Res	R-E	2.18	0.83	2	1	1	1 Single Family Home
005-400-002	V Low Den Res	R-E	2.18	0.38	1	1	0	1 Single Family Home
005-400-003	V Low Den Res	R-E	2.18	1.91	4	1	3	1 Single Family Home
005-400-004	V Low Den Res	R-E	2.18	2.00	4	1	3	1 Single Family Home
005-400-005	V Low Den Res	R-E	2.18	1.99	4	1	3	1 Single Family Home
005-400-006	V Low Den Res	R-E	2.18	3.01	7	1	6	1 Single Family Home
005-410-001	V Low Den Res	R-E	2.18	1.45	3	1	2	1 Single Family Home
005-410-002	V Low Den Res	R-E	2.18	1.47	3	1	2	1 Single Family Home
005-410-003	V Low Den Res	R-E	2.18	1.13	2	1	1	1 Single Family Home
005-410-004	V Low Den Res	R-E	2.18	1.22	3	1	2	1 Single Family Home
005-410-005	V Low Den Res	R-E	2.18	1.19	3	1	2	1 Single Family Home
150-036-001	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-002	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-003	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-004	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-005	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-007	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-008	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-0091	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-010	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-011	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-012	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-013	V Low Den Res	R-E	2.18		1	0	1	Vacant

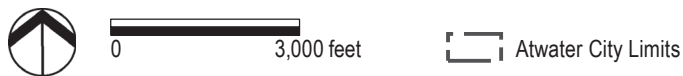
APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
150-036-014	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-016	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-017	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-018	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-019	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-020	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-0201	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-036-022	V Low Den Res	R-E	2.18		1	0	1	Vacant
150-110-021	V Low Den Res	R-E	2.18	7.14	16	0	16	Vacant
150-110-035	V Low Den Res	R-E	2.18	1.63	4	1	3	1 Single Family Home
150-150-007	V Low Den Res	R-E	2.18	7.18	16	1	15	1 Single Family Home
150-150-025	V Low Den Res	R-E	2.18	2.77	6	0	6	Vacant
150-320-003	V Low Den Res	R-E			1	0	1	vacant
150-320-004	V Low Den Res	R-E			1	0	1	vacant
150-320-009	V Low Den Res	R-E			1	0	1	vacant
150-320-042	V Low Den Res	R-E			1	0	1	vacant
150-320-043	V Low Den Res	R-E			1	0	1	vacant
150-320-044	V Low Den Res	R-E			1	0	1	vacant
150-320-045	V Low Den Res	R-E			1	0	1	vacant
150-320-046	V Low Den Res	R-E			1	0	1	vacant
150-340-001	V Low Den Res	R-E	2.18	1.32	1	0	1	Vacant
150-340-006	V Low Den Res	R-E	2.18	1.17	1	0	1	Vacant
150-340-008	V Low Den Res	R-E	2.18	1.18	1	0	1	Vacant
150-340-010	V Low Den Res	R-E	2.18	1.20	1	0	1	Vacant
							100	
156-060-002	High Den Res	R-M	11.22	6.61	74	0	74	Vacant
156-060-003	High Den Res	R-M	11.22	6.68	75	0	75	Vacant
156-060-004	High Den Res	R-M	11.22	6.78	76	0	76	Vacant
							225	
001-200-016	DT Res Trans	R-T	16.80	0.36	6	4	2	4 Units on 50% of site
001-200-020	DT Res Trans	R-T	16.80	0.32	5	0	5	Vacant
003-071-001	DT Res Trans	R-T	16.80	0.40	7	0	7	Vacant
003-071-019	DT Res Trans	R-T	16.80	0.22	4	1	3	1 Single Family Home
003-071-020	DT Res Trans	R-T	16.80	0.46	8	1	7	1 Single Family Home
003-074-004	DT Res Trans	R-T	16.80	0.13	2	1	1	1 Single Family Home
003-074-005	DT Res Trans	R-T	16.80	0.26	4	0	4	Vacant
003-074-016	DT Res Trans	R-T	16.80	0.50	8	1	7	1 Single Family Home
003-074-018	DT Res Trans	R-T	16.80	0.22	4	0	4	Vacant
003-074-026	DT Res Trans	R-T	16.80	0.34	6	See note	3	Retail on 50% of site

