

2015-2023 HOUSING ELEMENT

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Prepared for:

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Figure 4-1: Vacant Residential Parcels

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Appendix A - Inventory of Vacant and Underdeveloped Residential Sites

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CHAPTER ONE – INTRODUCTION

The State of California has declared that "the availability of housing is of vital statewide importance and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order." Recognizing the importance of providing adequate housing, the State has mandated a Housing Element within every General Plan since 1969. This Housing Element, which addresses the 2014-2023 Regional Housing Needs Allocation, was created in compliance with State General Plan law pertaining to Housing Elements.

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

CONTENTS

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

- Evaluation of the 2010 Housing Element. The Evaluation of the 2010 Housing Element chapter evaluates accomplishments under the 2010 Housing Element in order to determine the effectiveness of the previous housing element, the City's progress in implementing the 2010 Housing Element, and the appropriateness of continuing the housing goals, objectives, and policies.
- Population and Housing Data. The Population and Housing Data chapter includes an analysis of population and employment trends, the City's fair share of regional housing needs, household characteristics, and the condition of the housing stock. Housing needs of special needs groups are described.
- Land and Infrastructure. The Land and Infrastructure chapter identifies resources available for the production and maintenance of housing, including an inventory of land suitable for residential development. This chapter also discusses availability of infrastructure and environmental constraints associated with development of the inventory of land.
- Constraints. The Constraints chapter reviews governmental constraints, including land use controls, fees, and processing requirements, as well as non-governmental constraints, such as construction costs, availability of land and financing, physical environmental conditions, and units at-risk of conversion, that may impede the development, preservation, and maintenance of housing. This chapter describes federal, state, and local financial resources and programs available to address the City's housing needs and goals.

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

RELATIONSHIP TO THE GENERAL PLAN

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

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

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

LAND USE

The Housing Element is most affected by development policies contained in the Land Use Element of the General Plan. The Land Use Element establishes the location, type, intensity, and distribution of land uses throughout the City. As such, the Land Use Element sets the upper limit of acreage which will be used for housing. The standards set in the Land Use Element determine the density to which residential areas can be developed and sets the upper limit for the number of housing units which can be developed in the City. The Land Use Element also addresses the development of other land uses such as industrial, commercial and professional offices which create demand for housing in the City. The housing sites identified in Chapter 4, Land and Infrastructure, are consistent with the sites identified in the Land Use Element. The Land Use Element was reviewed to determine if there was a need to update the element to address disadvantaged unincorporated communities. No revisions to the Land Use Element are needed as there are no disadvantaged unincorporated communities in the City’s Sphere of Influence.

URBAN BOUNDARY

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

TRANSPORTATION

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

COMMUNITY DESIGN

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

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

ECONOMIC DEVELOPMENT

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

OPEN SPACE, CONSERVATION, AND RECREATION

The Open Space, Conservation and Recreation Element focuses on the method by which water, soils, rivers, beaches and mineral resources may be used and preserved. The purposes of this element are as follows: To promote the protection, maintenance and use of the community's natural resources, with special emphasis on scarce resources and those that require special control and management; prevent the wasteful exploitation, destruction, and neglect of natural

resources; and, recognize that the natural resources of the community should be maintained for their ecological value as well as for their direct benefit to people. Additionally, the Open Space, Conservation and Recreation Element assure that open space be recognized as a scarce resource to be preserved; coordinate state and regional conservation plans at the local level; preserve unique or strategic natural resources for future generations; and, preserve land uniquely suited to the production of food and fiber. The interrelationship between the Open Space Element and other elements of the General Plan is one of the clearest. Among other things, state law specifies that building permits, subdivision maps or other projects may not be approved if they are not consistent with the Open Space Element. In addition, the Open Space Element also includes requirements for the dedication of land or payment of in-lieu fees to provide needed open space. These requirements can increase the cost of residential development. The sections relative to parks emphasizes preservation and recognizes the City's need to provide parks and recreation opportunities to meet the needs of the community.

NOISE

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

SAFETY

The Safety Element of the General Plan identifies hazards to public safety and appropriate mitigation measures to mitigate, to the fullest degree possible, the loss of property and life resulting therefrom. The Safety Element identifies hazards related to fire, geologic hazards, flooding, crime and storage of hazardous materials. The Safety Element identifies hazards resulting from earthquake activity, and appropriate mitigation measures. The affect of the Safety Element on the Housing Element is an indirect one related to the increase in cost of housing due to the required mitigation measures.

AIR QUALITY

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

PUBLIC SERVICES AND FACILITIES

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

APPLICATION AND FLEXIBILITY OF THE DOCUMENT

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

Community Participation

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

Future Housing Needs

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

Regional Housing Needs Allocation

A Regional Housing Needs Plan (RHNP) is mandated by the State of California for regions to address housing issues and needs based on future growth projections for the area. The intent of the RHNP is to ensure that local jurisdictions address not only the needs of their immediate

areas but also their fair share of housing needs for all economic segments. The regional housing needs allocation (RHNA) is developed to ensure that adequate sites and zoning are provided to address existing and anticipated housing demands during the planning period and that market forces are not inhibited in addressing the housing needs for all facets of a particular community.

Escalon was allocated a new construction need of 425 housing units in the San Joaquin County Regional Housing Needs Plan prepared by SJCOG for the 2014 to 2023 planning period. Of the allocated housing units, 60 are identified for extremely low income households, 43 for very low income households, 66 for low income households, 64 for moderate income households, and 192 for above moderate income households. As discussed in Chapters 3, 4, and 5, the City has adequate sites to accommodate its identified housing needs for all income levels as well as housing for special needs groups.

Sources

Several sources of information have been used to document recent demographic and housing trends in Escalon. Data from the U.S. Census (2010) and U.S. Census American Community Survey (ACS) (2010-2014) were used for many of the tables in this report. Other sources of data include the 2000 U.S. Census, state Department of Finance (DOF), Employment Development Department (EDD), SJCOG, the Zoning Code, other elements of the General Plan, and various other data resources.

CHAPTER TWO - EVALUATION OF THE 2010 HOUSING ELEMENT

Accomplishments under the 2010 Housing Element are evaluated in this chapter in order to determine the effectiveness of the previous housing element, the City's progress in implementing the 2010 Housing Element, and the appropriateness of the housing goals, objectives, and policies. This evaluation is conducted pursuant to Government Code Section 65588.

EFFECTIVENESS OF THE PREVIOUS HOUSING ELEMENT

The 2010 Housing Element program strategy focused on the accomplishment of policies and implementation of programs in the following six categories:

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

The 2010 Housing Element included 25 policies and 26 programs to assist in achieving its goals. Progress in achieving the quantified objectives of the 2010 Housing Element is identified in Tables 2-1 and 2-2. Table 2-1 identifies the 2007-2014 Regional Housing Needs Allocation (RHNA) and the City's progress in meeting the allocation. Table 2-2 summarizes the implementation programs associated with each overall goal/objective and, where applicable, the quantified objectives associated with the implementation programs. Table 2-1 also identifies whether each implementation program was implemented, the result, if it was successful, and whether it should be kept, modified, or removed in this update to the Housing Element.

The 2010 Housing Element identified a variety of programs to provide a range of housing types, promote housing affordability, improve existing neighborhoods and housing stock, and reduce housing discrimination. The City implemented many of the programs identified in the Housing Element and approved a significant amount of affordable units (significant in comparison to the existing inventory).

HOUSING PRODUCTION DURING RHNA PERIOD

The 2010 Housing Element specifically addressed housing needs for the City of Escalon from 2007 through 2014. Table 2-1 shows the total number of housing units built in the City during the 4th RHNA cycle and compares these units with the units required to be accommodated under the Regional Housing Needs Allocation (RHNA) provided by the San Joaquin Council of

Governments. During the 2007-2014 RHNA, 90 units were constructed in the City, including 7 unrestricted moderate income units and 83 market rate single family units. The 2007-2014 RHNA time period saw less variety in housing types than the previous cycles due to economic conditions. The downturn in the economy during the 2007-2014 RHNA caused many potential projects, including those with an affordable or multifamily component, to not be developed. One of the primary developments anticipated to provide 20 very low and 22 low income units, Heritage Park, was approved by the City during the 3rd Housing Element cycle, but subsequently litigated and placed on hold. The Heritage Park project was a large 487-unit single family subdivision that required annexation and the issues associated with the subdivision were not specific to the affordable housing component; the litigation associated with it should not be construed as a significant constraint to affordable projects. With the downturn in the economy, the Heritage Park project was not pursued by the developer. During the 2007-2014 period, the City also approved a residential care home for six developmentally disabled persons, but the project has not yet been constructed.

Table 2-1: 2007-2014 Regional Housing Needs Allocation versus Built Units

	Extremely Low and Very Low	Low	Moderate	Above Moderate
2007-2014 RHNA	112	72	87	224
Constructed Units	0	0	7	83
Remaining Units	112	72	80	141

APPROPRIATENESS AND EFFECTIVENESS OF HOUSING GOALS, POLICIES, AND PROGRAMS

The overarching goals and policies of the 2007-2014 Housing Element continue to be appropriate to encourage the City’s housing goals and will be kept in the Housing Plan. As discussed in Table 2-2, the majority of housing programs have been implemented or continue to be appropriate and necessary to encourage housing, including lower income and special needs housing. In most cases, the intent of the programs that continue to be applicable will be retained in the Housing Element, with revisions to address identified specific housing needs, constraints, or other concerns identified as part of this update.

As described above in the Housing Production discussion and shown in Table 2-1, during the 2007 through 2014 Housing Element cycle, a total of 90 housing units, including 7 units affordable to moderate income households, were developed. Overall housing development in the City was extremely limited during the 2007-2014 Housing Element cycle due to the downturn in the housing market. As previously discussed, the City approved projects with very low and low income units, as well as a special needs project, but these units were not built during the 2007-2014 period.

The Housing Plan included in this 2014-2023 Housing Element includes modifications to make programs more effective, clarify objectives, and ensure that the programs are implementable. See Chapter 6, Housing Plan, for the goals, policies, and programs of this Housing Element.

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
GOAL 1: PRESERVE AND IMPROVE ESCALON’S HOUSING AND NEIGHBORHOODS			
<p><u>Program 1-1 Maintain Residential Zoning</u> Retain existing residential zoning and discourage non-residential uses in these zones through maintaining Zoning Ordinance provisions that require:</p> <ul style="list-style-type: none"> • A use permit for all nonresidential uses in residential zoning, • Site plan approval of any residential use of more than three units and all nonresidential uses; and, • Construction of at least a 6 foot masonry fence to separate residential uses from non-residential uses. 	None	The City’s Zoning Ordinance is consistent with this program and the City continues to implement these requirements.	This program has been successful in maintaining residential uses in residential zones and will be kept in the Housing Plan (Chapter 6).
<p><u>Program 1-2 Neighborhood Improvements</u> Use available means to improve neighborhoods, including:</p> <ul style="list-style-type: none"> • Identify priorities for improvements in the City’s older residential neighborhoods, including curbs, gutters, and sidewalks; housing rehabilitation; and neighborhood improvement activities. Where needed improvements are identified in lower income areas, seek supplemental state funding for the improvements to supplement the City’s CDBG and HOME funds. If funding remains limited, focus on high priority activities. • Update the City’s Capital Improvement Program (CIP) to include capital improvements 	2 capital improvement projects in aging neighborhoods	While the City has not had any specific requests for improvements in lower income neighborhoods, the City has provided a range of improvements that benefit aging neighborhoods. Through the City’s Capital Improvements Program, the City has improved sidewalks impacted by street trees in aging neighborhoods, replaced water meters, and provided for replacement and upgrades of sewer, water, and storm drain facilities that serve the City, including its older neighborhoods. The City has used CDBG funds to make ADA improvements in neighborhoods and to improve access to public facilities. The City continues to allow residents to use	This program will be kept in the Housing Element to continue to encourage improvements in the City’s neighborhoods, including older and lower income neighborhoods.

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>that are identified as a high priority and to ensure that areas needing improvement are scheduled for funding at a specific time in the future.</p> <ul style="list-style-type: none"> Encourage homeowners to use Improvement Bond Acts under which residents can install curbs and gutters and have the cost added to their taxes. As the City undertakes capital improvements in older residential areas, the City will send out postcards to residents notifying them of the City’s improvements and describing the Improvement Bond Act program, including an estimate of the increase in taxes that would occur in association with the improvements. 		<p>improvement bonds to improve their curb, gutter, and sidewalk. As the City provides street and other infrastructure improvements, the City continues to encourage residents to take advantage of voluntarily improving their lot frontage. However, no residents used the Improvement Bonds program during the 2007-2014 planning period.</p> <p>The City’s funding for improvements in aging and lower income neighborhoods continues to be limited and it is important that the City continue to review the CDBG and CIP for opportunities and available funds for neighborhood improvements.</p>	
<p><u>Program 1-3 Housing Rehabilitation Program</u> Continue and expand the City’s Housing Rehabilitation Program through the following activities:</p> <ul style="list-style-type: none"> Assess continued participation in the Urban County and HOME Consortium for CDBG and HOME funds. Identify the City’s competitiveness in the State annual application process and determine whether the City would potentially increase funding through competing in the State Small Cities CDBG and HOME Programs. The analysis will also address whether the City would be able to continue to fund public services (fair housing, food bank, ADA improvements) should it leave 	<p>Rehab – 2 – 5 units/year</p> <p>Code Enforcement – 15 units/year</p>	<p>The City participates in the San Joaquin Urban County and HOME Consortium and receives CDBG and HOME funds through the Consortium. The City earmarks a portion of its funds for housing rehabilitation and homebuyer assistance activities. The City’s annual allocation is typically in the \$75,000 range for CDBG and under \$17,000 for HOME. CDBG funds are used for a variety of activities and services benefitting low income, disabled, and other special needs populations, so it has been difficult to provide a significant amount of assistance solely to housing programs with these funds.</p> <p>The City typically allocates \$15,000 to \$35,000</p>	<p>This program will be kept in the Housing Element to ensure that housing rehabilitation for lower income households continues to be a priority. However, the program will be revised to remove the language to consider participation in the Small Cities HOME and CDBG program. It will also be revised to coordinate with San Joaquin County to see if there is interest and capacity for the County to operate a CalHOME</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>the Urban County and HOME Consortium.</p> <ul style="list-style-type: none"> • Contact local and regional organizations that provide housing repair and rehabilitation assistance and identify interest in providing programs in Escalon. If there is interest, apply for CalHOME funds to supplement or replace the housing rehabilitation program offered to City residents through the County. • Make pamphlets available at City Hall, the public library, other public facilities, and on the City’s website that describe available housing rehabilitation and home repair programs. • Community Development, Building, Public Works, and Police Department staff shall coordinate to identify areas of the City with a high incidence of homes with deferred maintenance and target these areas for code enforcement. This should be completed in conjunction with identifying priority activities under Program 1-2. • Distribute program information in conjunction with continuing building code enforcement. 		<p>for housing activities. Due to the City’s limited funding, the City often needs to consolidate funds from two or more years to be able to provide significant rehabilitation assistance. During the 2007-2014 planning period, the City has provided housing rehabilitation assistance to two households through the Urban County and HOME Consortium and the County is currently processing a third application on behalf of the City.</p> <p>It was determined that it is not feasible for the City to participate in the State-administered Small Cities CDBG and HOME programs and that the City would benefit more from the guaranteed funding as well as program administration that is provided through participation in the San Joaquin Urban County and HOME Consortium.</p> <p>Applying for CalHOME funds was not feasible during the planning period. The City does not have the staff available to organize and administer a CalHOME grant and to provide oversight for an outside agency or firm to administer a program on the City’s behalf. However, it may be appropriate to work with the County to determine if the County would be able to administer a CalHOME or similar grant if the City was able to procure funding.</p> <p>The City continues to enforce City codes where housing exhibits deferred maintenance and</p>	<p>or similar grant on behalf of the City, if the City is able to procure the funds.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
		<p>housing issues. While the City provides housing rehabilitation program information in conjunction with code enforcement and through a variety of local venues, the funding for housing rehabilitation is extremely limited.</p> <p>This program has been effective in providing housing rehabilitation activities.</p>	
<p><u>Program 1-4 Redevelopment Agency Feasibility Study</u></p> <p>Continue efforts to establish a Redevelopment Agency, including an analysis of the costs to establish the agency versus the amount of tax increment funding that may be generated, identification of potentially blighted areas, identification of how the agency would assist the City in meeting its low and very low housing needs, and identify potential job creation to enhance the jobs to housing balance in the community.</p>	<p>Feasibility analysis</p>	<p>Following adoption of the 2010 Housing Element, State law removed the ability to create a redevelopment agency and mandated closure of redevelopment agencies statewide. Therefore, this program was no longer applicable and was not implemented.</p>	<p>This program is no longer applicable and will be removed from the Housing Plan.</p>
<p><u>Program 1-5 Condominium and Mobile Home Conversions</u></p> <p>Manage conversion of apartments and mobile homes to non-affordable housing or other uses through the following:</p> <ul style="list-style-type: none"> • Amend Chapter 16.08, Condominiums, Community Apartments, and Stock Cooperatives, of the Escalon Municipal Code to require applicants for conversion of existing rental housing to: 1) perform an analysis of the existing housing stock in the City that addresses whether adequate units of similar 	<p>Revised Chapters 16.08 and 16.09</p>	<p>The Municipal Code was amended as described in Program 1-5. This program has been implemented and will ensure appropriate analysis of potential apartment conversions and will ensure appropriate relocation activities and assistance in the event of the conversion of apartments or mobile home parks to non-affordable housing or other uses.</p>	<p>This program has been implemented and will be removed from the Housing Plan.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>stock exist, vacancy rates for similar stock, and other factors to ensure that the conversion will not reduce the variety of housing stock in the City or limit housing choice, particularly choice of rental units affordable to very low and low income households, and 2) prepare a relocation plan for affected residents.</p> <ul style="list-style-type: none"> Amend Chapter 16.09, Mobile Home Park Conversion, of the Escalon Municipal Code to require development of a relocation plan and relocation assistance when units are converted, in addition to existing requirements. 			
<p><u>Program 1-6 Conversion of Affordable Units</u> Conserve the existing supply of subsidized and below-market-rate housing to insure that affordability is preserved through an early warning system and timely application of state and federal grant funds for conservation.</p> <ul style="list-style-type: none"> Contact owners/operators of subsidized multi-family housing at least annually to determine the status of at-risk units. Revise the Zoning Ordinance to require a one year notice to residents, the City, and local affordable housing developers of all proposed conversions of assisted affordable (extremely low, very low, low, and/or moderate income) housing units, ensuring consistency with state law. Following revision of the Zoning Ordinance, 	<p>Revised Zoning Ordinance</p>	<p>There is only one subsidized multifamily project in the City. The City has contacted the owners of the project as part of the 2010 Housing Element and it was indicated that there were no plans to convert the project to market rate housing. The City updated the Zoning Ordinance to require a one-year notice to residents, the City, and local affordable housing developers of proposed conversions of assisted affordable housing units and provided this information to the affordable housing project in the City. To date, no notices of conversion have been received.</p>	<p>This program has been implemented and will be modified to include continued monitoring through the City's noticing program required by the Zoning Ordinance and through review of any notices provided to the State in accordance with State law.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
provide the owner of each assisted affordable housing complex in the City with the noticing requirements.			
GOAL 2: FACILITATE AND ENCOURAGE DEVELOPMENT OF HOUSING TO MEET THE CITY'S HOUSING NEEDS			
<p><u>Program 2-1 Adoption of the Latest Model Codes</u></p> <p>The City will review the model codes adopted by the State and adopt changes to the City's codes, as appropriate, to provide for safe and decent housing, accessible development, and energy-efficient/energy-conserving practices.</p>	None	The City has adopted the 2013 California Building Standards Code, as described in the Constraints discussion. This program continues to be effective in ensuring that the City reviews and adopts the State codes in a timely manner.	This program continues to be appropriate and will be kept in the Housing Plan.
<p><u>Program 2-2 Urban Residential Densities and Density Bonuses</u></p> <p>The City will continue, on an ongoing basis, to monitor its policies and ordinances to provide for the most efficient densities without detriment to the small town character of the City. The City should continue to implement compact, smart growth principles such as traditional neighborhood design and traffic calming techniques.</p>	None	Following the 2010 Housing Element, the City revised the Land Use and Circulation Elements of the General Plan to address neighborhood design and traffic issues. The Circulation Element revisions encourage pedestrian and bicycle connections to residential neighborhoods and ensure that transportation control measures and congestion management strategies are applied to long-term planning activities and large-scale new development projects. The Land Use Element changes encourage a land use pattern that locates compatible uses in close proximity to one another and accommodates reduced vehicle trips, provide for preservation and enhancement of existing neighborhoods and commercial districts with transit- and pedestrian-oriented design, and prioritizes development of vacant and underutilized in-fill	This program remains appropriate and will be kept in the Housing Plan.

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
		<p>parcels. This program has been effective in encouraging the City to implement policies and programs that focus on compact growth principles with traditional neighborhood design and reduced vehicle emphasis.</p>	
<p><u>Program 2-3 Affordable Housing Incentives</u> Continue to provide incentives and mechanisms that promote development of affordable housing, including multifamily, that is affordable to a range of incomes including extremely low, very low, and low, including:</p> <ul style="list-style-type: none"> • Allow duplexes to be built on corner lots in the R 1 zoning district, provided that each unit faces a separate street so that the duplex looks like a single family dwelling from either street; • Grant density bonuses commensurate with State Density Bonus law; • Exempt one of two multi-family units in accordance with the Growth Management Ordinance; • Guaranteed building permits for affordable senior housing under the Growth Management Ordinance; • Exempt dwelling units provided for extremely low, very low and low income persons, with at least a 50-year deed restriction, from the Growth Management Ordinance building permit allocation; 	<p>30 very low, 30 low, and 15 moderate income units</p>	<p>The City has continued to provide incentives and mechanisms to encourage and promote affordable housing development. The City did approve one project with an affordable component, Heritage Park, however, this project was placed on hold and is no longer active. There was very little interest in developing new residential subdivisions or multifamily projects during the second half of the planning period, due to the recession. The majority of development during the planning period was limited to in-fill lots in existing, partially developed subdivisions. No developers have requested the City’s assistance with applications for federal or state programs associated with affordable housing.</p> <p>The City has prepared a brochure that describes available incentives and resources for affordable and special needs housing development. It is anticipated that the recent upturn in residential development in the County will result in increased interest in development in Escalon in the next few years. Once there is an increase in development activity, this program will be an important tool</p>	<p>This program continues to be appropriate and will be kept in the Housing Plan. The program will be revised to review and update the City’s brochure as necessary to reflect any new incentives or housing resources as they become available.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<ul style="list-style-type: none"> • Permit the use of the density bonus for the provision of low and moderate income housing units; • Permit second dwelling units in accordance with State Law; • Allow relaxation of development standards and innovative housing types, such as zero lot line developments; • Permit full utilization of existing lots that do not meet lot size or setback requirements, as allowed by Chapter 17.46 of the Zoning Ordinance; and • Expedite processing of affordable units, including extremely low, very low, and low income. <p>The City will prepare a brochure or brochures describing various incentives, mechanisms, and funding programs for providing affordable housing in the City, including density bonuses and secondary dwelling units. The brochure shall provide examples of how the density bonus program can be used by a developer to increase unit yield while providing on-site affordable units.</p> <p>The City will also support applications for affordable and special needs projects through seeking funding for extremely low, very low, and low income units through available funding sources, such as CalHOME, Affordable Housing Initiative Program, and other sources. If the City has requests for financial assistance for multiple</p>		<p>to inform developers of available incentives and resources for affordable housing.</p> <p>While affordable housing was not built, the City did make an effort to encourage the development of affordable housing. During the 2007-2014 period, 20 very low, 22 low, and 22 moderate units were approved in the Heritage Park project that was not constructed. The City also approved a small residential care home for developmentally disabled persons during the planning period, but the home has not yet been built.</p>	

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
projects, projects providing extremely low income housing will receive priority.			
<p><u>Program 2-4 Affordable Housing Ordinance</u> The City will revise the Affordable Housing Ordinance to:</p> <ul style="list-style-type: none"> • reduce the minimum lot size for affordable units to the minimum lot size in the development, with the exception of duplex units which must have a combined lot size that is equal to or greater than the median lot size in the development; • in cases where it is infeasible to construct the units on-site as single family for-sale housing, allow the affordable units to be constructed on-or off-site as either multi-family or single family rental housing; • provide for a reduction or waiver of the affordable housing requirement if: 1) the requirement presents an undue hardship that would render the project financially infeasible, 2) the project applicant can demonstrate the absence between the specific impact of the development and the affordable housing requirement, or 3) the project applicant can demonstrate that the requirement would raise the cost of the units they will develop that will be available for entry-level buyers (those earning up to 120 percent of the median income) beyond the reach of the buyers; and • identify additional incentives for affordable 	None	The City updated the Affordable Housing Ordinance, as described by Program 2-4. The City has not had any new projects subject to the Affordable Housing Ordinance.	This program has been implemented and will be removed from the Housing Plan.

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>units, including but not limited to:</p> <ul style="list-style-type: none"> ○ prioritize processing of entitlements and growth allocations for development projects that provide affordable units or pay in-lieu fees, with prioritization first given to projects that provide the units on-site, then to projects providing the units off-site, then to projects providing land, then to projects paying an in-lieu fee; ○ defer payment of fees for the affordable units until issuance of a certificate of occupancy or six months after building permit issuance, whichever is earlier; ○ apply for CalHOME or BEGIN funding to assist developers that provide affordable units, if developers are interested in using these funding sources. If these funds are received, the City will provide targeted financial assistance for the construction of very low and low income units to off-set the cost of fees for the affordable units; and ○ a density bonus of either: 1) one additional market rate unit for each two affordable units constructed, or 2) one additional market rate unit per every 10 units worth of in-lieu fees collected. ○ Note: The Affordable Housing Ordinance currently allows a developer to request one or more incentives including a density 			

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>bonus, fee waiver, waiver of development standards, or financial assistance.</p> <p>The City will revise its planning application for development projects to include a section on the affordable housing requirement and available incentives to provide the affordable housing. Requests for fee waivers or reductions and funding assistance will be considered on a project-by-project basis, based on the: 1) anticipated impacts of the project and nexus for a fee reduction or waiver, and 2) availability of funds to provide financial assistance.</p> <p>The City will evaluate implementation of the Affordable Housing Ordinance on an annual basis, including project applications, estimated affordable housing requirements, fee collection, and actual construction of affordable housing units. If the Affordable Housing Ordinance presents an obstacle to the development of the City’s fair share of regional housing needs, the City will revise the ordinance accordingly.</p>			
<p><u>Program 2-5 Small Lot Consolidation and Development</u></p> <p>Encourage consolidation and development of small multi-family parcels.</p> <ul style="list-style-type: none"> • Provide incentives, such as staff assistance and financial assistance through available affordable housing funding sources, to encourage owners of small, contiguous parcels appropriate for affordable housing, including 	None	As part of the update to the Zoning Code to implement the 2010 Housing Element, the City revised the density bonus provisions to provide up to two incentives to a multifamily project of two or more units that requests consolidation of two or more small, contiguous lots. This change to the Zoning Code encourages multifamily development that includes lot consolidation. The City did inform owners of	It continues to be appropriate to encourage lot consolidation, so the remaining portion of this program will be kept in the Housing Plan.

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>those parcels southwest of the McHenry Avenue/Highway 120 intersection, to consolidate lots.</p> <ul style="list-style-type: none"> • Inform owners of small, contiguous multi-family parcels of available incentives for lot consolidation and encourage owners to take advantage of such incentives. • Assist affordable housing developers with the purchase and consolidation of small, contiguous parcels, through providing staff assistance and financial assistance, when available through CDBG, HOME, or other appropriate funds. 		<p>parcels affected by this program of the incentives but has not had any requests for lot consolidation. While this program has not resulted in any multifamily projects involving lot consolidation, it is anticipated that interest in multifamily development will increase during the 2014-2023 planning period as housing development has begun to increase throughout the County.</p>	
<p><u>Program 2-6 Growth Management Ordinance</u> The City will revise the Growth Management Ordinance to further accommodate extremely low, very low, and low income units. The Growth Management Ordinance will identify that extremely low, very low, and low income units will receive an allocation on a two for basis, meaning two affordable units will be permitted for each allocation received.</p> <p>The City will revise Section 15.04.070.A.1 to increase the number of allocations that may be allocated during the secondary allocation period to 25 allocations.</p> <p>The City will evaluate implementation of the Growth Management Ordinance on an annual basis, including requested allocations by types of</p>	<p>None</p>	<p>The City revised the Growth Management Ordinance as described by Program 2-6. The City has not rejected an application since inception of the GMO. While the City has not had applications that exceed available allocations, it continues to be important that the City monitor the GMO to ensure that it does not become a constraint to growth.</p>	<p>This program will be modified to remove the changes to the Growth Management Ordinance that have been implemented. This program will be kept in the Housing Plan with the provisions to monitor the GMO on an annual basis and to make revisions if necessary will be retained.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>units (single family, multi-family, and mobile homes) and allocations by affordability level. The City will seek input from development and affordable housing stakeholders, including the Building Industry Association, development community, and affordable housing advocates, in reviewing the effects of the Growth Management Ordinance. If the Growth Management Ordinance presents an obstacle to the development of the City’s fair share of regional housing needs, the City will revise the ordinance accordingly. Potential revisions may include:</p> <ul style="list-style-type: none"> • Increasing the number of units that may be rolled over (e.g., allowing 125 allocations rather than 100 with up to 75 new allocations) • Providing an annual allocation of units specifically for multifamily units (e.g., 30 units set aside each year for multi-family projects); • Providing an annual allocation of affordable units (e.g., 30 units set aside each year for affordable units); • Prioritizing multi-family and affordable projects until the City has met its share of the regional housing need; and/or • Prioritizing allocations for projects that include multi-family or affordable units. 			
GOAL 3: PROVIDE ADEQUATE SITES FOR HOUSING			
<p><u>Program 3-1 Provision of Public Services</u> The City will continue with its efforts to expand and</p>	None	As part of the City’s CIP, the City has prioritized water and wastewater improvements	This program will be updated to reflect the current needs

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>improve the sewer and water system serving the City. The City has adopted master storm drainage, sewer, and water plans that will permit service to all segments of the general plan area. These plans shall be implemented as needed to provide service to developing areas to the extent the improvements are needed to accommodate the City's fair share of regional housing needs. Implementation actions will include the following:</p> <ul style="list-style-type: none"> • Review available funding sources including the State Revolving Fund Loans, State Infrastructure Bank Loans, bonds or assessment district financing, federal infrastructure financing, and commercial bank loans to determine appropriate financing sources; • The City will apply for appropriate and available funding sources to assist in construction of the wastewater facility improvements. If there are grant programs with funding available for the planning or construction of the Near-Term Improvements, or the first phase of the Near-Term Improvements, the City shall apply for such funding no later than December 2010; • Develop appropriate adjustments to sewer connection and development impact fees by December 2010 to ensure that new development, particularly in areas proposed for annexation, will fund its fair share of 		<p>necessary to serve existing residents and, when funding is available, improvements to accommodate planned development.</p> <p>No grant programs have been identified that would be appropriate to provide supplemental funding for the water and wastewater improvements needed to serve planned development. The City's funds for improvements to serve new development have been extremely limited as water and wastewater system expansions are primarily funded on a fair-share basis and limited fees have been collected in recent years due to the low rate of development. The City is in the process of having a Development Impact Fee Update and Nexus Study prepared that will address funding for planned infrastructure improvements necessary to serve new development.</p> <p>The City completed a Wastewater Rate Study in January 2016 that addresses rate increases necessary to provide on-going operation of the City's wastewater system. The City has begun implementing the sewer system Near-Term Improvements (Phase I), including completion of cost and engineering studies and construction improvements to the site of the new McHenry Avenue lift station. Phase 2 of the new McHenry Avenue lift station is anticipated to be funded in 2016/17.</p>	<p>associated with the City's water and wastewater improvements needed to serve new development.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>necessary infrastructure improvements;</p> <ul style="list-style-type: none"> Undertake the planning, engineering, and design of the next phase of wastewater facility improvements by March 2011; Commence construction of the wastewater facility improvements when adequate fees are collected and when the economy supports new development, but no later than when the available capacity for equivalent dwelling units (EDUs) decreases to 75; and Resume processing of annexation applications once fees have been appropriately adjusted and no later than March 2011, if 1) infrastructure and 2) the economy can support development in the annexation areas. 		<p>The City completed a City-wide Water System Evaluation in February 2016. Well No. 1 has sustained minor damages during repair and no longer meets State nitrate requirements. Well No. 1 is not repairable and the City is evaluating replacement of Well No. 1 versus increasing capacity of existing wells. The Water System Evaluation recommended replacing Well No. 1 with an increased capacity well in order to increase overall system capacity. There are four phases of improvements that are associated with replacement of Well No. 1. The City has identified the Drinking Water State Revolving Fund as a potential source for the improvements and is evaluating other potential sources.</p>	
<p><u>Program 3-2 Encourage Mixed Use and Residential Development in Commercial Areas</u></p> <p>Encourage mixed use and residential development in commercial areas through:</p> <ul style="list-style-type: none"> Amending the Zoning Ordinance to allow multi-family residential as a permitted use with a Precise Development plan in at least one commercial zone. Provide reduced development standards, such as decreased setbacks or parking requirements, for mixed use developments with second floor residential development in commercial areas and for mixed use or 	None	<p>The Zoning Code was amended to allow multi-family uses in the C-2 zone as a permitted use with a preliminary development plan. Reduced development standards for mixed use projects can be addressed through the preliminary development plan process.</p>	<p>This program will be updated to remove the component to amend the Zoning Ordinance, as that has been implemented. The program will continue the provisions to encourage mixed use development.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
residential projects in commercial areas that provide connectivity to transit, encourage alternative modes of transportation, and have proximity to services.			
<p><u>Program 3-3. Infrastructure Reimbursement Agreements and Cost Participation.</u></p> <p>The City will continue to encourage developers to provide the necessary long-range infrastructure associated with development through the filing of reimbursement agreements with developers. The City will seek to find funding sources to off-set the cost of infrastructure improvements for very low and low income units in order to encourage development of affordable units.</p>	None	While the City did not enter into any new agreements with developers to address long-range infrastructure funding since adoption of the 2010 Housing Element, this remains an important tool that may be appropriate when residential development increases in the City. The City has reviewed potential funding sources for infrastructure improvements and is looking at whether USDA funds would be appropriate for water and wastewater projects.	This program continues to be appropriate and will be kept in the Housing Element.
<p><u>Program 3-4 Housing Element Monitoring Program</u></p> <p>The City will prepare an annual report describing progress implementing the Housing Element; building permits issued during the year; number of affordable, senior, multi-family, and mobile home units exempted from the Growth Management Ordinance; and construction of very low, low, and moderate income units. The Annual Report will address the requirements of Government Code 65400. Submit this report to the Department of Housing and Community Development within 30 days after review by the City Council.</p>	None	The City has prepared annual reports identifying Growth Management Ordinance allocation requests but did not include the additional annual report information due to staffing limitations. The annual reports will be expanded to include the full Housing Element annual report. The City has recently increased its planning staff and will be able to implement this program in future years.	This program continues to be appropriate and will be revised to require the annual report to be expanded beyond the Growth Management Ordinance allocation report and to include all of the information currently identified in Program 3-4.
<p><u>Program 3-5 Multi-family Zoning</u></p> <p>The City will revise the Zoning Code to only permit</p>	None	The Zoning Code was updated to limit single	This program has been

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>development of single family units in the R-3 zoning district if the single family unit(s) are: 1) replacing an existing single family unit on a one for one basis, 2) on an existing lot of 6,000 square feet or less, or 3) are part of a housing development with the majority of units affordable to extremely low, very low, and/or low income households.</p>		<p>family development in the R-3 zoning district as described. This program has been effective in ensuring that R-3 parcels will not be developed with single family uses, except in the limited circumstances described.</p>	<p>implemented and will be revised to require the City to continue to enforce the zoning provisions for the R-3 district, including limitations on single family development.</p>
<p>GOAL 4: EXPAND HOUSING OPPORTUNITIES FOR THE ELDERLY, HANDICAPPED PERSONS, HOUSEHOLDS WITH EXTREMELY LOW TO MODERATE INCOMES AND FOR PERSONS WITH SPECIAL HOUSING NEEDS</p>			
<p><u>Program 4-1 Removal of Constraints</u> Continue to assess and update the Zoning Ordinance, Escalon Municipal Code, and City procedures to remove constraints and address changes in state law, particularly regarding housing for special needs groups, including seniors, the disabled (consistent with requirements of SB 520), large families, farmworkers, and homeless.</p> <p>In response to SB 520, the City will also make dwellings adaptable and accessible for disabled persons by assigning funding priority, where feasible, to housing rehabilitation cases in which accessibility improvements are planned, and where such improvements are the only ones necessary. The City shall also continue to enforce ADA compliance during all permit processes for new construction and rehabilitation.</p> <p>The City will also conduct a midterm analysis and determine whether there are constraints on the development, maintenance and improvement of</p>	<p>Municipal Code revisions</p>	<p>The City reviews changes to the Municipal Code, including the Zoning Code, and City procedures for the potential to constrain fair housing choice. The City reviewed the Analysis of Impediments to Fair Housing prepared for the San Joaquin Urban County and HOME Consortium and also reviews the Consolidated Annual Performance and Evaluation Reports prepared by San Joaquin County on behalf of the Urban County and HOME Consortium to ensure that potential constraints to fair housing and housing for special needs groups are addressed. Constraints identified through this analysis have been and are being addressed as described under Program 5-2.</p> <p>The City enforces ADA requirements through review of development projects and building permit applications.</p> <p>The City is in the process of adopting Reasonable Accommodation procedures to</p>	<p>This program has been successfully implemented and will be kept in this Housing Element update, with revisions to replace the midterm analysis with ongoing review of changes to the Municipal Code and other City plans and procedures.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>housing intended for persons with disabilities, consistent with Senate Bill 520, and report its findings in the annual General Plan Status Report to City Council. The analysis will include an evaluation of existing land use controls, permit and processing procedures and building codes. If any constraints are found in these areas, the City will initiate actions within six months of the completion of the evaluation to address them, including removing the constraints or providing reasonable accommodation for housing intended for persons with disabilities.</p> <p>The City will also establish reasonable accommodation procedures to provide exception in zoning and land-use for housing for persons with disabilities protected under fair housing law. This will include, but not be limited to, procedures to address accessibility improvements, including the installation of ramps, walkways, grab bars, raised counters, and lighting, and shall identify improvements that are exempt from building permit requirements. Reasonable accommodation will be permitted through a ministerial process, provided: 1) the requested accommodation would not impose an undue financial or administrative burden on the City, and 2) the requested accommodation would not require a fundamental alteration in the nature of the City's land-use and zoning program.</p> <p>The City shall prepare handouts to provide</p>		<p>ensure that households with a disabled member have a simplified and streamlined process to request improvements and modifications to accommodate a disability.</p> <p>This program is effective in ensuring that the City considers potential constraints to housing for special needs groups, including the disabled.</p>	

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
information to all interested parties regarding accommodations in zoning, application of building codes, and permit processes for persons with disabilities.			
<p><u>Program 4-2 Special Needs Housing Coordination</u></p> <p>Assist other agencies serving Escalon to address special needs housing, as needed and feasible. Provide a handout that identifies available housing programs and services for lower income households and special needs groups and make the handout available at City Hall, the library, and the City website.</p>	None	<p>The City coordinates with multiple service and housing providers through the San Joaquin Urban County and HOME program. The City has worked with Escalon Covenant Church to review and approve a small group home for developmentally disabled persons. The City extended the approvals in order to provide the project applicant additional time to prepare for the development of the project.</p> <p>The City did prepare a handout describing available programs and services and makes it available at City Hall, the library, and the City's website. This program has been effective in providing information on housing and services available for special needs groups.</p>	This program will be expanded to address organizations providing services for special needs groups as well as housing. This program remains applicable and will be kept in the Housing Plan.
<p><u>Program 4-3 Incentives for Senior, Disabled, Large Families, and Special Needs Housing</u></p> <p>Revise the Zoning Ordinance to identify specific incentives for special needs housing. Senior and disabled housing can be incentivized through flexible parking, setback, lot coverage and other standards, where found to be consistent with maintaining the character of the surrounding neighborhood. Large family housing (three or more</p>	None	This program was implemented and the Zoning Ordinance has been updated to provide incentives, including relaxed development standards as well as other concessions, for special needs housing. Under State density bonus law, density bonuses and incentives are provided for senior housing projects serving moderate and lower income households. The City's density bonus program was expanded to provide up to two incentives for qualified	This program will be revised to remove the requirement to change the Zoning Ordinance since that has occurred. The program will provide for continued provision of incentives for housing for seniors, disabled, and large families.

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
bedrooms) can be incentivized through reduced setbacks or a density bonus for projects, particularly multifamily, with 20 percent or more large units.		projects that provide housing for disabled persons and housing for large families. This program has been effective in establishing a City mechanism to encourage housing for disabled persons and large families.	
<p><u>Program 4-4 Seek Available Funding</u> Seek and aggressively pursue available State and Federal assistance for City and non-profits (CDBG, HOME, etc.) to develop affordable housing for seniors, large-families and households with children and others with specialized housing needs when there is a request from a developer for an affordable housing project appropriate for the City. If no new affordable housing construction projects are identified, the City will pursue funding for First Time Homebuyer, housing rehabilitation, and other programs that will provide housing assistance but may not result in the development of housing for special needs groups.</p>	None	The City has not received any requests to develop affordable housing or special needs housing. The City has continued to provide for affordable housing opportunities through first time homebuyer assistance and housing rehabilitation programs with available CDBG and HOME funds. This program has been effective in providing for affordable housing programs through available funding sources and continues to encourage affordable and special needs housing when there is interest from the development community.	This program remains appropriate and will be kept in the Housing Plan.
<p><u>Program 4-5 Emergency Shelters and Transitional/Supportive Housing</u> Revise the Zoning Ordinance to allow emergency shelters, transitional housing, and supportive housing consistent with the requirements of state law (Government Code Section 65583(a)(4,5). At least one emergency shelters will be allowed by right in the M-1 or M-2 zoning district. The Zoning Ordinance can include objective criteria, such as</p>	None	The Zoning Ordinance was updated following adoption of the 2010 Housing Element to allow transitional and supportive housing consistent with the requirements of State law. Since that time, the Government Code has been amended to include specific definitions for transitional and supportive housing. As described in the Constraints discussion, the Zoning Ordinance will need to be updated to reflect the changes	This program remains appropriate and will be kept in the Housing Plan to be implemented concurrently with the adoption of this Housing Element Update.