APN	General Plan	Zoning	Density	Acres	Capacity	Existing	Available	Notes
003-074-033	DT Res Trans	R-T	16.80	0.41	7	0	7	Outdoor Auto Storage
003-076-006	DT Res Trans	R-T	16.80	0.42	7	0	7	Vacant
003-076-010	DT Res Trans	R-T	16.80	0.30	5	0	5	Vacant
003-082-002	DT Res Trans	R-T	16.80	0.54	9	0	9	Vacant
003-084-007	DT Res Trans	R-T	16.80	0.17	3	0	3	Vacant
003-084-008	DT Res Trans	R-T	16.80	0.26	4	0	4	Vacant
003-084-010	DT Res Trans	R-T	16.80	0.64	11	See note	8	Church on 25% of parcel
003-084-012	DT Res Trans	R-T	16.80	0.23	4	0	4	Vacant
003-091-013	DT Res Trans	R-T	16.80	0.16	3	0	3	Vacant
003-091-016	DT Res Trans	R-T	16.80	0.16	3	0	3	Vacant
003-093-004	DT Res Trans	R-T	16.80	0.18	3	1	2	1 Single Family Home
003-093-018	DT Res Trans	R-T	16.80	0.49	8	0	8	Vacant
003-093-026	DT Res Trans	R-T	16.80	0.68	11	0	11	Vacant
003-093-029	DT Res Trans	R-T	16.80	0.32	5	0	5	Vacant
003-093-030	DT Res Trans	R-T	16.80	0.75	13	1	12	1 Single Family Home
							134	
TOTAL VACANT or UNDERUTILIZED							2143	

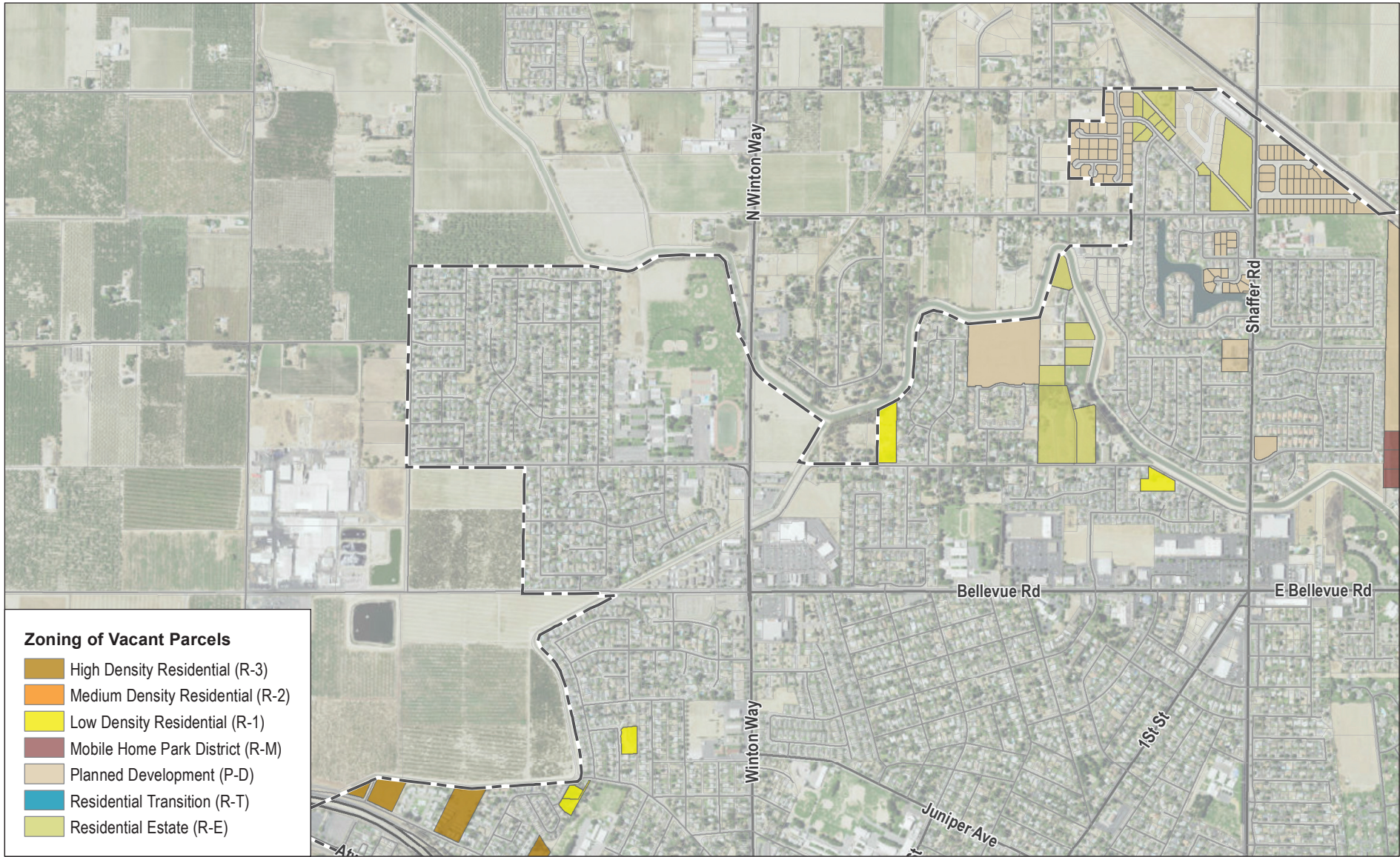
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Source: Merced County GIS Data 2012, City of Atwater 2015



Overview
Vacant and Underutilized Parcels
 City of Atwater Housing Element

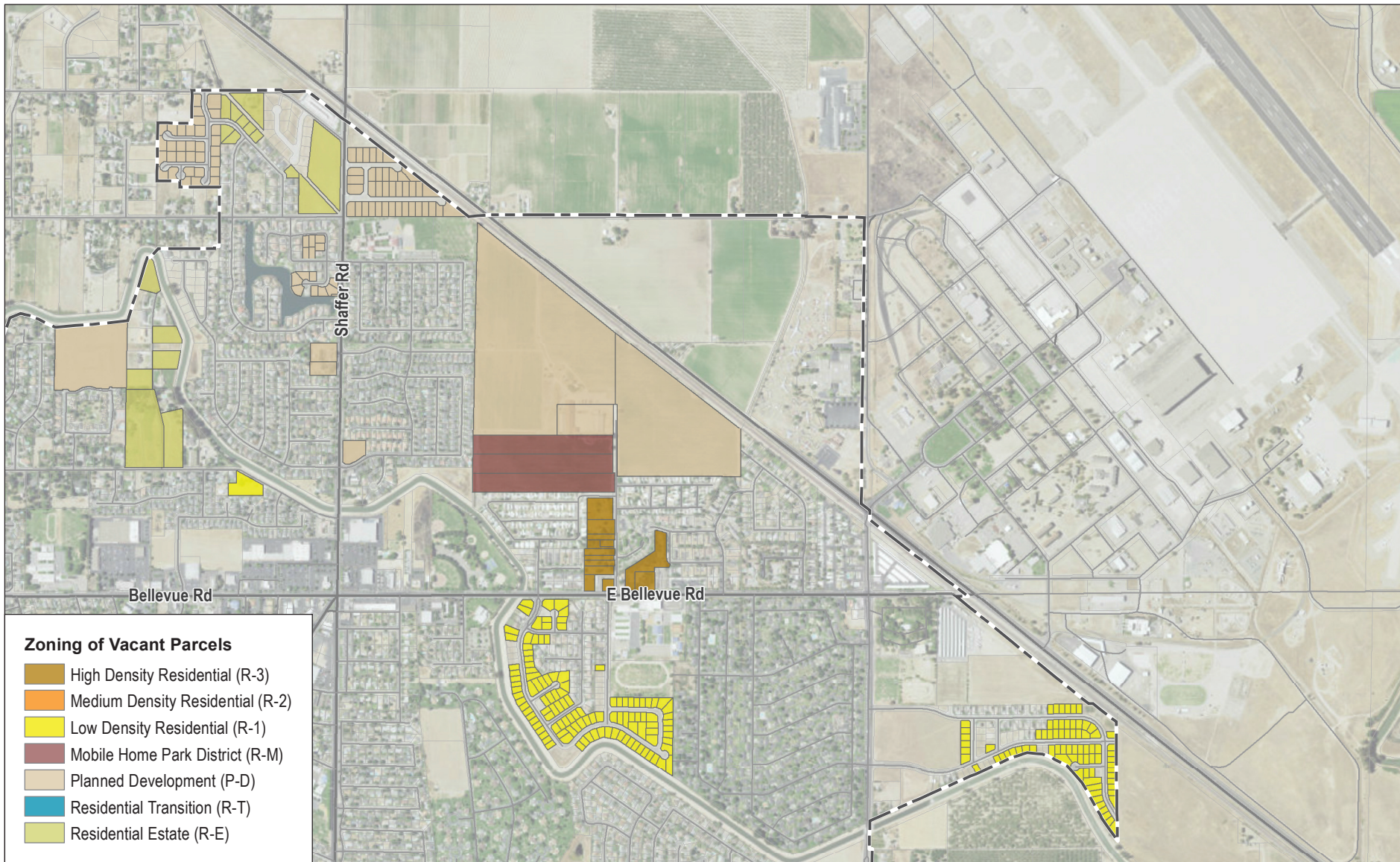


Source: Merced County GIS Data 2012, City of Atwater 2015



Northwest Quadrant
Vacant and Underutilized Parcels
 City of Atwater Housing Element