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>hours of operation, for approval of the shelter but may not include a discretionary review process. The M-1 and M-2 districts have multiple available sites with capacity to meet the City’s homeless needs identified in Chapter 3.</p> <p>Revise the Zoning Ordinance to identify transitional and supportive housing as allowed uses in the residential zoning districts and subject only to the same standards as other residential uses within each district consistent with the requirements of state law.</p>		<p>in State law. The City is currently making these changes, which will be adopted concurrently with this Housing Element Update.</p> <p>The City is currently updating the Zoning Ordinance to allow emergency shelters by right in the M-1 zoning district, subject to standards allowed by State law. This revision was overlooked in the Zoning Ordinance update following adoption of the 2010 Housing Element. The revision to the Zoning Ordinance to address emergency shelters will be adopted concurrently with this Housing Element Update.</p>	
<p><u>Program 4-6 Group Homes</u></p> <p>Revise the Zoning Ordinance to address approval of group homes pursuant to state law including, but not limited to, Health and Safety Code 1267.8 requiring to specify siting and permit requirements for small group homes, including intermediate care facilities for the developmentally disabled, serving six or fewer persons in any residential zone. Clearly stated requirements for approval of group homes will be provided in order to give greater certainty to an applicant and remove an impediment to fair housing choice for elderly, disabled or persons with special needs.</p>	None	<p>The City amend the Zoning Ordinance to define small group homes as a single family residential use, subject to the same requirements as a single family dwelling in all zones that allow single family dwellings. However, the table listing permitted uses as Section 17.11. was not updated to treat small group homes the same as single family residential uses. This correction is being made and will be adopted concurrently with this Housing Element Update.</p>	<p>This program is being implemented and will be kept in the Housing Plan.</p>
GOAL 5: ELIMINATE HOUSING DISCRIMINATION			
<p><u>Program 5-1 Equal Housing Opportunity</u></p> <p>Refer all complaints of housing discrimination to</p>	None	<p>The City refers fair housing and discrimination complaints to the San Joaquin Fair Housing</p>	<p>This program will be kept in</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>the San Joaquin Fair Housing Association, or other organization with commensurate purpose, for action. The Planning Department will continue to be responsible for receiving complaints in regard to housing discrimination and will maintain a log of referrals to the San Joaquin Fair Housing Association. The City will continue provide an informational outreach program, including handouts regarding fair housing law and tenants rights.</p>		<p>Association, which the City funds through its CDBG/HOME allocation through the Urban County and HOME Consortium. SJFHA is experienced with dealing with fair housing issues and can provide Escalon’s residents with more resources than the City could if it undertook providing these services in-house. The City continues to make fair housing brochures available at City Hall. This program remains appropriate and effective.</p>	<p>the Housing Element.</p>
<p><u>Program 5-2 Removal of Impediments to Fair Housing</u> Continue to review updates to the San Joaquin County Impediments to Fair Housing Study and determine whether additional programs/actions are necessary to remove impediments. If additional programs are necessary, implement such programs within one year of identifying the impediment to fair housing.</p>	<p>None</p>	<p>The City reviewed the Analysis of Impediments to Fair Housing prepared for the San Joaquin Urban County and HOME Consortium and also reviews the Consolidated Annual Performance and Evaluation Reports prepared by San Joaquin County on behalf of the Urban County and HOME Consortium to ensure that potential constraints to fair housing and housing for special needs groups are addressed.</p> <p>The most recent Analysis of Impediments was completed in May 2010, following adoption of the 2010 Housing Element. The Analysis of Impediments identified the potential to develop multi-family housing sites with single family developments as an impediment to developing higher density housing and also recommended that the Zoning Ordinance be amended to address emergency shelters, transitional housing, and supportive housing.</p>	<p>This program will be kept in the Housing Element.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
		<p>The City has updated the Zoning Ordinance to only allow single family housing in R-3 zones under very limited circumstances, as described under Program 3-5. Emergency shelters are allowed as a conditional use and the Zoning Ordinance is being updated to allow emergency shelters consistent with State law. The City updated the Zoning Ordinance to permit transitional housing and supportive housing, as required by State law, and is making further revisions to reflect the definitions added to the Government Code.</p> <p>The City will continue to review updates to the Countywide Analysis of Impediments and will implement changes if necessary. This program has been effective and continues to be appropriate to address potential impediments to fair housing.</p>	
GOAL 6: ENCOURAGE ENERGY EFFICIENT RESOURCES IN NEW RESIDENTIAL DEVELOPMENT AS WELL AS THE EXISTING HOUSING STOCK			
<p><u>Program 6-1 Energy Conservation and Efficiency</u> Promote energy efficiency and conservation in residential development through:</p> <ul style="list-style-type: none"> • Consider accommodating green building standards, including alternative design and building approaches, in the Municipal Code. • Review the City’s land use regulations and subdivision ordinances and, where 	None	<p>The City has adopted the California Green Building Code (CalGreen), which requires green building techniques that address site planning and design, energy efficiency, water efficiency and conservation, material conservation and resource efficiency, and environmental quality. The City has adopted the California Energy Code, which requires energy efficiency</p>	<p>This program continues to be appropriate and will be kept in the Housing Element, with revisions to reflect implementation of CalGreen and the California Energy Code rather than alternative programs.</p>

Table 2-2: Effectiveness and Appropriateness of 2010 Housing Element Policies and Programs

POLICY / IMPLEMENTATION PROGRAM	QUANTIFIED OBJECTIVES	REVIEW OF EFFECTIVENESS	OUTCOME
<p>appropriate, amend to include provisions which promote and/or require energy conservation measures as a factor in project approval.</p> <ul style="list-style-type: none"> • Support inclusion of weatherization activities including, but not limited to, weatherization, siding, dual pane windows, in the Housing Rehabilitation program. • Support the various energy efficiency and rebate programs operated by Modesto Irrigation District and PG&E through advertising availability of these programs through handouts at City Hall and on the City’s website. 		<p>measures such as energy-efficient or conserving appliances and lighting, minimum insulation requirements, and roofing standards that address materials and ventilation. Adoption of these codes ensures that new development is designed and developed to provide energy conservation measures.</p> <p>The City’s limited HOME and CDBG funding has not been adequate to support weatherization activities. There are organizations in the County that provide weatherization assistance to lower income households. The City will continue to consider this as a potential use of HOME and CDBG funds.</p> <p>The City will update the City’s housing brochures to identify existing programs that provide weatherization assistance, in addition to providing information on programs (when available) through local energy and natural gas providers.</p>	

CHAPTER THREE - POPULATION AND HOUSING DATA

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

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

It is noted that the 2016 Department of Finance (DOF) E-5 Report identified lower numbers for the City’s 2015 population and households than were identified in the 2015 DOF E-5 Report and in the US Census 2010-2014 American Community Survey data for the City. Therefore, there are discrepancies in the City’s population and household data in the following tables based on the data source (US Census 2010-2014 ACS versus the 2016 DOF E-5 Report).

POPULATION CHARACTERISTICS

According to data prepared by the California DOF, the population of Escalon in 2015 was 7,042 persons, a decrease of approximately 1.3 percent since 2010 (reference Table 3-1). During the previous decade (2000 to 2010), the City’s population increased 19.6 percent to total 7,132 in 2010. San Joaquin County experienced higher population growth rates during both the 2000 to 2010 and 2010 to 2015 periods, as shown in Table 3-1.

Escalon’s population decreased by 1.3% over the last five years, compared to 20% in the previous

Table 3-1: Population Growth 1990-2015

	Population				Percent Change	
	1990	2000	2010	2015	2000 to 2010	2010 to 2015
Escalon	4,437	5,963	7,132	7,042	19.6%	-1.3%
San Joaquin County	480,628	563,598	685,306	723,761	21.6%	5.6%

Source: U.S. Census, 1990, 2000, and 2010; DOF, 2015

Table 3-2 shows population projections for Escalon and San Joaquin County for 2000 through 2030. In Table 3-2, it is assumed that the population of Escalon would grow at a rate consistent with the annual growth rate seen between 2000 and 2015. By 2020, Escalon is projected to have

a population of 8,013 persons and San Joaquin County is projected to have a population of 807,099 persons. By 2030, Escalon’s population is estimated to be 9,311 and the County’s population is estimated to be 937,619. The 2010, 2020, and 2030 County figures are based on San Joaquin Council of Governments (SJCOG) estimates for San Joaquin County.

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

	Year			Percent Change	
	2010	2020	2030	2010-2020	2020-2030
Escalon ¹	7,132	8,013	9,311	12.4%	16.2%
San Joaquin County	685,306	807,099	937,619	17.8%	16.2%

Source: SJCOG, 2014

¹ SJCOG data only projects Countywide population growth. This projection assumes that Escalon’s growth rate between 2015 and 2020 and between 2020 and 2030 is the average rate experienced from 2000 to 2015.

AGE CHARACTERISTICS

Changes in the age groups can indicate future housing needs. Table 3-3 compares age group sizes in 2014 for the City of Escalon. Children under fifteen comprise 16.6 percent of the City’s population, teens and young adults (15 to 24) represent 18 percent, and adults in family-forming age groups (25 – 44) comprise 23.3 percent. Adults aged 45 to 64 represent 27.4 percent of the population and seniors (65 and over) form 14.8 percent.

Table 3-3: Age Distribution

Age	2014	
	Number	Percent
Under 5 Years	282	3.9%
5 to 9	290	4.0%
10 to 14	629	8.7%
15 to 19	870	12.0%
20 to 24	435	6.0%
25 to 34	899	12.4%
35 to 44	790	10.9%
45 to 54	1101	15.2%
55 to 64	884	12.2%
65 to 74	659	9.1%
75 to 84	282	3.9%
85 and Over	131	1.8%
Total	7,252	100%

Source: US Census ACS, 2010-2014

RACE/ETHNICITY CHARACTERISTICS

Table 3-4 shows the ethnic composition of Escalon’s population. The majority of the City’s population are white (91.6 percent). The next largest racial group is persons of two or more races (4.5 percent), followed by other races (1.8 percent), Asian (1.3 percent), American Indian and

Alaskan native (0.5 percent), and native Hawaiian and pacific islander (0.3%). Just over one-fifth of the population (20.8 percent) is of Hispanic origin.

Table 3-4: Race and Ethnicity

Race/Ethnicity	Number	Percent
White	6,644	91.6%
Black and African American	0	0.0%
American Indian and Alaskan Native	39	0.5%
Asian	93	1.3%
Native Hawaiian and Pacific Islander	25	0.3%
Some Other Race	128	1.8%
Two or More Races	323	4.5%
TOTAL	7,252	100%
Hispanic Origin (of any race)	1,509	20.8%

Source: US Census ACS, 2010-2014

HOUSEHOLD CHARACTERISTICS

In 2015, 2,423 households were estimated in Escalon, a decrease of 2.1 percent since the 2010 Census which largely reflects the slowdown in the economy and City's housing market from 2008 through 2013 (see Table 3-5). In previous decades, households increased at higher rates, averaging 2.0 percent per year for 2000 to 2010 and 2.9 percent per year from 1990 to 2000.

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

Year	Households	Numerical Change	Percent Change	Average Annual Percent Change
1990	1,596	--	--	--
2000	2,056	460	28.8%	2.9%
2010	2,476	420	20.4%	2.0%
2015	2,423	-53	-2.1%	-0.4%

Source: U.S. Census, 1990, 2000, and 2010; DOF, 2015

HOUSEHOLD TYPE

Information collected on household type provides a good base for the analysis of a community's housing needs. The U.S. Census Bureau defines a household as all persons who occupy a housing unit. This may include single persons living alone, families related by blood or marriage, as well as unrelated individuals living together. Persons living in retirement or convalescent homes, dormitories or other group living situations are enumerated separately and are not counted in household population.

Table 3-6 shows household characteristics for the City of Escalon and San Joaquin County. As Table 3-6 indicates, family households represented 67.1 percent of households in Escalon in 2014. Of the family households, the majority are married couple families (51.7 percent) and 15.4 percent are male or female householders with no spouse present. Non-family households represent 32.9 percent and are mostly single person households (26.3 percent). San Joaquin

County's percentage of family households was 74.7 percent in 2014 and non-family households represent 25.3 percent of County households.

Table 3-6: Household Types (2014)

	Escalon		San Joaquin County	
	Number	Percent	Number	Percent
Families	1,737	67.1%	162,293	74.7%
Married-couple family	1,337	51.7%	111,709	51.4%
Male householder, no wife present	138	5.3%	15,814	7.3%
Female householder, no husband present	262	10.1%	34,770	16.0%
Non-family households	850	32.9%	55,050	25.3%
Householder living alone	680	26.3%	42,939	19.8%
Unmarried partner households	168	6.5%	17,170	7.9%
TOTAL HOUSEHOLDS	2,587	100%	217,373	100%

Source: US Census ACS, 2010-2014

HOUSEHOLD SIZE

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

As shown in Table 3-7, the average household size in Escalon was 2.79 persons, which is a slight decrease from the average household size of 2.89 persons in 2000. Table 3-7 shows Escalon's household sizes for owner, renter, and all households. The average household size is higher for renters (2.95 persons), however, renters also have the most single person households (29 percent) and have no reported households with more than five persons. Owner households have an average size of 2.74 persons, with the majority of owner and renter households having two persons or less (59.2 percent for owners, 55 percent for renters). Approximately 37 percent of both owner and renter are three to five persons in size.

Table 3-7: Household Size by Tenure (2014)

Household Size	Owner		Renter		Total Households	
	Number	Percent	Number	Percent	Number	Percent
1 persons	482	25.3%	198	29.0%	680	26.3%
2 persons	645	33.9%	177	25.9%	822	31.8%
3 persons	252	13.2%	62	9.1%	314	12.1%
4 persons	215	11.3%	55	8.1%	270	10.4%
5 persons	246	12.9%	191	28.0%	437	16.9%
6 persons	36	1.9%	0	0.0%	36	1.4%
7 or more persons	28	1.5%	0	0.0%	28	1.1%
Total	1,904	100%	683	100%	2,587	100%

Household Size	Owner		Renter		Total Households	
	Number	Percent	Number	Percent	Number	Percent
Average Size	2.74		2.95		2.79	

Source: US Census ACS, 2010-2014

HOUSEHOLD INCOME CHARACTERISTICS

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

Median Income

Median income is the amount that divides the income distribution into two equal groups: one group having incomes above the median, and the other having incomes below. Median household income indicates the income of all individuals in a household, including persons living alone or with unrelated individuals. Per capita income indicates the average annual earnings of an individual.

The median income and per capita data provides a comparison of current income levels in the City of Escalon and the County. Other data, such as lower income, which is defined as 80 percent of the median income level, and poverty level income, add insight as they relate to households in the bottom one-half of the income distribution. Calculations based on these two measures are used to determine eligibility for most housing subsidy programs. Table 3-8 identifies ACS 2010-2014 per capita and median household income for Escalon and San Joaquin County.

Table 3-8: Per Capita and Median Household Income

Type	Escalon	San Joaquin County
All Households	\$57,971	\$53,253
Family Household	\$72,694	\$59,614
Non-Family Household	\$36,190	\$31,584
Owner Households	\$75,114	\$72,237
Renter Households	\$35,250	\$35,267
Per Capita	\$26,249	\$22,642

Source: US Census ACS, 2010-2014

Median household income in Escalon for all households was \$57,971. Family households had a higher median family household income of \$72,694, while non-family households had a lower median income of \$36,190. The median income of owner households was \$75,114, compared to \$35,250 for renter households. Escalon's median income levels were generally higher than the County's, however the median income of County renter households (\$35,267) was slightly higher than Escalon's renter households (\$35,250).

Income Groups

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

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

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

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

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

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

Table 3-9: State Income Limits – San Joaquin County (2015)

	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Extremely Low	\$13,950	\$15,950	\$20,090	\$24,250	\$28,410	\$32,570	\$36,730	\$39,350
Very Low	\$23,250	\$26,550	\$29,850	\$33,150	\$35,850	\$38,500	\$41,150	\$43,800
Low	\$37,150	\$42,450	\$47,750	\$53,050	\$57,300	\$61,550	\$65,800	\$70,050
Moderate	\$55,700	\$63,650	\$71,600	\$79,550	\$85,900	\$92,300	\$98,650	\$105,000
Above Moderate	\$55,700+	\$63,650+	\$71,600+	\$79,550+	\$85,900+	\$92,300+	\$98,650+	\$105,000+

Source: HCD, 2015

While Census data does not provide information regarding households categorized by the State income limits, HUD has aggregated ACS 2008-2012 data to identify the number of households in Extremely Low, Very Low, Low, Median, and Above Median income groups as shown in Table 3-10. As shown in Table 3-10, the majority of households (58 percent) are above median income. While the extremely low income group represents 11.1 percent of households, a much higher proportion are renters (210) than owners (90). The very low income group represents 7.5 percent of households and the low income group represents 15.5 percent of households.

Table 3-10: Households by Income Group – Escalon (2012)

Income Group	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Extremely Low (0 - 30% AMI)	80	4.0%	210	33.3%	290	11.1%
Very Low (<30 - 50% AMI)	110	5.6%	85	13.5%	195	7.5%
Low (<50 - 80% AMI)	265	13.4%	140	22.2%	405	15.5%
Median (<80 - 100% AMI)	150	7.6%	60	9.5%	210	8.0%
Above Median (100% + AMI)	1,375	69.4%	140	22.2%	1,515	58.0%
TOTAL	1,980	100%	630	100%	2,610	100%

Source: HUD (special aggregation of US Census ACS 2008-2012 data)

Poverty Level Income

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

Almost 10% of families in Escalon live below the poverty line.

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

The 2010-2014 ACS data indicates that 161 or 9.3 percent of all Escalon families and 979 individuals, 13.5 percent, had poverty level incomes or less in 2014. Approximately 15.3 percent of all San Joaquin County families were classified at or below the poverty level in 2014.

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

Table 3-11: Families and Individuals Below Poverty Level (2014)

	Families	%	Individuals	%
Escalon	161	9.3%	979	13.5%
San Joaquin County	24,831	15.3%	134,295	19.4%

Source: US Census ACS, 2010-2014

EMPLOYMENT CHARACTERISTICS

One of the factors that can contribute to an increase in demand for housing is expansion of the employment base. The 2010-2014 ACS data identified 3,354 employed persons in the Escalon labor force. Table 3-12 shows 2014 employment by industry for the City of Escalon and San Joaquin County. In Escalon, the “Educational, Health and Social Services” industry employed the most people at 29.6 percent. The second largest employment industry was the “Retail Trade” industry, which had 12.4 percent of the total employed persons in Escalon. The top employment categories in San Joaquin County were the same as Escalon’s.

Table 3-12: Employment by Industry (2014)

Industry	City of Escalon		San Joaquin County	
	Number	Percent	Number	Percent
Employed persons 16 years and over	3,345	100%	275,581	100%
Agriculture, forestry, fishing and hunting, and mining	230	6.9%	14,002	5.1%
Construction	214	6.4%	18,682	6.8%
Manufacturing	276	8.3%	26,583	9.6%
Wholesale trade	167	5.0%	11,810	4.3%
Retail trade	414	12.4%	33,028	12.0%
Transportation and warehousing, and utilities	115	3.4%	18,367	6.7%
Information	31	0.9%	4,709	1.7%
Finance and insurance, and real estate and rental and leasing	155	4.6%	13,525	4.9%
Professional, scientific, and management, and administrative and waste management services	307	9.2%	26,033	9.4%
Educational services, and health care and social assistance	989	29.6%	59,060	21.4%
Arts, entertainment, and recreation, and accommodation and food services	88	2.6%	22,615	8.2%
Other services, except public administration	172	5.1%	13,174	4.8%
Public administration	187	5.6%	13,993	5.1%

Source: US Census ACS, 2010-2014

Table 3-13: Employment Status (2014)

	2000		2014	
	Number	Percent	Number	Percent
Total Persons In Labor Force	2,836	100%	3,620	100%
Employed	2,579	90.9%	3,345	92.4%
Unemployed	257	9.1%	275	7.6%

Source: US Census, 2000; US Census ACS, 2010-2014

Table 3-13 shows the employment and unemployment rates for persons 16 years and older that were in the labor force in 2000 and 2014. In 2014, the unemployment rate in Escalon was approximately 7.6 percent, a decrease from 9.1 percent in 2000. According to the monthly labor report data compiled by the California Department of Economic Development, Escalon’s average annual unemployment rate in 2015 was estimated at 4.3 percent, while San Joaquin County’s rate was 8.9 percent, and California’s was 6.2 percent.

HOUSING STOCK

Table 3-14 identifies total housing units for Escalon and San Joaquin County in 1990, 2000, 2010, and 2015. The growth rate of housing units in Escalon between 1990 and 2000 was significantly greater than the County, however, the rate of growth of housing in Escalon slowed between in the 2000 to 2010 decade and decreased more significantly from 2010 to 2015. Between 2010 and 2015, a total of 38 housing units (DOF data) were added within the City, resulting in 2,648 housing units in 2015.

Table 3-14: Total Housing Units (1990-2015)

	Housing Units				Percent Change	
	1990	2000	2010	2015	2000 to 2010	2010 to 2015
Escalon	1,640	2,132	2,610	2,648	22.4%	1.5%
San Joaquin County	166,274	189,160	233,755	237,905	23.6%	1.8%

Source: 1990 U.S. Census; DOF Table E-5, 2008, DOF Table E-5, 2015

TENURE

Table 3-15 shows total occupied housing units and owner-occupied and renter-occupied housing units for 2000 and 2014. In 2014, the total number of occupied housing units in the City was 2,587, including 1,904 (73.6 percent) owner-occupied housing units and 683 (26.4 percent) renter-occupied housing units. From 2000 to 2014, the percentage of owner-occupied housing units decreased from 75.4 percent to 73.6 percent, while renter-occupied housing units saw a commensurate increase over the same time period.