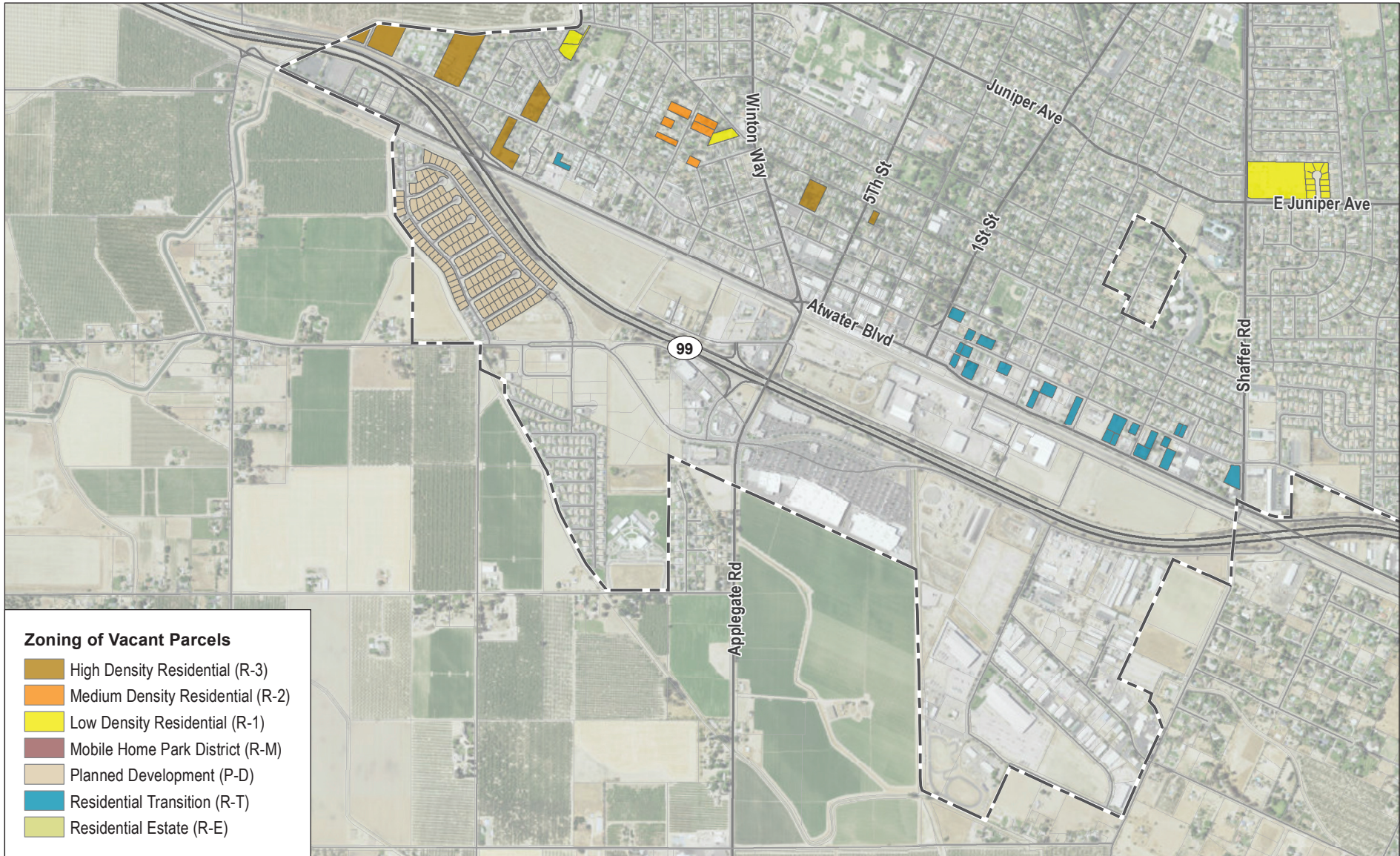
0 1,500 feet

Atwater City Limits

Source: Merced County GIS Data 2012, City of Atwater 2015



Northeast Quadrant
Vacant and Underutilized Parcels
 City of Atwater Housing Element