Table 3-15: Occupied Housing Units, 2000 - 2014

	Housing Units	Owner		Renter	
		Number	Percent	Number	Percent
2000					
2000	2,056	1,550	75.4%	507	24.6%
2014	2,587	1,904	73.6%	683	26.4%

Source: US Census, 2000; US Census ACS, 2010-2014

TYPE OF HOUSING UNITS

Referencing Table 3-16, there were a total of 2,648 housing units in Escalon in 2015. Of the housing units, the majority of units are single family detached (85.2 percent), while 4.8 percent are duplex through fourplex units, 6.3 percent are mobile homes, 3.2 percent are in multifamily complexes of five or more units, and 0.5 percent are attached one units. new homes constructed, all but two units (a duplex) were single family detached units. There were no other categories of

housing units constructed between 2000 and 2008. An apartment complex was approved for building permit allocations, but never applied for building permits.

Table 3-16: Housing by Unit Type (2015)

	2015	
	Units	Percent
Total Housing Units	2,648	100%
1-Unit Detached	2,255	85.2%
1-Unit Attached	13	0.5%
2 – 4 Units	128	4.8%
5 or More	84	3.2%
Mobile Home	168	6.3%

Source: DOF Table E-5, 2015

VACANCY

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

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

In 2000, Escalon’s total vacancy rate was just over 3 percent (76 units, reference Table 3-17). The 2014 ACS data indicates that there were 275 vacant units in 2014 (9.6%). Of the total vacant units in 2014, none were for rent, 29 were for sale, 110 were rented or sold but not yet occupied, 136 were classified as other vacant, and none were for seasonal, recreational, or migratory worker use. According to DOF data, the overall vacancy rate in Escalon in 2015 was 5.2 percent, which is a decrease from the 2014 ACS rate, but an increase from vacancy rates in 2000

Table 3-17: Vacancy by Type (2000-2014)

	2000		2014	
	Units	Percent	Units	Percent
Total Vacant Units	76	100%	275	100%
For rent	13	17.1%	0	0.0%
For sale only	25	32.9%	29	10.5%
Rented or sold, not occupied	9	11.8%	110	40.0%
For seasonal, recreational, or occasional use	6	7.9%	0	0.0%
For migratory workers	2	2.6%	0	0.0%
Other vacant ¹	21	27.6%	136	49.5%

Source: US Census, 2000; US Census ACS, 2000-2014. Note: If a vacant unit does not fall into any of the specified categories, it is classified as “other vacant.” For example, this category includes units held for occupancy by a caretaker or janitor, and units held for personal reasons of the owner

AGE OF HOUSING STOCK

As illustrated in Table 3-18, in 2015, 24 percent of Escalon’s housing stock was built prior to 1970. The greatest percentage of homes in Escalon were constructed between 1990 and 2000 (23.7 percent). Over 54 percent of homes in Escalon were built after 1980, indicating that the housing stock is relatively young when compared to other communities.

Table 3-18: Age of Housing Stock (2015)

Year Structure Built	Number	Percent
Built 2010 or later	50	1.9%
2000 to 2009	494	18.5%
1990 to 1999	634	23.7%
1980 to 1989	277	10.4%
1970 to 1979	574	21.5%
1960 to 1969	291	10.9%
1950 to 1959	184	6.9%
1940 to 1949	52	1.9%
1939 or Earlier	115	4.3%
Total	2,671	100%

Source: US Census ACS, 2000-2014 (percentage of units applied to DOF/City total number of units); DOF, 2015 (total units in 2015) City Planning Department, 2015 (units built 2015)

BUILDING PERMIT TRENDS

From 2001 through 2009, the City issued building permits for 418 new residential units, 416 of which were single family detached homes and two were duplex units (see Table 3-19). From 2010 through 2015, the City issued 50 building permits, all for single family homes. In June 2005, the City adopted its new General Plan which identifies multiple sites for medium and high density residential development within the City (see Figure 4-1) and provided new opportunities for multifamily development. However, the economy began to decline around this same period and the demand for multifamily decreased. While multifamily development was approved and received a growth allocation during the 4th cycle planning period, the developer did not construct the multifamily units due to the decline in the economy. The City had also received a development proposal that would include an affordable senior development (HUD Section 202), but this project required annexation and was placed on hold by the proponent.

Table 3-19: Recent Construction Trends

Year	Number of Units
2001	59
2002	100
2003	39
2004	66
2005	60

Year	Number of Units
2006	54
2007	18
2008	21
2009	1
2010	0
2011	0
2012	0
2013	27
2014	23
2015	0
TOTALS*	468

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

Source: City of Escalon, 2016

CONDITION OF HOUSING STOCK

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

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

	Number	Percent
Total Housing Units	2,682	
Built 1960 or earlier	351	13.1%
Units Lacking Complete Plumbing Facilities	118	4.4%
Units Lacking Complete Kitchen Facilities	114	4.3%
No house heating fuel or wood fuel only	67	2.5%
Median Year Built (Total Housing Stock)	1983	

Source: US Census ACS, 2010-2014

Since housing stock age and condition are generally correlated, one Census variable that provides an indication of housing conditions is the age of a community’s housing stock. As show in Table 3-20, as of 2014, the median year built for all housing units in Escalon was 1983. Over 20 percent of Escalon’s housing stock was built after 2000 and another 23.7 percent was built between 1990 and 1999. These statistics reflect tremendous growth in the area during the 1990s and 2000s. The age of housing stock often indicates the potential for a unit to need rehabilitation or significant maintenance. Most of Escalon’s housing stock is less than 40 years old and likely only

needs minimal repairs and typical levels of maintenance. However, units that are over 50 years old (approximately 18 percent) may need moderate to significant rehabilitation.

OVERCROWDED HOUSING UNITS

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

Overcrowded households are usually a reflection of the lack of affordable housing available. Households that cannot afford housing units suitably sized for their families are often forced to live in housing that is too small for their needs, which may result in poor physical condition of the dwelling unit. The City of Escalon contained 16 units of overcrowded housing in 2014 or 6.2 percent of the total occupied housing units (reference Table 3-21). All of the overcrowded units were owner units; there were no overcrowded rental units reported.

6.2 percent of Escalon's households are living in overcrowded conditions.

Table 3-21: Overcrowded Housing Units (2014)

	Total Number	Total Percent	Owner-Occupied		Renter-Occupied	
			Number	Percent	Number	Percent
Occupied Housing Units	2,587	100%	1,904	73.6%	683	26.4%
Occupants Per Room						
1.00 or Less	2,571	99.4%	1,888	99.2%	683	100%%
1.01 to 1.50	0	0%	0	0%	0	0%
1.51 or More	16	0.6%	16	0.8%	0	0%

Source: US Census ACS, 2010-2014

*Totals may not add up to 100 because of rounding

HOUSING COSTS

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

HOUSING VALUE

Table 3-22 indicates median housing value for homes in Escalon and San Joaquin County. Value is defined as the amount for which property, including house and lot, would sell if it were on the market at a given point in time. As shown in Table 3-21, the median value for housing units in Escalon during 2000 was \$141,182. San Joaquin County had a lower median (\$139,756). In 2008,

the median home value in Escalon was \$258,141, which represents an 82.8 percent increase from 2000. San Joaquin County saw a larger increase in home values (93.2 percent).

Table 3-22: Median Home Values (2000 to 2014)

Area	2000	2006-10	2010-14
Escalon	\$141,182	\$306,900	\$217,800
San Joaquin County	\$139,756	\$318,600	\$211,300

Source: US Census, 2000; US Census ACS, 2006-2010 and 2010-2014

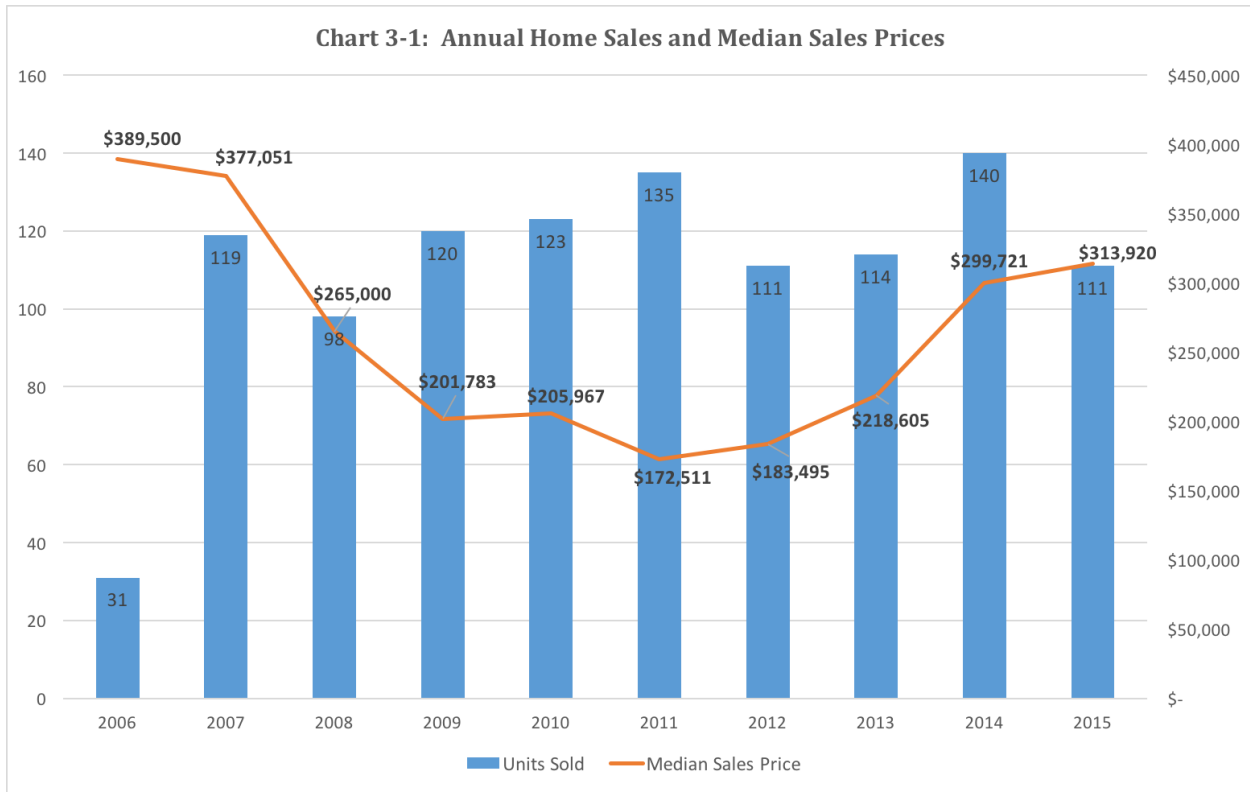
Table 3-23 indicates the value of specified owner-occupied housing units within Escalon in 2014. Of the 1,365 owner-occupied units, 97 (5.7 percent) were in the \$50,000 to \$99,999 price range, 500 (26.3 percent) were in the \$100,000 to \$199,999 price range, 869 (45.9 percent) were in the \$200,000 to \$299,999 price range, and 233 in the \$300,000 to \$399,999 range. There were 126 units valued at \$50,000 or less (6.6 percent), and 79 units (4.1 percent) were valued at \$400,000 or more.

Table 3-23: Value of Specified Owner-Occupied Housing Units (2014)

Value of Owner-Occupied Housing Units	Number of Units	% of Total
Less than \$50,000	126	6.6%
\$50,000 to \$99,999	97	5.7%
\$100,000 to \$149,999	59	3.1%
\$150,000 to \$199,999	441	23.2%
\$200,000 to \$299,999	869	45.9%
\$300,000 to \$399,999	233	12.2%
\$400,000 to \$499,999	12	0.6%
\$500,000 to \$749,999	31	1.6%
\$750,000 or more	36	1.9%
TOTAL	1,904	100%

Source: US Census ACS, 2010-2014

Chart 3-1 summarizes sales data by year for homes sold in Escalon from 2006 through 2015. During the 2006-2015 period, the lowest number of homes sold per year was 31 in 2006, which was also the year with the highest median sales price (\$389,500). The volume of home sales peaked in 2014, with 140 sales and a median sales price of \$299,721. From 2009 through 2012, median sales prices hovered near or below \$200,000, reaching a low of \$172,511. Median home sales prices have begun to climb, reaching \$299,721 in 2014 and \$313,920 in 2015.



Source: Metrolist Prospector, 2009; TrendVision, 2016

RENTAL HOUSING COSTS

Based on a review of rental ads in the Escalon Times, Craigslist.org, and Zillow.com, the median rent in Escalon is \$1,275 per month. Very few rentals were available in March/April, 2016. Rents range from \$500 for one bedroom/one bath rented in a single family home to \$1,200 to 1,750 for a three bedroom/two bath home. Table 3-24 summarizes rental rates Citywide in 2014, based ACS data, and available units for rent in March/April, 2016.

Table 3-24: Escalon Rental Costs (2016, 2014, and 2000)

Bedroom Type	2016 Rental Survey		Census Data	
	Units Available	Range	Median Rent (2014)	Median Rent (2000)
Studio	0	N/A	\$1,036 (median rent not available by bedroom size)	\$225
1 bed	1	\$500		\$400
2 bed	0	N/A		\$600
3 bed	2	\$1,200 - \$1,750		\$800
4 bed	0	N/A		N/A

Source: US Census, 2000; US Census ACS, 2010-2014; Zillow.com, 2016, craigslist.com, 2016

HOUSING AFFORDABILITY

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

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

Affordability of a home purchase is based on the maximum household income levels established by HCD (Table 3-9). Maximum affordable sales price is based on the following assumptions: 4.5% interest rate, 30-Year Fixed loan, downpayments of \$5,000 to \$25,000, 1.025% property tax, 2% closing costs, and homeowners insurance. Comparing affordable home prices in Table 3-26 to the 2015 median sales price in Chart 3-1, the median sales price is affordable to large moderate income households and to above moderate income households. The 2015 median sales price is not affordable to extremely low, very low, or low income households. A survey of homes for sale identified on Zillow.com in March/April 2016 identified several homes for sale in the \$240,000 to \$290,000 price range that would be affordable to moderate income households of three persons or more, but the majority of homes for sale were priced at \$300,000 and above and would be affordable primarily to above moderate income households or larger moderate income households.

Compared to the rental rates in Table 3-24, the median rents in Escalon are not generally affordable to extremely low income households and very low income households. The majority of available rental units in Escalon are three bedroom units, with rents from \$1,200 to \$1,750. These units are generally affordable for low income households with four or more persons and moderate and above moderate income households. The 2014 median rent reported by the 2010-2014 ACS is affordable to lower income households of two persons and more, as well as moderate and above moderate income households.

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

	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Extremely Low	\$349	\$399	\$502	\$606	\$710	\$814	\$918	\$984
Very Low	\$581	\$664	\$746	\$829	\$896	\$963	\$1,029	\$1,095
Low	\$929	\$1,061	\$1,194	\$1,326	\$1,433	\$1,539	\$1,645	\$1,751
Moderate	\$1,393	\$1,591	\$1,790	\$1,989	\$2,148	\$2,308	\$2,466	\$2,625
Above Moderate	\$1,393+	\$1,591+	\$1,790+	\$1,989+	\$2,148+	\$2,308+	\$2,466+	\$2,625+

Source: De Novo Planning Group, 2016

Table 3-26: Housing Affordability by Income Group

	One Person		Two Person		Four Person		Six Person	
	Max. Home Sale Price*	Max. Monthly Rent or Housing Cost	Max. Home Sale Price*	Max. Monthly Rent or Housing Cost	Max. Home Sale Price*	Max. Monthly Rent or Housing Cost	Max. Home Sale Price*	Max. Monthly Rent or Housing Cost
Extremely Low	\$51,821	\$348	\$58,558	\$398	\$86,517	\$606	\$114,543	\$814
Very Low	\$87,979	\$581	\$99,095	\$663	\$121,327	\$828	\$139,349	\$962
Low	\$134,801	\$928	\$152,654	\$1,061	\$188,361	\$1,326	\$216,993	\$1,538
Moderate	\$211,780	\$1,392	\$238,560	\$1,591	\$292,119	\$1,988	\$335,067	\$2,307
Above Moderate	\$211,780+	\$1,392+	\$238,560+	\$1,591+	\$292,119+	\$1,988+	\$335,067+	\$2,307+

*Maximum affordable sales price is based on the following assumptions: 4.5% interest rate, 30-year fixed loan, Downpayment: \$5,000 – extremely low, \$10,000 – very low and low, \$25,000 – moderate, 1.25% property tax, utilities, and homeowners insurance.

Source: De Novo Planning Group, 2015

OVERPAYMENT

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

As shown in Table 3-27, 62 percent of renters in Escalon overpay for housing. All renters that overpay are in the lower income groups, with nearly 50 percent of renters in the extremely low income group severely overpaying for housing (over 50 percent of their monthly income). 33.8 percent of all home owners in Escalon overpay for housing, with the majority of lower income homeowners overpaying for housing. While no moderate and above moderate income renters overpay for housing, over one-quarter of moderate and above moderate income homeowners overpay. Almost half of all very low, low, and moderate income households overpay for housing.

Table 3-27: Households by Income Level and Overpayment (2012)

Income Group	Owners	Renters	Total
Extremely Low	80	210	290
Percent with Cost Burden >30% - 50%	30 / 37.5%	0 / 0%	30 / 10.3%
Percent with Cost Burden >50%	10 / 12.5%	140 / 66.7%	150 / 51.7%
Very Low	110	85	195
Percent with Cost Burden >30% - 50%	35 / 31.8%	40 / 47.1%	75 / 38.5%
Percent with Cost Burden >50%	25 / 22.7%	30 / 33.1%	55 / 28.2%
Low Income	265	140	405
Percent with Cost Burden >30% - 50%	15 / 5.7%	120 / 85.7%	135 / 33.3%
Percent with Cost Burden >50%	165 / 62.2%	0 / 0%	165 / 40.7%

Income Group	Owners	Renters	Total
Total Extremely Low, Very Low, and Low Income Households Paying >30%	280 / 61.5%	330 / 75.9%	610 / 68.5%
Moderate and Above Moderate	1,525	200	1,725
Percent with Cost Burden >30% - 50%	315 / 20.7%	0 / 0%	315 / 18.3%
Percent with Cost Burden >50%	75 / 4.9%	0 / 0%	75 / 4.3%
Total Households	1,980	635	2,615
Percent with Cost Burden >30% - 50%	395 / 19.9%	160 / 25.2%	555 / 21.2%
Percent with Cost Burden >50%	275 / 13.9%	170 / 26.8%	445 / 17.0%

Source: HUD special aggregation of US Census ACS, 2008-2012

REGIONAL HOUSING NEEDS ALLOCATION

The San Joaquin Council of Governments allocates each jurisdiction in San Joaquin County its fair share of regional housing needs by income level. Escalon was allocated 425 units for the 2014 through 2023 regional housing needs allocation (RHNA) period. The RHNA is broken down by income level in Table 3-28.

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

	Extremely Low	Very Low	Low	Moderate*	Above Moderate	TOTAL
2014-2023 RHNA	60	43	66	64	192	425
Constructed to Date	0	0	0	7	24	31
Remaining Allocation	60	43	66	57	168	396

*Based on purchase price of each new home constructed

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

SPECIAL HOUSING NEEDS OF OTHER GROUPS

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

SENIORS

Various portions of the Housing Element describe characteristics of the senior population, the extent of their needs for subsidized housing, complexes developed especially for that group, and City provisions to accommodate their need. The senior population (persons 65 and older) in Escalon is shown in Table 3-29. According to Table 3-29, the number of persons 65 years and over in Escalon in 2000 was 767 and the senior population increased by 124.6 percent to 1,072 persons in 2014.

Table 3-29: Senior Population by Age

	2000		2014		Percent Change
	Number	Percent	Number	Percent	
65 to 74 years	418	54.5%	659	61.5%	57.7%
75 to 84 years	268	34.9%	282	23.6%	5.2%
85 years and over	81	10.6%	131	12.2%	61.7%
TOTAL	767	100%	1,072	100%	124.6%

Source: US Census, 2000; US Census ACS, 2010-2014

There are 524 senior householders in Escalon. The majority of senior householders are owners, 476 or 90.8 percent. Approximately 9.2% of senior households, 48, are renters. Escalon has a higher percentage of owner-occupied and a lower percentage of renter-occupied elderly households than in San Joaquin County. Elderly renters tend to prefer affordable units in smaller single-story structures or multi-story structures with an elevator, close to health facilities, services, transportation and entertainment.

Table 3-30: Householder 65 Years and Over by Tenure and Age (2014)

	Owner		Renter		TOTAL	
	Number	Percent	Number	Percent	Number	Percent
65 to 74 years	246	51.7%	15	31.3%	261	49.8%
75 to 84 years	151	31.7%	22	45.8%	173	33.0%
85 years and over	79	16.6%	11	22.9%	90	17.2%
TOTAL	476	100% / 90.8% of total	48	100.0% / 9.2% of total	524	100.0%

Source: US Census ACS, 2010-2014

While recent Census data does not provide income levels or overpayment data for senior households, the 2010-2014 ACS survey indicates that 9.3% of senior households in Escalon are below the poverty level and an additional 16.6% have incomes only double the poverty level. It is likely that a portion of these senior households overpay for housing due to their limited income.

Table 3-31: Projected Senior Household Growth

	2010	2014	2023
Number	587	524	610
Percent Change		-10.7%	16.4%
Annual Percent Change		-2.7%	1.8%

Source: De Novo Planning Group, 2016

Escalon has a higher percentage of owner-occupied and a lower percentage of renter-occupied elderly households in 2000 than does San Joaquin County. Elderly renters tend to prefer affordable units in smaller single-story structures or multi-story structures with an elevator, close to health facilities, services, transportation and entertainment.

While there has been a decrease in senior households from 2010 (587 senior-headed households) to 2014 (524 senior-headed households), this is not indicative of a decline in the need for senior housing. The senior population has increased by 124.6% since 2000 (Table 3-29) and is anticipated to continue to increase during the planning period, as shown in Table 3-31. It is anticipated that the need for senior housing during the planning period will be proportionate to the existing ratio of senior households to total households. There is a lack of housing for seniors, particularly assisted housing or housing that provides independent living options in a supported environment.

Senior Housing and Resources

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

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

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

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

There is one senior assisted living facility in Escalon, Golden Acres Home and Care, which has 26 beds. Heritage House provides 42 units of affordable apartment units for seniors and disabled persons in an independent living environment. There are no other independent living or group/congregate residential developments for seniors in Escalon.

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

LARGE FAMILIES

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

Table 3-32 provides information on large families by household size and tenure. Approximately 19.3 percent of households (501 of 2,587 households) in Escalon are considered large families. The majority of large families own their home, 61.9 percent, and 38.1 percent of households rent.

TABLE 3-32: LARGE HOUSEHOLDS BY SIZE, 2014

Household Size	% of Large Households	Total	Owner	Renter
5-Person Households	87.2%	437	246	191
6-Person Households	7.2%	36	36	0
7-or-more-Person Households	5.6%	28	28	0
Total Households with 5+ Persons	100.0%	501	310	191

Source: US Census ACS, 2010-2014

Table 3-33 presents data on the City's larger housing units and tenure of large units to provide a comparison between the large households in the City (Table 3-33) and the City's housing stock. As shown in Table 3-33, the majority of the City's owner units are large units of three or more bedrooms. The City's rental stock has a lower rate of larger units, with only 47.1 percent of the City's rentals suitable for large households.

TABLE 3-33: NUMBER OF BEDROOMS (THREE OR MORE) BY TENURE, 2014

	Number	Percent
Owner-Occupied (1,904 owner units)		
3 Bedrooms	1,163	61.1%
4 Bedrooms	556	29.2%
5 or more Bedrooms	63	3.3%
Total Large Owner Units	1,782	93.6%
Renter-Occupied (683 renter units)		
3 Bedrooms	271	39.7%
4 Bedrooms	51	7.5%
5 or more Bedrooms	0	0.0%
Total Large Renter Units	322	47.1%
TOTAL Large Units	2,104	81.3%

Source: US Census ACS, 2010-2014

In Escalon, there are adequate large renter and owner units to meet the needs of large households. The City's 1,782 large owner units greatly exceed the City's 501 large households, a surplus of 1,281 large owner units. While there are 322 large rental units, there are 310 large renter households, indicating a surplus of only 12 large rental units. Further, there is the possibility that some portion of the City's larger rental units are occupied by smaller households. The 2010-2014 ACS reports that there are 191 five-person households, yet there are only 51 four-bedroom rental units and no five-bedroom rental units. While no renter households reported overcrowded conditions in the 2010-2014 ACS, there is a potential need for additional large renter units due to the limited surplus.

Based on the proportion of large families to total households, approximately 77 housing units of the City's 2014-2023 RHNA should be for larger households, including 33 lower income units.

SINGLE PARENT HOUSEHOLDS

Female-Headed Households. Table 3-34 identifies total households in Escalon in 2014, female-headed households with no husband present, and female-headed households with own children under 18, no husband present. Of the 2,587 households in Escalon, 262 (10.1 percent) are female-headed with no husband present and 112 (4.3 percent) are female-headed with own children and no husband present. The median income of female family householders with no husband present (regardless of the presence of children) was \$23,375, compared to \$41,691 for male householders with no wife present (regardless of the presence of children) and the City's overall median household income of \$57,971.

Table 3-34: Female Headed Households

	Total Households	Female Headed Households No Husband Present	Percent of all Households	Female Headed Households With Children Under 18, No Husband Present	Percent of all Households
2000	2,059	133	6.5%	82	4.0%
2014	2,587	262	10.1%	112	4.3%

Source: US Census, 2000; US Census ACS, 2010-2014

Male-Headed Households. Table 3-35 indicates male-headed households with and without children within Escalon in 2014. Male-headed households in Escalon with no wife present totaled 138 (5.3 percent), and male-headed households with their own children and no wife present totaled 123 (4.8 percent). Although the housing needs of female-headed households are usually greater than those of male-headed households, it is important to recognize the housing needs of both groups because male-headed households also have only one income. A larger percentage of female-headed households have children and females typically have lower incomes than males. The median income of male family householders with no wife present (regardless of the presence of children) was \$41,691, which was higher than the \$23,375 median for female-headed families with no husband present present (regardless of the presence of children) while lower than the City's overall median household income of \$57,971.

With a total of 235 single parent households with children present, which are assumed to have single incomes, in the City of Escalon, daycare facilities near multi-family complexes with low-income units and near single family subdivisions may address some needs specific to this population.

Table 3-35: Male Headed Households

	Total Households	Male Headed Households No Wife Present	Percent of all Households	Male Headed Households With Own Children Under 18, No Wife Present	Percent of all Households
2000	2,059	101	4.9%	59	2.9%
2014	2,587	138	5.3%	123	4.8%

Source: US Census, 2000; US Census ACS, 2010-2014

FARM WORKERS

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

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

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

The 2012 US Agricultural Census, reported by the US Department of Agriculture, indicates that there were 3,580 farms in San Joaquin County totaling 787,015 acres. Of the 3,850 farms, there are 1,748 farms with hired labor, which collectively hire a total of 24,872 workers. Of the workers, 15,723 worked less than 150 days and 13,134 workers were migrant workers. This information is consistent with the farmworker data provided in the SJCOG data package.

While US Census data is available at the City level; there is no specific Census data available for the job category of "Farm Worker." The Census groups "agriculture, forestry, fishing and hunting, and mining" together (see Table 3-12); and there is no method for separating individual job classifications from the grouping, meaning that farm owners and operators, fishers, hunters, and miners are grouped in with the farm labor. There are 230 workers reported in Escalon's

agriculture, forestry, fishing and hunting, and mining industry sector, according to the 2010-2014 ACS.

The City's Zoning Code and General Plan do not designate any land for agricultural uses. However, the City has actively farmed lands that are planned for urban uses, including residential, commercial, and industrial, approximately 364.7 acres of the undeveloped land is farmland or orchard land. Farmland within the City limits accounts for 0.04% of the agricultural land in San Joaquin County based on data from the California Department of Conservation 2014 Important Farmlands Map for San Joaquin County. Applying the City's proportion of farmland (0.04%) to the 2012 USDA farmworker county data, there are approximately 10 farmworkers in the City. Based on the USDA data for the County, approximately six of these workers worked less than 150 days and approximately five workers are migrant workers. The most recent wage data released by EDD indicates that in San Joaquin County, the average farm, fishing, and forestry occupations wage was \$10.33 per hour in the first quarter of 2015. The average wage per hour for fruit and tree nut labor was \$9.28 and the average annual wage was \$19,315.

The Housing Authority of San Joaquin County currently manages three migrant family farm labor housing developments within the County, with the capacity to accommodate 288 individuals. Two of the farm labor housing centers are located in French Camp and one is located in Lodi. Each has 96 units.

Some of the migrant farmers who formerly moved from state to state or from other countries to California to pursue agricultural employment may have now become permanent residents of Escalon. As such, the housing needs of farm workers may need to be addressed through both permanent housing and migrant farm labor camps. Their housing need may be comparable to other households and large families who are in need of affordable housing with three or more bedrooms.

The marked decline in grower-provided worker shelter resulted in the State government directing resources to farmworker housing through State-owned and local government-operated migrant labor camps. The Housing Authority of San Joaquin County operates three of these State-owned migrant camps totaling 288 units. This housing is available annually from mid-March through the end of October. Day care centers are provided for farmworkers, as well as services from the Employment Development Department, the Social Security Administration, and education and health care services. During the off-season one of the French Camp facilities is made available to the homeless or the migrant camps in French Camp are used as a cold weather overflow homeless shelter for families (from mid-December through mid-March).

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

The City does not have land designated for agricultural uses and, thus, does not have a zoning districts that are subject to State law requirements regarding permitting farmworker housing is required to be permitted by right. However, in order to provide increased opportunities for

farmworker housing, the Housing Plan includes a program to permit employee housing as a permitted use in accordance with Health and Safety Code Section 17021.5.

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

DISABLED POPULATION

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

The 2010-2014 ACS provided data for six types of disabilities: hearing, vision, cognitive, ambulatory, self-care, and independent living. A disability is defined as a mental, physical, or health condition that lasts over six months and persons may have more than one disability. The ACS disability categories are detailed below:

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

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

lowered countertops, grab bars, adjustable shower heads, etc.) and special sensory devices including smoke alarms and flashing lights.

According to the 2010-2014 ACS, there were 762 persons with one or more disabilities in Escalon. Of the disabled population, 55.4 percent are aged 5 to 64 and 44.6 percent are aged 65 and over. No disabilities were reported in the population aged five and under. Of the disabled persons in the 16 to 64 age bracket, 62 percent were employed and the remaining 38 percent were unemployed. Table 3-36 identifies disabilities by type of disability and Table 3-37 identifies disabled persons by age and employment status.

The 2010-2014 ACS indicated that for individuals between the ages of 5 and 64, approximately 239 persons had some form or type of disability and were not in the labor force. This indicates that their disability may impede their ability to earn an adequate income or find suitable housing accommodations to meet their special needs. Therefore, many in this group may be in need of housing assistance.

Table 3-36: Disabilities by Disability Type

Type of Disability	Persons Ages 5-64		Persons Ages 65 +		Total	
	Number	Percent	Number	Percent	Number	Percent
Hearing Difficulty	46	10.9%	110	10.2%	156	20.5%
Vision Difficulty	45	10.7%	58	5.4%	103	13.5%
Cognitive Difficulty	136	32.2%	88	8.2%	224	29.4%
Ambulatory Difficulty	181	42.9%	166	15.4%	347	45.5%
Self-Care Difficulty	103	24.4%	46	4.6%	149	19.6%
Independent Living Difficulty	134	31.8%	162	15.1%	296	38.8%
Total Persons with One or More Disabilities	422	100% / 55.4% of disabled	340	100% / 44.6% of disabled	762	100%

Source: US Census ACS, 2010-2014

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

	Ages 16 to 64	Percent
Employed with Disability	131	35.4%
Unemployed with Disability	0	0%
Not in Labor Force	239	64.6%
Total	370	100%

Source: US Census ACS, 2010-2014

While recent Census data does not provide income levels or overpayment data for persons with a disability, the 2010-2014 ACS survey indicates that 129 persons with a disability are below the poverty level and 101 persons with a disability have incomes only double the poverty level. It is

likely that a portion of these disabled persons are in households that overpay for housing due to their limited income.

While the US Census reports on a broad range of disabilities, the Census does not identify the subpopulation that has a developmental disability. The California Department of Developmental Services (DDS) maintains data regarding people with developmental disabilities, defined as those with severe, life-long disabilities attributable to mental and/or physical impairments. The DDS data is reported by zip code, so the data reflects a larger area than the City of Escalon, however approximately 57 percent of the population within the zip code resides in Escalon. The DDS data indicates that 75 developmentally disabled persons reside in zip code 95320; this correlates to approximately 43 of the developmentally disabled persons living in Escalon (Table 3-38). Table 3-39 breaks down the developmentally disabled population by residence type. Of these persons, the majority (39) live at home with a parent or guardian and less than 10 live independently or in a community care environment. (Table 3-39).

Table 3-38: Persons with a Developmental Disability by Age (2015)

Zip Code	0-17	18 and Older	Total
95320	44	31	75
Escalon*	25	18	43

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

Source: CA DDS, 2016

Table 3-39: Persons with a Developmental Disability by Residence Type (2015)

Zip Code	Home of Parent/Guardian	Independent Living	Community Care Facility	Other	TOTAL
95366	69	<10	<10	0	75
Escalon*	39	<5	<5	0	43

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

Source: CA DDS, 2016

Housing for Individuals with Mental Illness

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

Housing for the Physically Disabled

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

There are no group homes in Escalon specifically for physically disabled individuals. ACS 2010-2014 data indicated that for individuals between the ages of 5 and 64, approximately 3.1 percent of the total population of Escalon has an ambulatory difficulty, 0.8 percent have vision difficulty, 0.8 percent have a hearing difficulty, and 7.2 percent have an independent living difficulty. These types of disabilities may impede their ability to find suitable housing accommodations to meet their special needs. Therefore, many in these groups may be in need of housing assistance. Households containing physically handicapped persons may also need housing with special features to allow better physical mobility for occupants.

Housing for the Developmentally Disabled

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

In Escalon, there is one community care facility specifically for the developmentally disabled population. VMRC offers in-home care services for clients that live at home with family or in an independent setting. VMRC reports that 96.6 percent of its clients under 18 live with families. Almost 75 percent of its adult clients either live with families or in an independent or supported environment. 10 percent of all clients are children and adults living in community care facilities. Only a small portion of the children and adult clientele (0.3 percent) live in developmental centers. Housing with supportive services and community care facilities are specific needs for the County's developmentally disabled population. Currently, VMRC works with several adult residential facilities in its multi-county area to place its developmentally disabled clients. In San Joaquin County, VMRC coordinates with clients for placement in the following residential settings:

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

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

HOMELESS

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

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

The City of Escalon does not keep data regarding the counted or estimated number of homeless persons within the City at any given time. However, based on conversations with the Escalon Police Department and various service providers, the number of homeless persons in Escalon is estimated to be lower than 5 persons at any given time, which is consistent with the 2010 Housing Element data. Local police officials have stated that they believe that the homeless who pass through Escalon are transient and do not remain in the City due to a lack of support services. There does not appear to be seasonal fluctuation in the number of homeless in the City. The homeless in San Joaquin County are provided shelter primarily in Stockton, Lodi, Tracy, and Manteca. Homeless from Escalon and are referred to Stockton, as Stockton provides the most comprehensive range of services and shelter.

Countywide, there has been a decrease in the homeless population since the 2011 homeless surveys (see Table 3-40). During this time frame, the number of homeless in shelters has decreased by approximately 50 percent (-1,120 homeless), while the unsheltered homeless increased by 116.6 percent (288 homeless). The 2011 survey did not identify any homeless persons in Escalon. The 2013 and 2015 surveys only provided Countywide information and did not identify homeless persons by place within the County.

Table 3-40: Homelessness in San Joaquin County - 2011-2015

	Sheltered	Unsheltered	TOTAL
Homeless Point-in-Time Survey 2015	1,173	535	1,708
Homeless Point-in-Time Survey 2013	1,278	263	1,541
Homeless Point-in-Time Survey 2011	2,293	247	2,540
Change: 2015 to 2011	-1,120/-48.8%	+288/+116.6%	-832/-32.8%

Source: HUD Continuum of Care, 2013 and 2015; San Joaquin County Homeless Point in Time Survey, 2011

Data is available regarding certain characteristics of the Countywide homeless population. As shown in Table 3-41, the majority of homeless persons are in households, including households both with and without children. Subpopulations of the homeless include the chronically homeless, severely mentally ill persons, persons with chronic substance abuse, veterans, persons with HIV/AIDS, and victims of domestic violence. The largest subpopulations in San Joaquin County are chronic substance abusers (285 homeless), victims of domestic violence (238 homeless), and severely mentally ill (211 homeless).

Table 3-41: Homeless Population Characteristics in San Joaquin County (2014)

	Sheltered		Unsheltered**	Total
Chronically Homeless	49		67	116
Severely Mentally Ill	165		46	211
Chronic Substance Abuse	239		46	285
Veterans	65		22	87
Persons with HIV or AIDS	17		0	17
Victims of Domestic Violence	234		4	238
	Emergency Shelter	Transitional Housing	Unsheltered	Total Sheltered and Unsheltered
Persons in households without children	392	78	238	708
Persons in households with at least one adult/one child	347	503	25	875
Persons in households with only children	5	0	0	5
Individuals	475		238	713

Source: HUD, 2014

CHAPTER FOUR – LAND AND INFRASTRUCTURE

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

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

LAND AVAILABILITY

The Regional Housing Needs Allocation (RHNA) for the City of Escalon includes: 169 lower (extremely low, very low, and low) income units, 192 moderate income units, and 224 above moderate income units. To date, 7 moderate and 24 above moderate income units have been constructed. The remaining housing need in Escalon is 396 new units (see Table 3-29).

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

The City has 61.12 acres of vacant and underdeveloped land with land use designations and zoning that allow residential uses as a permitted use. The City’s inventory of residential sites will accommodate 898 to 1,160 units, as shown in Table 4-1. The City’s inventory exceeds the land needed to accommodate the City’s remaining RHNA of 396 units.

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

General Plan Designation and Zoning Designation	Total Acres	Dwelling Units / Acre	Realistic Yield (80% of Max)	Maximum Dwelling Units
Low Density Residential (R-1)	18.61	2-10	91	150
Medium Density Residential (R-2)	15.03	10-15	178	223
High Density Residential (R-3)	9.85	15-29	225	282
Commercial (C-2)	17.63	15-29	404	505
TOTAL	61.12		898	1,160

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

Historically, projects that are between 50 and 100 units are more desirable in smaller cities such as Escalon. As shown in Figure 4-1, many of the R-2, R-3, and C2 vacant parcels are contiguous and large enough to provide flexibility in design and economies of scale that do not exist with smaller projects. Table 4-2 presents the number of parcels within various size classes.

Table 4-2: Vacant Parcels by Size

General Plan Designation and Zoning Designation	<0.25 Acre	0.26-1 Acre	1-5 Acres	>5 Acres	Total Parcels
Low Density Residential (R-1)	33	14	4	0	51
Medium Density Residential (R-2)	0	1	1	1	3
High Density Residential (R-3)	0	5	3	0	8
Commercial (C-2)	0	4	8	1	10
TOTAL	33	24	13	2	72

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

LOWER INCOME HOUSING

Affordable housing for multi-family and special needs groups (low-income, disabled, elderly, etc.) can be best accommodated in the R-3 zones and C-2 zones. The R-3 and C-2 zones allow densities of 15 to 29.0 units per acre, which exceed the minimum density of 20 units/acre assumed to accommodate lower income units pursuant to Government Code Section 65583.2(c)(3)(B)(iii). Both the R-3 and C-2 allow multifamily development as a permitted use; however, the City requires a PD overlay district for all residential developments larger than one acre as discussed in Chapter 5. It is noted that R-2 also allows densities of up to a maximum of 15 units per acre, which could accommodate affordable housing for multi-family and special needs groups.

As shown in Table 4-3, the parcels in the R-3 zone have a realistic capacity of developing with 225 units and the C-2 zone parcels have a realistic capacity of 404 units. This anticipates that 20 percent of each parcel may be needed for roadways, infrastructure/utilities, setbacks, and other requirements. As shown in Table 4-3, there is a single R-3 parcel that can accommodate 110 units, a C-2 parcel that can accommodate 117 units, and a C-2 parcel that can accommodate 73 units. There is also an assortment of smaller R-3 and C-2 parcels that can accommodate smaller projects, with capacities of the individual parcels ranging from 8 to 56 units. As described in Table 4-3, there is the potential to consolidate up to five of the R-3 parcels, which would accommodate approximately 93 units. These parcels provide more than enough capacity to accommodate the City’s extremely low, very low, and low income housing need of 169 units.

Four of the R-3 parcels are nonvacant/underutilized; these parcels have a winery and outbuildings as well as vineyards and have not been in use since prior to the 2010 Housing Element. These sites are designated for multifamily development and four of the five parcels are under single ownership, so the potential to consolidate the parcels and develop a single

project is realistic. As these parcels are not currently in use and are not planned to be used for nonresidential purposes, the development on the sites does not present an impediment to residential development.

Table 4-3: City of Escalon R-3 and C-2 Vacant Land by Size, Realistic Yield, and Unit Capacity

Address/ APN	Zone/ General Plan	Size (Acres)	Realistic Yield	Existing Use	Comment
801 Ullrey Ave 22505010	R-3/HDR	4.75	110	Vacant.	4.75 acres of larger 20.18 acre parcel are designated R-3.
1124 E California St 22510008	R-3/HDR	1.37	31	Former winery and outbuildings. No longer in use.	Suitable for consolidation. Potential to consolidate parcels 22510012, 22510010, 22510011, and 22510008 (the former winery and vineyards) to develop a single 3.34-acre project with 77 units or to also include 22510016 for a 4.01-acre project with 93 units.
1090 E California St 22510010	R-3/HDR	1.13	26	Vineyard not in service.	
1070 E California St 22510011	R-3/HDR	0.38	8	Vineyard not in service.	
1062 E California St 22510012	R-3/HDR	0.35	8	Vineyard not in service.	
1034 E California St 22510016	R-3/HDR	0.67	15	Vacant.	
112 First St 22512613	R-3/HDR	0.37	8	Vacant.	None.
1823 Baker St 22514025	R-3/HDR	0.83	19	Vacant.	None.
<i>Subtotal R-3</i>		9.85	225		
1260 Lillian Ave 22530082	C-2/C	1.68	38	Vacant.	None.
1050 Yosemite Ave 22508013	C-2/C	3.17	73	Vacant.	None.
S McHenry Ave 22768034	C-2/C	1.34	31	Vacant.	None.
S McHenry Ave 22732023	C-2/C	1.90	44	Vacant.	None.
S McHenry Ave 24715063	C-2/C	5.06	117	Vacant.	None.
Jackson Ave 22727012	C-2/C	0.37	8	Vacant.	None.
Jackson Ave 22727013	C-2/C	0.67	15	Vacant.	None.
1624 David St 22747001	C-2/C	0.126	2	Vacant.	None.