Zoning of Vacant Parcels

- High Density Residential (R-3)
- Medium Density Residential (R-2)
- Low Density Residential (R-1)
- Mobile Home Park District (R-M)
- Planned Development (P-D)
- Residential Transition (R-T)
- Residential Estate (R-E)



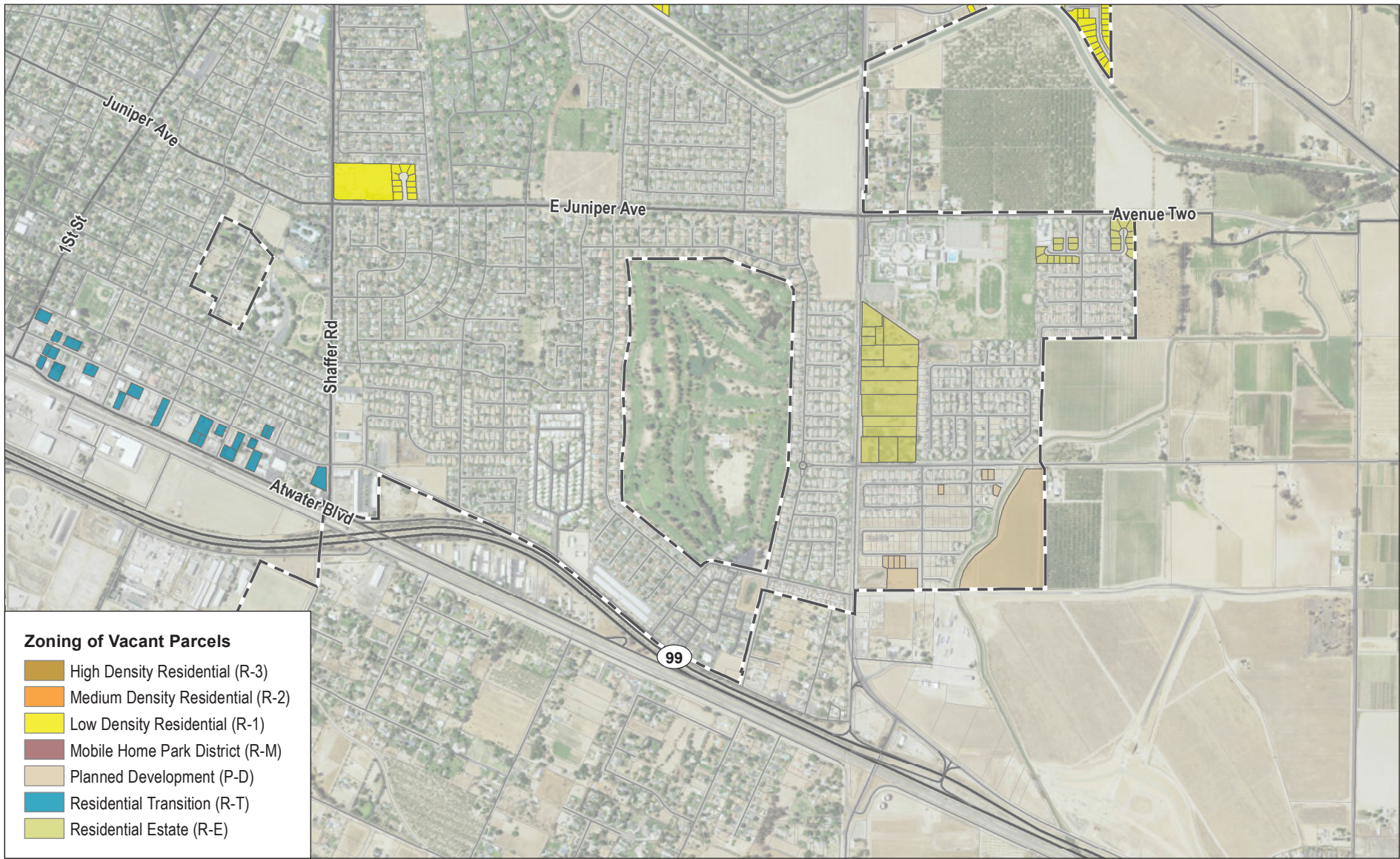
0 1,500 feet

Atwater City Limits

Source: Merced County GIS Data 2012, City of Atwater 2015



Southwest Quadrant
Vacant and Underutilized Parcels
 City of Atwater Housing Element



Source: Merced County GIS Data 2012, City of Atwater 2015



Southeast Quadrant
Vacant and Underutilized Parcels
 City of Atwater Housing Element



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