Address/ APN	Zone/ General Plan	Size (Acres)	Realistic Yield	Existing Use	Comment
2304 Jackson Ave 22727017	C-2/C	0.89	20	Vacant.	None.
Jackson Ave 22763062	C-2/C	2.42	56	Vacant.	None.
<i>Subtotal C-2</i>		<i>17.63</i>	<i>404</i>		
Total		27.48	629		

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

MODERATE INCOME HOUSING

The R-2 parcels identified in Table 4-4 have the capacity to best accommodate the City's remaining moderate income need of 185 units, as the densities accommodated will allow for development of moderate income small lot single family homes, duplexes, condominiums, etc. Vacant land within the R-2 zone could accommodate a maximum of 223 units, with a realistic yield of 178 units. The City's moderate income need may also be accommodated by market rate apartment complexes, townhome developments, or condominium projects on C-2 and R-3 sites, which will accommodate more units than are needed to meet the lower income portion of the RHNA.

Table 4-4: City of Escalon R-2 Vacant Land by Size, Realistic Yield, and Unit Capacity

APN	Zone	Parcel Size (Acres)	Realistic Yield (80% of Max)	Max Unit Capacity	Notes
115 Escalon Ave 22502018	R-2	11.86	142	177	A church is located on approximately 3.25 acres of the 14.5-acre parcel; the remaining 11.86 acres are vacant. A group care residence for 6 developmentally disabled adults and a caretaker has been approved but not yet built on approximately 0.28 acres of the site. Approximately 11.86 acres remain for future development.
706 California St 22507032	R-2	0.8	8	11	Adjacent to 22507020 and could be developed as a combined project.
1310 Irwin Ave 22507020	R-2	2.37	28	35	See above.
Total		15.03	178	223	

Source: City of Escalon GIS, 2016; De Novo Planning Group, 2016

ABOVE MODERATE INCOME HOUSING

The City's above moderate income housing needs are anticipated to be accommodated primarily by parcels in the R-1 zoning districts. As shown in Table 4-1, the City has approximately 18.61 acres of vacant R-1 parcels that will accommodate approximately 91 to 150 units of the City's allocation. The remaining portion of the City's above moderate allocation will likely be accommodated through mixed income development of some of the R-2, R-3, or C-2 sites, which have the capacity to 737 units, which will accommodate the need for 169 lower income and 185 moderate income units and still have a surplus of 383 units, which is more than adequate to meet the remaining above moderate income housing need.

APPROVED AND PENDING PROJECTS

A residential care home serving the residentially disabled population has been approved at the Escalon Covenant Church site. The residential care home would have rooms for 6 clients as well a room and office for an on-site caretaker. The project was approved in 2013 and in 2015 the City approved the project's request to extend the approvals for an additional two years, through August 2017, to provide the applicant with additional time to secure additional funding.

UTILITIES AND SERVICES

The ability to provide adequate infrastructure and services (roads, water, sewer, drainage, etc.) for new housing developments is an essential element in meeting future housing needs. The cost of providing significant infrastructure, when weighed with other development costs such as property, construction, and carry costs, can prohibit the ability of a developer to achieve a profitable return on investment in today's market climate. Infrastructure development is obtained in two ways: 1) through direct installation by a developer; or 2) through impact fee payments by the developer to fund installation by the City or a developer at a later date.

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

INFRASTRUCTURE CONSTRAINTS

Water

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

Permitting. The City’s domestic water system operated under State Water Resources Control Board (SWRCB) Division of Drinking Water, Domestic Water Supply Permit Public Water System No. 3910003 (Permit). The City was issued a Citation for violation of permit requirements on July 23, 2015 related to nitrate levels at Well 1. The Citation required the City to not use Well 1 without addressing the nitrate levels. If the City elected to not install nitrate removal equipment, the Citation required the City to submit a detailed Corrective Action Plan detailing nitrate sampling demonstrating acceptable levels prior to requesting authorization to operate Well 1.

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

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

The combined capacities of the City’s water system wells are approximately 3,800 gallons per minute (gpm). With Well 1 inactive and Well 9 inactive/marginally operational as discussed below, the system’s maximum capacity is reduced to 2,400 gpm. It is noted that the Blackwater study identified the reliable capacity as 1,900 gpm; however, this appears to be an error that anticipates only Wells 3A and 9 are running rather than Wells 3A and 10. Table 4-5 summarizes each well pump capacity, facilities, operation, and status.

Table 4-5: Summary of Well System

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

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

Well 1 has been equipped with two granular activated carbon (GAC) contactors that remove Dibromochloropropane (DBCP). Each vessel is rated for 700 gpm of capacity. The treated water from the contactors enters the 0.5-million gallon storage tank and is then pumped into the system through the booster pump station. Nitrate levels exceeding the maximum contaminant level (MCL) are detected prior to start-up during the summer months after Well 1 has been inactive during the winter. The City pumps the well to waste for several weeks until the nitrate levels drop to acceptable levels. This process uses approximately 1,000,000 gallons of water to ready the well for operation. The pumping equipment at Well 1 was damaged during repairs in 2012/2013 and needs to be upgraded to meet the nitrate MCL. The City opted to not place Well 1 in service in 2015 as Well 1 was not needed to meet demands, since demands had been reduced as a result of conservation efforts during the drought.

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

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

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

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

Water Supply Improvements. Improvements are needed to replace Well 1 and expand the system's capacity. Expansion of water capacity will follow the pattern of actual development within each growth area. The 2016 Water System Evaluation identifies four improvements to the City's water supply system in order to meet existing demand under normal conditions and to provide capacity to accommodate growth.

Table 4-6: Planned Water System Supply Improvements

Well	Improvements Description	Phase and Timing	Current Capacity	Capacity with Improvements	Cumulative Capacity with Improvements
Well 1	Destroy existing Well 1 and build replacement Well 1 on same site. Connect new Well 1 to the water system. Remove GAC filters as no longer needed.	1: 2016-2018	Not operational.	900 gpm	3,300 gpm (Wells 1, 3A, and 10)
Well 3A	Replace motor and related equipment to increase capacity of pump	2a: 2018-2020	1,100 gpm	1,250 gpm	3,450 gpm (Wells 1, 3A, and 10)
Well 9	Replace motor and equipment to increase capacity	3: As needed	800 gpm (marginal operation due to shut-off issues)	1,250 gpm	4,700 gpm (all wells)
Well 1	Replace pumps and motors.	4: As needed	Not operational.	350 gpm (a total of 1,250 gpm combined with Improvement 1)	5,050 gpm
Well 10	No improvements recommended	--	1,300 gpm	1,300 gpm	
Total Capacity			2,400 gpm (Wells 3A and 10)	5,050 gpm with Improvements 1 through 4	

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

Capital Improvement Costs. The total cost of all Phase I water improvements is approximately \$1.2 million. Phase 1 will be constructed in 2016 through 2018. The remaining phases will be constructed in phases as they are warranted. The funding for these improvements could come from various federal and state loan programs, bank loans, special assessment districts (i.e. assessment districts, community facilities districts, etc.), and development impact fees. The City is reviewing several funding sources, including USDA grants and loans and the Drinking Water State Revolving Fund as potential funding sources for Phase 1 improvements. Both funding sources provide low-interest, long-term loans that could be repaid with a combination of utility rates, water connection fees, and other City sources. The City currently charges a connection fee for all residential units that are approved. The fee is based on the Water Master Plan, which provides the nexus.

System Capacity. During peak normal year use in 2009, 2012, and 2013, the average per capita water demand was approximately 0.341 gpm, which yields a base ‘normal’ demand of 2,529 gpm for the City’s existing population and connections (including non-residential) in 2016. The base ‘normal’ demand is used rather than the reduced demand that occurred in 2015 because water conservation measures may not be required in future years. Based on the average per capita demand of 0.341 gpm, accommodating the City’s remaining RHNA of 396 units would require an increase in the City’s water system capacity of 398.5 gpm (396 (remaining RHNA) x 2.95 (average household size) x 0.341 gpm (average per capita demand)). The first phase of improvements to Well 1 would provide adequate capacity to accommodate the City’s RHNA.

Wastewater

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

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

Existing Sewer Service. The City’s existing wastewater system produces approximately 0.53 to 0.60 million gallons per day (MGD) on an average dry weather day and 1.12 MGD or more during wet weather. The City’s domestic customer base includes 2,567 residential units (2,233 detached and 334 attached) as well as schools, a hotel, and various commercial and industrial customers. The Wastewater Rate Study reported that the average daily use for residential uses is 200 gallons per day (GPD) for residential detached units and 150 GPD for residential attached units.

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

However, the City's wastewater system can reliably convey only approximately 0.7 MGD, because it is constrained by the capacity of the McHenry Pump Station.

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

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

The City prepared a Phase 1 and 2 Sewer Constraints Study in 2014 to evaluate existing conditions, identify alternative alignments to convey projected flows, and to assess needed interim improvements to the McHenry Lift Station. The study recommended that the McHenry Lift Station be replaced with a new pump station with a capacity of approximately 1.4 MGD, to accommodate existing connections plus in-fill development. The first phase of interim improvements is to rehabilitate existing sewer lines to increase capacity to 1.4 MGD (although an improved capacity of 1.65 MGD could be reached, this capacity would increase potential for a spill so an interim capacity of 1.4 MGD was recommended). The second phase of improvements would involve replacement of the McHenry Lift Station

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

However, for larger-scale projects such as the Phase 1 and 2 Improvements, the City will collect connection fees and will finance certain project components through long-term debt. The cash pay-as-you go financing basis, whereby connection fees collected by the City are used to construct facilities as they are needed, does not provide sufficient funding for the phased improvements. Fees collected for the Phase 1 and 2 Improvements are proportionate, with future users paying their fair-share. In order to provide financing for the remaining balance of the project, the City could consider a number of different long-term debt financing alternatives, including: State Revolving Fund Loans, State Infrastructure Bank Loans, bonds or assessment district financing, federal infrastructure financing, and commercial bank loans.

Ability to Accommodate RHNA. The City has funded and is implementing the first phase of the McHenry Avenue Lift Station replacement (preparation of construction of the new lift station and sliplining the existing sewer trunkline from the lift station to the WWTP) and the second phase is planned for 2016/17. The improvements will accommodate approximately 520 single family dwelling units (based on a conservative factor of 250 GPD per dwelling unit). If the City's RHNA of 169 lower income units are developed as multifamily, this would result in a capacity of 553 units (169 multifamily units and 384 single family units). Upon completion of Phase 2 of

the interim improvements, the City will have adequate capacity to accommodate the City's remaining RHNA.

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

Storm Drainage

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

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

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

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

Capital Improvement Costs. The total cost of all storm drainage capital improvements needed within the existing drainage areas is estimated at over \$3.2 million. The total cost of all storm drainage capital improvements needed in the 13 new drainage areas is estimated at over \$41 million. The funding for these improvements could come from various federal and state loan programs, bank loans, special assessment districts (i.e. assessment districts, community facilities districts, etc.), and development impact fees.

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

Traffic and Roads

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

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

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

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

Local Street. The primary function of local streets is to provide access to collector streets from abutting lands. They are designated to minimize through traffic movements, typically terminating at their intersection with collectors and frequently curved or terminated in cul-de-sacs. Local streets vehicular capacities in the City of Escalon are less than 1,000 ADT. The City of Escalon standard for local streets is 50 feet of right-of-way with 32 feet of pavement.

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

ENVIRONMENTAL CONSTRAINTS

Agricultural Soils

The Escalon area has the following soils types: Honcut Sandy Loam, Veritas Fine Sandy Loam, Delhi Loamy Sand, Manteca Fine Sandy Loam, and Tinnin Loamy Coarse Sand. Agricultural soil capacity is classified according to a number of criteria including prime farmland, farmland of

statewide importance and unique farmlands. The Honcut Sandy Loam and Veritas Fine Sandy Loam are considered prime farmland soils. The Delhi Loamy Sand, Manteca Fine Sandy Loam, and Tinnin Loamy Coarse Sand are considered farmland of statewide importance soils. These soils do not have any major limitation for normal building activities, but conversion of these higher quality agricultural soils to urban development is highly scrutinized throughout the San Joaquin Valley and mitigation is usually required to offset the impact.

Williamson Act Lands

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

Special Status Species

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

The local vegetation associations support a variety of wildlife and plant species and subspecies indigenous to California. However, the conversion of native and naturalized plant communities in the State to urban land uses, agriculture, and industrial facilities has significantly reduced available wildlife habitat. As a result of this conversion, several species of both plants and animals have been displaced from California, or their populations have declined significantly. As a result, the California Department of Fish and Game (CDFG) and the United States Fish and Wildlife Service (USFWS) have listed some species as threatened or endangered. Of the special status species documented within the region, only Swainson's hawk and valley longhorn elderberry beetle have been documented within the Escalon area. As future areas develop, a biological study could reveal the presence of additional special status species within Escalon. Development projects that may impact special status species generally require mitigation and permits.

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

San Joaquin County and the cities of Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, and Tracy developed the SJMSCP to conserve open space for wildlife while addressing the effects of development and other activities that affect special-status species and convert habitat lands for

species to other uses. The SJMSCP facilitates development by providing pre-approved mitigation measures and streamlining the permitting process to address special-status species. The SJMSCP allows specific permittees, including Escalon and SJCOG, to issue incidental take permits and allows project applicants to mitigate for impacts to SJMSCP covered species resulting from development projects as well as other specified activities. Project applicants have four options to receive coverage under the HCP: 1) pay appropriate fees (based on habitat type), 2) conserve habitat lands, 3) purchase mitigation bank credits, or 4) propose an alternative mitigation plan.

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

Geology

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

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

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

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

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

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

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

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

Flooding

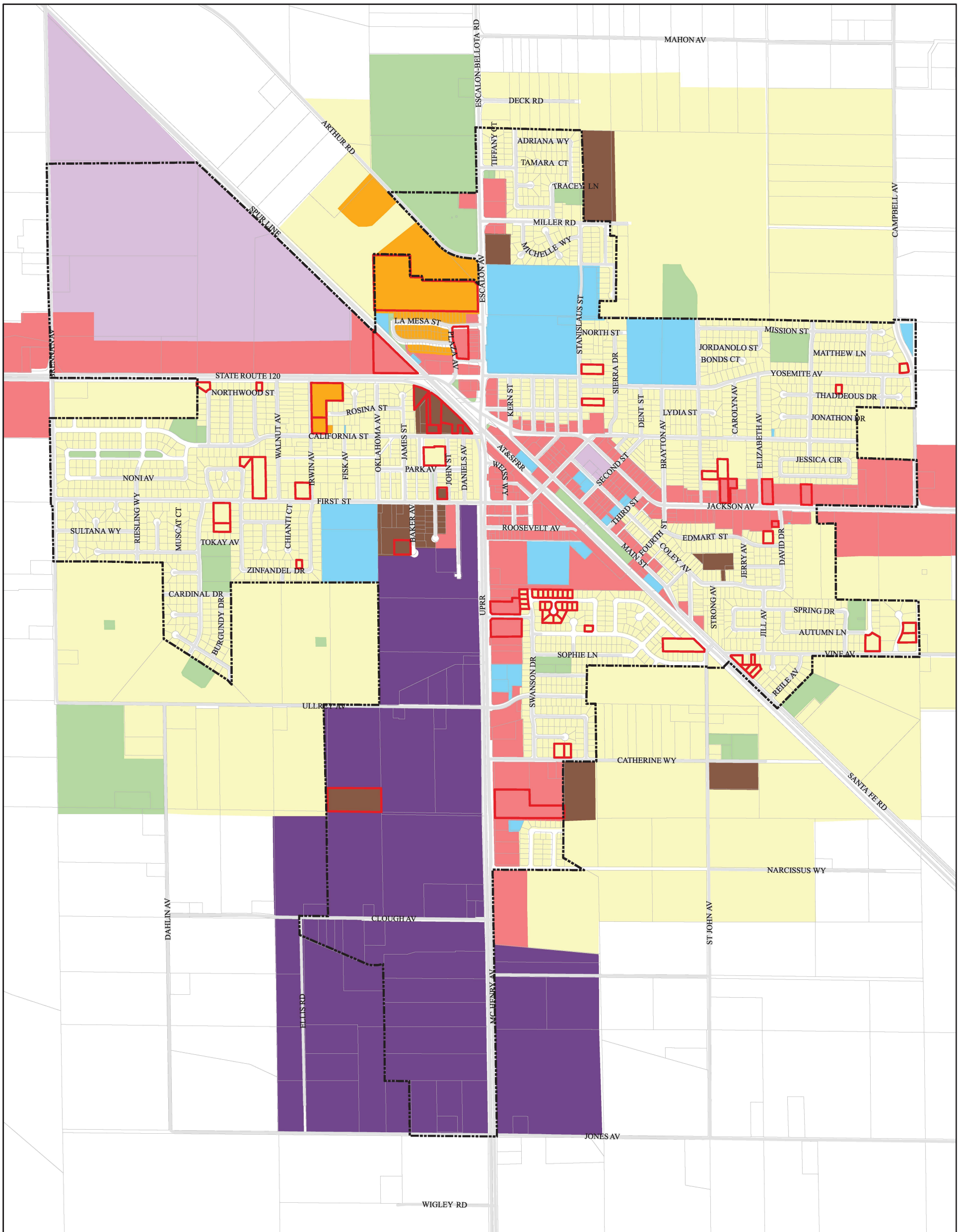
Flood prone areas are restricted to the failure of the New Melones Dam, localized ponding during intense rainstorms and dam failure on the upper reaches of rivers that traverse the County.

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

Storm Water. Flood zone mapping prepared by the Federal Emergency Management Agency (FEMA) indicates that there are no areas in and around Escalon that are in the 100-year or 500-year flood zones. Because of the comparative isolation of the community from major streams and rivers (Stanislaus River), the City of Escalon is not subject to flooding by such sources. Studies conducted by the FEMA in the community have determined that rainfall related ponding and consequent flood hazard potential represent minimal risk to Escalon. The City has prepared a Master Storm Drain Plan that addresses storm drainage collection, detention/retention, and pumping to minimize any impacts associated with storm events.

Summary. While the above-described constraints are typical of development in Escalon and the region, none of the available sites for housing described in this section are anticipated to be subject to environmental constraints that would impede the development of the property at the allowed zoning. None of the sites in the City are zoned for agricultural use. The SJMSCP provides project applicants for a streamlined, efficient method of mitigating potential impacts to special-status species, consistent with the requirements of state law. Development

consistent with the City's Building Code and adopted Storm Drainage Master Plan will minimize risks associated with geological and flooding hazards and allow development of property consistent with uses and densities allowed in the Zoning Code. No additional programs are necessary to address environmental constraints.



Legend

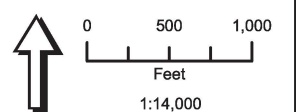
General Plan Land Use Designation

- LD-Res - Low Density Residential
- MD-Res - Medium Density Residential
- HD-Res - High Density Residential
- PF - Public Facility
- OS - Open Space
- LI - Light Industrial
- I - Industrial
- C - Commercial

- City of Escalon
- Vacant/Underdeveloped Lands

CITY OF ESCALON

Figure 4-1: Housing Sites



Data sources: City of Escalon; San Joaquin County. Map date: April 27, 2016.

CHAPTER FIVE – CONSTRAINTS TO HOUSING AND HOUSING RESOURCES

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

GOVERNMENTAL CONSTRAINTS

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

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

FEDERAL AND STATE

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

California Environmental Quality Act

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

Water, Wastewater, and Stormwater Standards

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

Wastewater standards enforced by the Central Valley Regional Water Quality Control Board through discharge permits require the City to test and treat wastewater to ensure that effluent meets health standards. Municipal stormwater discharge standards require the City to meet stormwater quality standards through the Phase II Municipal Separate Storm Water Sewer (MS4) permit program. These State requirements and standards increase the cost of providing water, sewer, and stormwater services to the City. These fees affect the cost of development and housing as the City's cost to plan for and provide services is reflected in the development impact fees paid by new construction projects and the City's cost to provide on-going services is reflected in the service fees paid by residents, businesses, and property owners.

Prevailing Wage Laws

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

LOCAL

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

Escalon General Plan

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

Residential Development

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

Low Density Residential. Low Density Residential areas provide opportunities for residential dwellings at a density of 2 to 10 dwelling units per acre (up to 21 persons per acre). Duplex and halfplex units are encouraged to increase overall densities when they are compatible with the

development. Developments in excess of 7 units per acre require a Planned Development review process.

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

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

General Plan Policies

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

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

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

Air Quality Element. The General Plan includes policies that are designed to mitigate or improve air quality within the region. Air Quality Policies 1 and 2 promotes the air quality mitigation

measures such as EPA-certified wood stoves, energy efficient designs, and project review procedures based on regional air plans.

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

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

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

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

Zoning Code

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

Residential Zones

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

Low Density Residential District (R-1). The R-1 zoning district provides low density residential areas for single-family development where lot sizes and densities are designed to

accommodate large areas of open space for recreational activities compatible with a residential environment.

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

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

Other Zones that Allow Residential

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

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

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

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

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

Zoning Definitions

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

- Condominium development means a structure or an appurtenant premise divided in ownership by the existence of condominiums and includes instances where ownership is divided following prior single ownership of the entire structure and premises.

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- Residential care facility, large means any use of a residential unit serving seven or more persons on a 24-hour per day basis.
 - Residential care facility, small means any use of a residential unit serving six or fewer persons on a 24-hour-per-day basis.
 - Residential, manufactured structure means a residential unit constructed off-site and delivered and installed on a lot. State law mandates that cities allow the installation of manufactured homes certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 on a foundation system on lots zoned for conventional single-family residential dwellings.
 - Residential, mobile home means a trailer coach that is used as a dwelling all the year round, has water faucets and shower or other bathing facilities that may be connected to a water distribution system, and has facilities for washing and a water closet or other similar facility that may be connected to a sewerage system.
 - Residential, multiple-family means a building having four or more independent and attached residential units.
 - Residential secondary dwelling unit means an additional separate living unit with kitchen and full bathroom facilities, whether within the main structure or as a separate structure on the lot.
 - Residential, single-family attached means a building containing two or three independent and attached residential units.
 - Residential, single-family detached means a detached residential unit.

Zoning for a Variety of Housing Types

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

Manufactured Homes

A residential, manufactured structure is a home that is constructed off-site and delivered and installed on a lot. State law, Government Code Section 65852.3, mandates that cities allow the installation of manufactured homes subject to the same development standards as a single family dwelling on the same lot as long as they are on a foundation and certified under the National Manufactured Housing Construction and Safety Standards Act of 1974. Under this law, a mobile home that meets the National Manufactured Housing Construction and Safety Standards Act of 1974 would be required to be permitted in the same manner as a manufactured home. The City's Zoning Code defines manufactured homes as including mobile homes. The

Zoning Code is consistent with the State Law, and allows manufactured homes within each of the residential zoning districts.

Secondary Units

Government Code Section 65852.2 allows jurisdictions to have an ordinance in place to approve secondary units; if a jurisdiction does not have an ordinance addressing second units, the Government Code requires jurisdictions to approve second units under standards established at Government Code Section 65852.2(b). The Zoning Code allows construction of a secondary residential dwelling unit by right in all residential zones subject to the requirements of Section 17.41.040, which include:

- The lot is a legal lot as defined by EMC Title 16, Subdivisions.
- The lot is located in a residential district.
- The lot contains only one existing, legal single-family dwelling, except when main and secondary dwelling unit are being constructed concurrently.
- The applicant for the building permit shall be the owner-occupant of the existing dwelling.
- The secondary dwelling unit shall conform to all height, setback, lot coverage, and other zoning requirements applicable to a primary main dwelling in the zone in which the property is located, except:
 - At least one covered off-street parking space shall be provided for a secondary dwelling unit in addition to the required spaces for the main dwelling; and
 - A detached secondary dwelling unit shall be limited to one story and a maximum of 15 feet in height. If the secondary dwelling unit is located above a garage, the height of the secondary dwelling unit shall be measured from the floor of the secondary dwelling unit.
- The exterior of the unit shall be similar in appearance and use of materials to that of the primary residence.
- The unit shall have its own separate entrance.
- Secondary dwelling units may be separately metered and shall include separate shutoffs for all utilities.
- The following additional requirements shall apply to all secondary dwelling units:
 - The minimum lot size for attached secondary dwelling units shall be 6,000 square feet.
 - If attached to the existing dwelling, attachment shall be made as required by the building official.

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- The total living area of the secondary dwelling unit shall not exceed 30 percent of the existing residence, but in no case shall exceed 1,200 square feet.
 - A secondary dwelling unit located above a garage shall provide a direct outside entrance that does not connect through the garage.
 - No structure containing dwelling units located within 50 feet of a public road or street shall be located on a parcel so that the rear of the building faces the public road or street.
- Only one secondary dwelling unit is allowed on any lot.
 - Occupancy is limited to two persons for a studio or one-bedroom unit and three persons for a two-bedroom unit.

The City's secondary unit standards are consistent with the requirements of the state law, do not constrain the development of second units, and provide clear standards for the establishment of second units.

Facilities for Disabled Households

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

Table 5-1: Uses Allowed by Zoning District

Zoning District	Density (units/ac)	Single Family	Two Family	Residential Condo	Two Family, on corner lot	Multiple Family	Secondary Dwelling	Manufactured Homes	Residential Care Facility, Large	Residential Care Facility, Small	Emergency Shelters
Residential Districts											
R-E	2	P	NO	NO	P	NO	P	P1	C	P	NO
R-1	2-10	P	NO	NO	P	NO	P	P1	C	P	NO
R-2	10-15	P	P	P	P	NO	P	P1	C	P	NO
R-3	15-29	P6	P	P	P	P	P	P1	P	P	C
Other Districts Allowing Residential Uses											
C-1	15-29	P2	P2	C2	NO	C2	NO	NO	NO	P2	NO
C-2	15-29	P2	P2	C2	NO	P5	NO	NO	C	P2	NO
C-M	15-29	P2	P2	C2	NO	C2	NO	NO	C	P2	C
M-1	15-29	NO	NO	NO	NO	NO	NO	NO	C	NO	NO
M-2	15-29	NO	NO	NO	NO	NO	NO	NO	C	NO	NO

Source: City of Escalon Zoning Code

NO – NOT ALLOWED C – CONDITIONAL USE PERMIT P – PERMITTED T – TEMPORARY USE LAND PERMIT

SPECIAL CONDITIONS. THE FOLLOWING SPECIAL CONDITIONS APPLY TO THE USES INDICATED BY THE CORRESPONDING NUMBER ON THE ABOVE TABLE:

1. MANUFACTURED HOMES MUST BE CERTIFIED UNDER THE NATIONAL MANUFACTURED HOUSING CONSTRUCTION AND SAFETY STANDARDS ACT OF 1974 (42 U.S.C. SECTIONS 5401, ET SEQ.) ON A PERMANENT FOUNDATION.
2. RESIDENCES IN NON-R DISTRICT. RESIDENTIAL USES IN ANY COMMERCIAL ZONING DISTRICT SHALL COMPLY WITH THE DEVELOPMENT REGULATIONS APPLICABLE IN THE R-3 DISTRICT; NO RESIDENTIAL USE IS ALLOWED ON THE GROUND FLOOR OF ANY COMMERCIAL BUILDING IN ANY NON-R DISTRICT UNLESS THE PROJECT IS APPROVED UNDER THE PLANNED DEVELOPMENT ZONING DISTRICT PROCESS.
3. FAMILY DAY CARE HOUSE. AS DEFINED IN SECTION 1597.44 OF THE HEALTH AND SAFETY CODE.
4. CONDOMINIUM AND TOWNHOUSE DEVELOPMENTS CAN BE APPROVED ONLY UNDER THE PLANNED DEVELOPMENT ZONING DISTRICT PROCESS.
5. MULTIFAMILY RESIDENTIAL ALLOWED AS A PERMITTED USE WITH A PRELIMINARY DEVELOPMENT PLAN.
6. SINGLE-FAMILY UNITS IN THE R-3 ZONING DISTRICT ARE LIMITED TO A SINGLE FAMILY UNIT THAT IS: (A) REPLACING AN EXISTING SINGLE FAMILY UNIT ON A ONE FOR ONE BASIS; (B) ON AN EXISTING LOT OF 6,000 SQUARE FEET OR LESS; OR (C) PART OF A HOUSING DEVELOPMENT WITH THE MAJORITY OF UNITS AFFORDABLE TO EXTREMELY LOW-, VERY LOW-, AND/OR LOW-INCOME HOUSEHOLDS.

Table 5-2: Development Standards by Zoning District

Zoning District	Min. Lot Size (sf)	Maximum Densities (du/ac)	Min. Lot Width (ft)	Front Setback (ft)	Side Setback (ft)	Rear Setback (ft)	Max. Height	Off-street Parking Per Unit	Maximum Coverage (%)	Open Space (sq ft)
Residential Districts										
R-E	25,000	NA - 1.74	100	25	10/20	20	35	2	35	NA
R-1	6,000 7,000 - corner	2 - 6 (7 – 10 du/ac with PD)	60	15 - with porch 20 – no porch	5 15 – corner lot, street side	20	35	2	65	NA
R-2	3,000 ¹	10 - 15	60	15 - with porch 20 – no porch	5 15 – corner lot, street side	20	35	2 ²	65	200 ³
R-3	1,500 ¹	15 - 29	60	15 - with porch 20 – no porch	5	20	35	2 ²	70	200 ³
Other Districts Allowing Residential Uses										
C-1	1,500	NA – 29	50	15	0	20	35	2-3	70	200 ³
C-2	1,500	NA – 29	60	15	5	20	35	2-3	70	200 ³
C-M	1,500	NA – 29	60	15	5	20	35	2-3	70	200 ³
M-1	1,500	NA – 29	60	15	5	20	35	2-3	70	200 ³
M-2	1,500	NA – 29	60	15	5	20	35	2-3	70	200 ³

Source: City of Escalon Zoning Code

1 6,500 SF MINIMUM FOR THE FIRST TWO DWELLING UNITS IN R-2; 7,500 SF MINIMUM IN R-3 FOR FIRST TWO DWELLING UNITS

2 SENIOR HOUSING IS REQUIRED TO HAVE ONE PARKING SPACE PER UNIT AND ONE VISITOR SPACE PER EVERY FOUR UNITS

3 MAY BE PROVIDED AS PRIVATE OR COMMUNITY AREA, OR A MIXTURE OF THE TWO

4 YARD REQUIREMENTS IF DISTRICT IS ADJACENT A RESIDENTIAL ZONE

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

Following adoption of the 2010 Housing Element, the City updated the Zoning Code to define small residential care facilities consistent with State law and to revise the Zoning Code to treat a small residential care facility as a single family home. As described in the Housing Plan, minor changes to the Zoning Code are being processed concurrent with this Housing Element to update the list of permitted uses to be consistent with the definition of small residential care facilities which requires such facilities to be treated as a single family home. The City does not have minimum distance or concentration requirements for residential care facilities or group homes.

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

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

Health and Safety Code Section 17959 requires a builder of new for-sale residential units to provide potential buyers with a list of specific “universal design features” which make a home safer and easier to use for persons who are aging or frail, or who have certain temporary or permanent activity limitations or disabilities. Escalon follows the requirements of the Americans with Disabilities Act (ADA) in regard to the development of accessible housing. The Housing Plan includes measures to regularly review the City’s codes and practices to identify and remove constraints, as well as to provide incentives to encourage housing for disabled persons.

Housing for Agricultural Workers

There is no zoning for agricultural uses within the City. Farmworker housing can be provided through accessory residential uses, which are permitted by right in all residential zones, multi-family development, which is permitted by right in the R-3 zone and conditionally permitted in commercial zones subject to R-3 standards, and boardinghouses, which are conditionally permitted in R-3, C-1, and C-2 zones. Currently, farmworker housing needs are met through existing affordable and market rate units. As described in Chapter 3, no increase in demand for farmworker housing is anticipated so development of farmworker housing is not anticipated to be necessary. While an increase in demand for farmworker housing is not anticipated,

farmworker housing can be developed within the city. Farmworker units, such as those assisted through the US Department of Agriculture Rural Development Sections 514/516 Program can be developed as a multifamily project on R-2 or R-3 land, or as a single family development on R-1 sites.

In order to accommodate employee housing as required by State law, the City is updating the Zoning Code to define 'Employee Housing' serving six or fewer persons as an allowed use, subject to the same requirements as a single family housing unit, as described in the Housing Plan. This will provide additional opportunities for farmworker housing.

Facilities for Homeless and Households At-Risk of Homelessness

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

Supportive and Transitional Housing. Supportive housing means housing with no limit on length of stay, that is occupied by the target population, and that is linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community (Health and Safety Code Section 50675.14).

Transitional housing and "transitional housing development" means buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months. (Health and Safety Code Section 50675.2).

State law requires the consideration of both supportive and transitional housing as residential uses that must only be subject to the same restrictions that apply to similar housing types in the same zone. Following adoption of the 2010 Housing Element, the Zoning Code was updated to define supportive housing and transitional housing and allow such uses subject to the same standards of other residential uses of the same type. This means that a single family transitional or supportive housing development would be subject to the same standards as any other single family development proposed in the same zone. Similarly, a multifamily transitional or supportive housing development would be subject to the same standards as any other multifamily development proposed in the same zone. Since the revisions to the Zoning Code to implement the 2010 Housing Element, State law has changed to add new definitions for supportive housing, transitional housing, supportive services, and target population to the Zoning Code. The definition for supportive housing is consistent with State law, but the definition for transitional housing identifies a maximum stay of 24 months, which is not consistent with State law. The Housing Plan includes a program to update the Zoning Code to include the definitions for transitional housing, supportive services, and target population consistent with Government Code Section 65582. This program is being implemented concurrently with this Housing Element Update.

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

The City is in the process of updating the Zoning Code to include provisions for ministerial approval of emergency shelters in the M-1 and M-2 districts. The M-1 district provides for small scale light industrial, repair and service-oriented activities that provide services primarily to city residents. The M-2 district provides larger sites for large scale light and heavy industrial uses that will not adversely impact the city's sewer or water capacity, and will not have a significant negative impact on the city. These districts were selected due to the availability of sites, appropriateness of the emergency shelter use, and proximity of vacant, available sites to services and transit. Vacant sites of 0.5 acre and larger are available in both districts and are more than adequate to accommodate the City's needs for emergency shelter. The City is adopting standards for the development of emergency shelters in Chapter 17.51 of the Zoning Code. The standards regulate the maximum number of beds, off-street parking, size and location of exterior and interior onsite waiting and client intake areas, the provision of onsite management, the proximity to other emergency shelters (300 feet), the length of stay, lighting, and security, as allowed by Government Code Section 65583 (a)(4). As described in the Housing Plan, these changes will be adopted prior to or concurrently with this Housing Element Update.

Extremely Low Income Households

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

Parking Requirements

The Zoning Code establishes parking standards for various types of facilities. Table 5-3 provides those parking requirements. The City's parking requirements for single family homes, condominiums, and townhomes are two parking spaces per unit. Multiple-unit facilities require 1.5 spaces per unit, plus .5 visitor spaces per unit. Secondary units require one parking space per unit. The Zoning Code includes provisions to modify the required number of off-street spaces for uses such as mixed use elderly housing (where both elderly and nonelderly housing is

provided), housing for persons with disabilities, or retirement homes where it can be demonstrated that automobile use or ownership is significantly lower than for other dwellings or lodging houses. This parking reduction provision is consistent with state law.

Table 5-3: Parking Requirements by Facility

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

Source: City of Escalon Zoning Code

On-Site and Off-Site Improvements

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

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

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- Install street pavement;
 - Install sidewalks, alleys, pedestrian ways and bikeways;
 - Provide for the planting of residential street trees;
 - Install or provide for the installation of street lighting facilities; and
 - Construct of fencing, walls, or sound reduction barriers, where necessary.

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

Affordable Housing Ordinance

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

Escalon's affordable housing requirements are similar to those of other jurisdictions throughout the state. Statewide, jurisdictions with inclusionary housing programs typically require from a minimum of 10 percent up to 25 percent of units to be affordable to very low, low, and moderate income households. Escalon's requirement of 10 to 15 percent falls within the typical range. In the vicinity of Escalon, the City of Ripon requires housing developments to provide at least 12 percent of units at prices or rents affordable to very low, low, and moderate income households. San Joaquin County and the City of Modesto are currently considering inclusionary housing requirements.

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

Subject to the approval of the City Council, the City Manager determines the percentage of units in the residential development that will be available to very low, lower, and moderate income households. Unless the City expressly and in writing permits otherwise, the developer shall provide very low, lower and moderate income inclusionary units in equal numbers in the

residential project and in each phase of the residential project. While the requirement to provide 10 to 15 percent of units as affordable is not considered a constraint, this component of the Ordinance provides for flexibility and allows the City Manager to work with each project proponent to develop an affordable housing requirement between 10 and 15 percent that provides for the City's affordable housing needs while accommodating any unique aspects of the project.

Developers that wish to dedicate land or pay in-lieu fees instead of building the inclusionary units must request a finding of infeasibility from the City Council. In order to request this finding, the developer files a request with the City Clerk no later than the date on which the developer files its application for its first discretionary approval by the City or the time of application of a building permit, whichever is earlier. A request for infeasibility must include a description of the project, a detailed explanation of why it is infeasible to provide inclusionary units within the residential project, and any other information the city manager or his or her designee deems necessary or relevant to enable the City Council to make a reasoned determination. "Feasible" means that even with the construction of inclusionary units pursuant to the Ordinance, the residential project as a whole remains reasonably capable of being built and marketed given the conditions prevailing at the time of approval of the residential project.

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

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

From October through March 2009, market rate units in Silverwood were selling from \$300,000 up to \$375,000. There were five homes remaining priced from \$239,990 (four bedrooms) to

\$281,543 (five bedrooms). Based on these sales prices and the 2009 County income levels, the units were affordable to moderate and above moderate households and were not priced out of reach to households.

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

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

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

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

Since the revisions to the Affordable Housing Ordinance, the City has not had any new development projects that would be subject to the Affordable Housing Ordinance. New residential development that occurred following the 2010 Housing Element was limited to in-fill

development of individual single family parcels, including existing single family lots in existing subdivisions. The changes to the Affordable Housing Ordinance ensure that the Affordable Housing Ordinance is not an obstacle to development and does not unduly constrain development of housing.

Density Bonus Ordinance

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

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

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

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

Following adoption of the City's 2010 Housing Element, the City's Density Bonus Ordinance was revised to provide up to two incentives to: 1) a multifamily project of 15 or more units that

request consolidation of two or more contiguous small lots, 2) a housing project of 10 or more units restricted to occupancy by persons with a disability and their caretakers, and 3) a multifamily housing project of 15 or more units that provides a minimum of 20 percent of the units as large units with three or more bedrooms. These revisions were intended to encourage multifamily projects that include a lot consolidation component, housing for disabled persons, and rental housing for large families.

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

Subdivision Ordinance

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

Growth Management Ordinance

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

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

Building permits are allocated twice per year. The primary allocation period provides allocations for the full fiscal year. Applications for unused allocations can be rolled over to the next fiscal year. Rollover requests receive priority. Applicants requesting allocations for subdivisions and multifamily developments are encouraged to apply for allocations at the primary allocation period which occurs July 1 of each fiscal year. In order to receive allocations in the primary allocation period, project applicants must have their map finalized (for single family projects) and necessary approvals (for multifamily projects) and submit an application by May 1st. Since the growth allocation process follows the necessary entitlements (final map or site plan approval), the City will work with an applicant during the processing of their map or site plan application to ensure that the applicant understands the process to apply for allocations and to work with the applicant to receive necessary materials so that a development can receive its entitlements in a timely manner to apply for its allocations. Further, since an applicant will have already gone through the entitlement process, the City will have reviewed the proposed project and made a decision on the subdivision map or site plan. When an applicant is at the stage of applying for an allocation, the City has already reviewed and approved the proposed development project. This provides the applicant with the certainty that the City desires the applicant's project and streamlines the development process.

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

The GMO encourages development of affordable housing (extremely low, very low, and low income units), multi-family, and mobile home units through counting each two affordable, multi-family, or mobile home units as a single allocation. The GMO also allows the City Council to set aside allocations for a multi-family project at any point throughout the year as part of the approval process for the multi-family project. There have been no multi-family projects in Escalon since the GMO was enacted. The allotment the following year would then be reduced by one single family unit for each two multiple dwelling units or two mobile homes. For example, a 44-unit multifamily project may be approved following the second growth allocation period in 2016. As part of the approval, the City Council may set aside building permits from the following year's allocation. The multifamily project would receive its 44 building permits. These would be in addition to the other allocations already made in 2016. In 2017, the maximum allocations would be reduced by 22 allocations (two multi-family units count as a single family allocation). This approach provides certainty for the multi-family developer by allocating their units as part of the project approval process and outside of the allocation application period.

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

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

- Single lots of record as of December 31, 2000, which is restricted to a single-family residential unit by the zoning regulations;
- Rehabilitation or remodeling of an existing dwelling, or conversion of apartments to condominiums, so long as no additional dwelling units are created; and
- Residential units on parcels zoned P-D which are deed restricted for affordability by low- and very low-income households for a period of at least 50 years. The number of units to be so exempted shall not exceed the city's average annual fair share for very low and low-income housing units as estimated by the San Joaquin County council of governments.

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

The City's remaining Regional Housing Needs Allocation for the 2014-2023 period is: 60 extremely low, 43 very low income units, 66 low income units, 54 moderate income units, and 171 above moderate income units, a total of 396 units. Table 5-5 demonstrates that for the 2014 through 2023 RHNA period, the City's GMO will allow 600 allocations for the remaining RHNA period (2016-2023) which are more than enough to accommodate the City's RHNA. Of course, the City cannot compel developers to obtain allocations during the RHNA period and from 2014/15 through 2015/16, there have been no applications. In previous years, allocations requested and approved have been significantly less than available allocations. As shown in Table 5-4 below, the City's GMO has allowed adequate allocations to accommodate the RHNA during the 2014-2023 cycle.

Table 5-4: Growth Management Allocation Trends

Fiscal Year	New Allocations Requested	Rollover Allocations Requested	Allocations Approved (New/Rollover)	Annual Allocation Available
2003 to 2006 Historical Allocations				
2003/04	89	4	75/4	75 new – up to 100 total
2004/05	81	9	75/9	75 new – up to 100 total
2005/06	78	19	75/19	75 new – up to 100 total
2006/07	60	28	60/28	75 new – up to 100 total
2007 to 2014 Allocations				
2007/08	28	26	28/26	75 new – up to 100 total
2008/09	21	0	20/0	75 new – up to 100 total
2009/10	0	0	0	75 new – up to 100 total
2010/13	50	0	50/0	75 new – up to 100 total
2011/12	0	50	0/50	75 new – up to 100 total
2012/13	50	0	50/0	75 new – up to 100 total
2013/14	0	45	0/45	75 new – up to 100 total
2014/15	0	0	0/0	75 new – up to 100 total
2007 - 2014	149	121	149/121	600 new allocations available during the RHNA period. All allocations requested, both new and rollover, were approved.
2014 to 2023 Allocations				
2014/15	0	0	0/0	75 new – up to 100 total Note: 31 of the 45 units allocated in 2013/2014 were built in 2014/2015.
2015/16	0	0	0/0	75 new – up to 100 total
2016/17	-	-	-	75 new – up to 100 total
2017/18	-	-	-	75 new – up to 100 total
2018/19	-	-	-	75 new – up to 100 total
2019/20	-	-	-	75 new – up to 100 total
2020/21	-	-	-	75 new – up to 100 total
2021/22	-	-	-	75 new – up to 100 total
2022/23	-	-	-	75 new – up to 100 total
2023/24	-	-	-	75 new – up to 100 total
2015-2023	Total of 750 new allocations available. No allocations requested in the 2014/15 and 2015/16 fiscal years. There are 600 new allocations available for the remaining 2016/17 through 2023/24 fiscal years.			

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

Table 5-5 demonstrates that the remaining 600 allocations under the GMO for 2016/17 through 2023/24 can accommodate the City’s RHNA. It is noted that the GMO provides more than adequate capacity for the RHNA. It is noted that allocations for affordable units (extremely low, very low, and low) are granted on a two-for-one basis, meaning that two units can be constructed per each allocation granted. Similarly, multifamily and mobile home units are also counted on a two-for-one basis. As shown in Table 5-5, the City’s remaining allocation of 600 units will accommodate the City’s lower income RHNA of 169 units with 85 allocations and will have 515 remaining allocations. The remaining allocations exceed the City’s moderate and above moderate income RHNA of 225 units.

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

	Extremely Low*	Very Low	Low	Moderate	Above Moderate
Remaining RHNA Allocation	60	43	66	54	171
Units Allowed under Growth Management Ordinance	169 extremely low, very low, and low RHNA units will require 85 allocations (affordable units are allowed two units per allocation). This is within the City’s 600 new units that are available during the remainder of the 2014-2023 RHNA cycle. Shortfall of Allocations: None			600 new allocations allowed less the 85 allocations for extremely low, very low, and low income units results in 515 allocations remaining. These allocations will be more than enough to accommodate the City’s remaining moderate and above moderate income housing needs of 225 units. Shortfall of Allocations: None	

The City incentivizes affordable housing through the GMO process by:

- 1) Allocations for lower income units are given on a two-for-one basis, meaning a developer that receives 20 allocations may build 40 affordable units.
- 2) Lower income units that have a Planned Development designation are exempt from the GMO requirement, meaning that lower income units that go through the Planned Development process, which provides flexibility in site and project design, can be constructed without requesting any GMO allocations. A developer can request a P-D

designation for an affordable project in order for the lower income units to be exempt from the ordinance.

- 3) Lower income units that are in a senior housing project receive priority allocations. The City prioritizes 15 allocations (30 affordable senior units) each year.

The City exempted the affordable units in Silverwood as previously described and this process would be provided for future affordable units. A developer can request the P-D designation at the time they submit their project application. The P-D designation allows for relaxed development standards and allows flexibility with project design in terms of lot sizes, parking, setbacks, et cetera. A request for a P-D designation is processed as part of the overall request for entitlements and does not require special applications or submittals. In addition to having flexibility with design and development standards, the P-D designation also exempts all of the affordable units from the GMO allocation requirement. This saves a developer time and money, as they do not have to go through the allocation process. The P-D process is described under the Processing Times section of this chapter. If affordable housing developers requested a P-D designation, all 192 of the extremely low, very low, and low income RHNA units would be exempt from the GMO.

Some affordable developers may not wish to request a P-D designation. These developers will receive allocations on a two affordable unit per one allocation basis, as previously described.

The Growth Management Ordinance process does not impede the development of single family housing, affordable housing, or multifamily housing. The GMO specifically provides incentives for the development of multifamily housing, mobile homes, affordable housing, and senior housing of housing as previously described. The GMO provides adequate capacity to accommodate the City's remaining RHNA. No revisions are needed to the GMO.

Annexations

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

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

LAFCo's efforts are directed toward seeing that services are provided efficiently and economically while ensuring that agricultural and open-space lands are protected. LAFCo must conduct service reviews to evaluate the provision of municipal services with respect to nine

areas: (1) infrastructure needs or deficiencies; (2) growth and population projections for the affected area; (3) financing constraints and opportunities; (4) cost avoidance opportunities; (5) opportunities for rate restructuring; (6) opportunities for shared facilities; (7) government structure options, including advantages and disadvantages for consolidation or reorganization of service providers; (8) evaluation of management efficiencies; and (9) local accountability and governance.

While LAFCo serves an important role in local land use planning and the provision of services, SOI and annexation approvals are considered a governmental constraint to housing development because of the lengthy time period and the service review requirements. However, the City does not require any SOI or annexation approvals in order to accommodate the RHNA.

Building Codes

Building Codes regulate the erection, construction, enlargement, alteration, repair, moving, removal, demolition, conversion, occupancy, equipment, wiring, plumbing, height, area, use and maintenance of all buildings and/or structures in the City. The City has adopted the California Building Standards Code (CBSC), which includes the 2013 editions of the California Administrative Code, California building Code, California Residential Code, California Electrical Code, California Mechanical Code, California Plumbing Code, California Energy Code, California Historical Building Code, California Fire Code, California Existing Building Code, California Green Building Standards Code, and the California Referenced Standards Code. The CBSC, as published by the California Building Standards Commission, is applied statewide. The California Building Code includes provisions to reasonably accommodate disabled people in accordance with ADA requirements.

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

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

Processing Times

The residential development process has various stages, each of which requires some form of City review. Initial processing of a development application depends on the type of project proposed (e.g., Planned Development, subdivision, single family unit, etc.) as well as whether additional requirements will need to be met (e.g., rezoning of land, environmental review, etc.).

Therefore, processing review times can vary depending on many different factors. Processing times for development review in Escalon vary based on the size of the project and the extent of review required. The review period can range from 4 to 6 weeks for a straight forward permit approval to around 52 weeks for CEQA review of a complex development project.

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

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

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

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

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

1. Site plan elements, e.g., buildings, circulation and open spaces, are arranged on the site so that activities are integrated and harmonious with the neighborhood and surrounding area and are arranged to produce an attractive, efficient and cohesive development of sustained desirability;
2. Consider existing natural topography, natural watercourses and exposure to wind;
3. The site's design and building arrangement provides for the greatest opportunity for solar access;
4. The project is designed to maximize the opportunity for privacy by the residents of the project and adjacent residential development;

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5. The design and arrangement of buildings and open space areas contribute to the overall aesthetic quality of the project and surrounding area;
 6. Driveway and parking systems provide smooth, safe, and convenient movement of vehicles, both on and off the site;
 7. Contribute to the overall aesthetic quality of the site;
 8. Adequate and conveniently located parking is provided and designed in a manner that discourages on-street parking;
 9. Transit turnouts, shelters, landscape features, bicycle racks, shopping cart storage areas, newspaper racks, recycling facilities, and trash areas are conveniently located and designed so as not to interfere with the flow of traffic and safety of vehicles and pedestrians;
 10. There is adequate space for loading and unloading of persons, materials and goods;
 11. The pedestrian circulation system is designed to assure that pedestrians can move safely and easily both on the site and between properties and activities within the neighborhood;
 12. Incorporates design features to enhance convenience and safety across parking lots and driveways;
 13. Outdoor lighting is provided which promotes pedestrian and vehicle safety and crime prevention and is confined to the site;
 14. Recreational areas are accessible to the residential units they are intended to serve;
 15. Signs complement the architectural theme of buildings, are an integral part of a site design, and are consistent with provisions set forth in this title;
 16. The site design contributes to speedy access to all buildings for fire, medical and police response; and
 17. The site design incorporates provisions for barrier-free access for the handicapped. (Ord. 495 § 1, 2005)

In order to make the findings, the decision-making entity (Development Services Manager for permitted uses and Planning Commission for uses that require a subdivision map, tentative parcel map, or other Planning Commission approvals) must review the site plan and the related standards of the City's adopted planning documents, including the General Plan and Zoning Code. The site plan review process ensures that new development addresses health and safety requirements (lighting, access, loading/unloading). A project must be consistent with development standards (e.g., building heights, setbacks, density, etc.) in order for the project to be determined to meet the findings. The site plan review process is a straightforward process that is not considered a constraint to providing housing. While the site plan review process is not considered a constraint to housing, Program 2-7 has been provided to increase certainty for

affordable and multifamily developers and to further encourage the development of multifamily housing.

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

Table 5-6: Application Process

Type of Permit	Typical Processing Time	Review Process
Single Family Home		
Plan Check	2-4 weeks	Staff-level plan check
Single Family Subdivision		
Tentative/Final Map and CEQA Review	8 - 12 weeks	Planning Commission public hearing and review, City Council public hearing and decision
Multifamily Development		
Site Plan Review	10 – 12 weeks	Planning Commission public hearing and decision
Other Processing Timelines		
Annexation	40	Planning Commission public hearing and review, City Council public hearing and decision
Variance	12	Planning Commission
Conditional Use Permit	12	Planning Commission
General Plan Amendment	40	Planning Commission public hearing and review, City Council public hearing and decision
Zone Change	36	Planning Commission public hearing and review, City Council public hearing and decision
Site Plan Review	12	Minor: staff-level; Planning Commission
Certificate of Compliance	4	Staff level
Lot Line Adjustment	12	Planning Commission
Tentative Tract Map	24	Planning Commission/City Council
Final Parcel Map	6	City Council
CEQA Analysis	12-52	Concurrent with requested entitlement
Development Agreement	12	City Council

Source: City of Escalon, 2016

Planned Development

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

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

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

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

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

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

The PD zone provides for flexibility in designing projects that provide affordable and special needs housing. Applying the PD designation involves a change to the City's zoning map to add

the overlaying PD designation, so City Council approval is required. While this approval does add an additional two to four weeks in processing time for projects that would otherwise be approved at the Planning Commission level, the PD process provides benefits of: 1) allowing flexibility in the design and uses proposed on a project site, and 2) exempting affordable units on a PD site from the Growth Management Ordinance. However, the requirement to apply for a PD overlay for all residential development over one acre in size is considered a constraint to multifamily housing development and to small residential projects. The Housing Plan includes a program to revise the PD requirements in order to remove constraints to multifamily development and small housing projects.

Governmental Fees

Although governmental fees do contribute to the total cost of housing development, the extent to which these costs are passed on to the consumer depends on price sensitivity of each housing type and the ability of housing developers to absorb such cost increases and still maintain acceptable profit margins. Where increased costs cannot be absorbed by the consumer or developer, housing production will decline. In “price sensitive” markets, such as that for affordable housing, when increased costs cannot be absorbed by the developer, or products modified to compensate the developer, and additional funding sources are not available, affordable housing is not built.

Government Code Section 66020 requires that planning and permit processing fees do not exceed the reasonable cost of providing the service, unless approved by the voters; agencies collecting fees must provide project applicants with a statement of amounts and purposes of all fees at the time of fee imposition or project approval. Table 5-7 presents the 2009 permit processing and planning/zoning fees for the City of Escalon.

Table 5-7: 2016 Permit Processing Fees and Planning/Zoning Fees

Planning and Application Fees	
Annexation and Pre-zoning	\$4,550
Building Permit Allocation Request	\$224 plus \$69 per lot
Development Agreement Application	\$1,700
Development Agreement Negotiation	\$20,000 deposit to offset actual charges
General Plan Amendment	\$3,300
Landscape Plan Check and Inspection	\$90; \$870 – multifamily five or more units
Lot Line Adjustment	\$440
Planned District	\$3,100
Site Plan Review	\$2,650
Specific Plan Application	\$5,000 deposit to offset actual charges
Use Permit	\$1,750
Variance	\$1,700
Zoning Code Amendment (Map)	\$2,300
Zoning Code Amendment (Text)	\$1,350
Subdivision Fees	
Certificate of Compliance	\$215

Final Map Review	\$950 plus \$31 per lot
Improvement Plan Review for the first \$300,000 of improvement cost	6.5% of engineers estimate
Improvement Plan Review for \$300,001 to \$400,000 of improvement cost	6% of engineers estimate
Improvement Plan Review for over \$400,001 of improvement cost	5% of engineers estimate
Subdivision Application, Major (5 or more units)	\$10,000 deposit to offset actual charges
Subdivision Application, Minor (4 or less units)	\$7,000 deposit to offset actual charges
Environmental Fees	
Environmental Initial Study	\$1,500
Environmental Impact Report	\$10,000 deposit to offset actual charges
Environmental Review	\$250

Source: City of Escalon, 2016

Government Code Section 66000 et. seq. (Mitigation Fee Act) sets forth procedural requirements for adopting, and collecting capital facilities fees and exactions, and requires they be supported by a report establishing the relationship between the amount of any capital facilities fee and the use for which it is collected. Government fees in Escalon include charges from the City and Escalon Unified School District. Table 5-8 shows the Development Impact and Building Fees in Escalon. In October 2016, the City Council adopted an updated Development Impact Fee program that reduced single family and multi-family fees. These fees will go into effect in early 2017.

Table 5-8: 2016 Development Impact and Utility Fees

Type	Single Family		Multi-family	
City of Escalon Development Impact and Utility Connection Fees				
Fee Year	2016	2017	2016	2017
Parks and Recreation	\$11,569	\$12,995	\$7,817	\$10,396
Transportation	\$6,170	\$1,099	\$4,047	\$637
Police	\$2,011	\$2,013	\$1,358	\$1,610
City Hall	\$1,697	\$892	\$1,147	\$714
Public Works	\$1,595	\$952	\$1,077	\$761
Library	\$525	\$122	\$525	\$97
Administration	\$835	\$542	\$557	\$426
Program Update Fee	\$132	\$0	\$89	\$0
Water Connection Fee	\$9,391	\$9,391	\$3,286.70/unit – 60-unit estimate ¹	\$3,286.70/unit – 60-unit estimate ¹
Sewer Connection Fee	\$5,998	\$5,998	\$4,998	\$4,998
Storm Drain Connection Fee ²	\$1,236	\$1,236	\$619	\$619
Total City Fees	\$41,159	\$35,240.00	\$25,520.70	\$23,544.70

Type	Single Family	Multi-family
City of Escalon Development Impact and Utility Connection Fees		
Outside Agency Fees		
Escalon Unified School District ³	\$6,914.76	\$3,480
Regional Transportation Impact Fee	\$3,141.34	\$1,884.80
Fire Facility Fee	\$349.71	\$176
Total Outside Agency Fees	\$10,406	\$5,541
Total Development Impact and Utility Connection Fees	2016: \$51,564.81 2017: \$45,645.81	2016: \$31,061.70 2017: \$29,085.50

1 Estimate is based on fees charged for a 60-unit multifamily development with a 4" connection. Duplex fees are \$12,860 and large multi-family projects are calculated site-specific fees based on connection sizes.

2 Storm drain connection fee based Drainage Area I with a 0.20-acre single family lot and a 60-unit project (total fee \$147,480) on a 3-acre multifamily lot.

3 School fees are based on State maximum Tier I fee of \$3.48/sf (subject to change). Estimate based on a 1,987 sf single-family unit, and a 1,000 sf multi-family unit.

City fees are subject to an annual adjustment each January.

Source: City of Escalon, 2016; Escalon Unified School District, 2011

That City of Escalon adopted these fees in accordance with the nexus requirements of the Government Code which requires that any city or county which establishes, imposes, or increases a fee as a condition of development approval do all of the following: (1) identify the purpose of the fee; (2) identify the use to which the fee is to be put; (3) determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed; and, (4) determine how there is a reasonable relationship between the need for the public facility and the type of development project upon which the fee is imposed. These fees were established by Ordinance and are codified in the Municipal Code Title 3 Revenue and Finance, Chapter 3.22, 3.23, and 3.26, which includes findings and facts regarding the purpose and relationship between the fee and public facility needs. These fees are not excessive compared to other fees collected within other communities in California.

As shown in Table 5-8, 2016 fees for new residential development range from \$51,564.81 for a 1,987 s.f. single family unit to approximately \$31,061.70 for a multifamily unit (based on a 60 unit, 3-acre project). In 2017, the fees will be reduced to approximately \$45,645.81 for a single family unit and \$29,085.5 for a multifamily unit.

These fees are consistent with recent fee calculations for specific development projects. For the recent Westwood single family project developed in 2014 and 2015, the City and outside agency development impact and utility connection fees collected totaled \$48,350.69. Additional fees were the building permit, valuation, plan review, residential capital facilities fee, and green building fees of \$4,433.15 (electrical, plumbing, mechanical, etc.), which were based on a construction valuation of \$260,232.86 for the single family unit.

Regional Impact Fee Comparison

The City of Escalon's development and utility connection fees total approximately \$41,159 per single family unit and \$25,250 per multifamily unit; these figures will be reduced to \$35,240 and \$23,544.70, respectively, in 2017. In neighboring communities, local development impact fees

range from a low of \$18,313.84 per single family unit (Lathrop – Stewart Tract) and \$12,744.42 per multifamily unit (Lathrop – Mossdale Landings) to a high of \$49,354 per single family unit (Ripon) and \$29,118 per multifamily unit (Ripon). Escalon’s fees are at the upper mid-range of regional impact fees, as shown in Table 5-9. These fees are necessary for the City to be able to continue to provide facilities and improvements, particularly planned water and sewer system improvements, which are needed to accommodate new development.

TABLE 5-9: CITY IMPACT FEE COMPARISON

Jurisdiction	Single Family	Multifamily
Escalon	\$41,159	\$25,250
Lathrop	\$18,313.84 (Steward Tract) - \$36,343.14 (East Lathrop)	\$12,774.42 (Mossdale Landings) - \$27,440.10 (East Lathrop)
Manteca	\$35,727 - \$39,372	\$22,049 - \$24,443
Modesto	\$41,318	\$20,055
Oakdale	\$27,482 - \$33,016	\$15,992 - \$18,123
Ripon	\$49,353.98	\$29,118.22
Stockton	\$36,613.61	\$19,701.75
Tracy	\$46,998	\$25,488.48

Source: City of Manteca 2015-2023 Housing Element Public Review Draft, August 2015; City of Modesto Housing Element (2015-2023), November 2015; City of Oakdale Draft 2015-2023 Housing Element, May 2015; City of Stockton 2015-2023 Housing Element Public Review Draft, November 2015; City of Tracy 2015-2023 Housing Element, October 2015; City of Ripon, 2015; City of Escalon, 2016

NON-GOVERNMENTAL CONSTRAINTS

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

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

COST AND AVAILABILITY OF FINANCING

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

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

In March 2016, the average rate for a 30-year mortgage was 3.69 percent. From 2005 through 2015, average monthly mortgage rates have ranged from a high of 6.76 percent in July 2006 to a low of 3.35 percent in November and December, 2012. For homebuyers, it is necessary to pay a higher down payment than in the immediate past, as well as demonstrating credit worthiness and adequate incomes, so that loan applications meet standard underwriting criteria. While adherence to strict underwriting criteria was not required during the early and mid-2000s, the return to stricter standards is consistent with loan standards prior to 2001.

LAND COSTS

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

Larger residential acreages (lots ranging from 6.5 to 135 acres) in the Escalon area are priced around \$50,000 and \$75,000 per acre, on average. Smaller in-fill residential lots range from \$35,000 to \$75,000 for a 0.16-acre to 0.44-acre lots.

COST OF CONSTRUCTION

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

The cost of residential construction varies significantly. Construction costs in Escalon run approximately \$105 to \$130 per square foot. The source of this figure was a review of building permit valuations. Escalon uses the International Conference of Building Officials good

standard for a basis of building permit fees. Additional costs, which average from \$40 to \$60 per square foot of residential construction, account for site improvements. The recent Westwood single family subdivision had total construction valuation costs of \$131 per square foot. While no multifamily developments have been built in Escalon in the past five years, a recent multifamily development in nearby Ripon had construction costs of approximately \$87,500 per unit, or \$73 per square foot.

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

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

AT RISK HOUSING UNITS

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

ASSISTED MULTIFAMILY UNITS IN ESCALON

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

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

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

There is only one assisted multifamily housing developments in Escalon, as shown in Table 5-12. There are no units that at-risk of converting to market-rate housing over the next ten years. The Heritage House complex has 42 units that are financed under a Section 202 contract. The Section 202 maturity date is in 2027. This complex is also subsidized under a supplemental Section 8/202 contract that is renewed on an annual basis every May. As the expiration date of the Section 202 contract nears, these units will still be considered lower risk because they are owned by a non-profit that has a primary mission of providing affordable housing to the community.

Table 5-12: Federally Assisted Multifamily Housing

Name	Address	Program	Units	Affordability Exp. Date	Risk Assessment
Heritage House	1100 Escalon Avenue, Apt 11 Escalon, Ca 95320 209-838-1715	Section 202/8 Senior Housing and Disabled Housing	42 very low income: (12 Studio, 30 1 Bedroom)	Section 202 – 811 - 2027 Housing Assistance Program/Section 202 Contract –2017	No Risk
Total			42		

Source: U.S. Department of Housing and Urban Development, 2016; California Housing Partnership Corporation, 2016

TERMINATION NOTICE REQUIREMENTS

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

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

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

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

Active Termination Notices

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

QUALIFIED ENTITIES

Housing element law states that the analysis shall also identify public and private non-profit corporations known to the local government which have legal and managerial capacity, and interest in acquiring and managing assisted housing developments. Qualified Entities are nonprofit or for profit organizations or individuals that agree to maintain the long-term affordability of projects. Following is a list of Qualified Entities registered with HCD for San Joaquin County.

Qualified Entity	Address	Phone
ACLC, Inc	315 N San Joaquin St. Stockton, CA 95202	(209) 466-6811
Eskaton Properties Inc.	5105 Manzanita Ave. Carmichael, CA 95608	(916) 334-0810
Housing Corporation of America	31423 Coast Highway, Ste. 7100 Laguna Beach, Laguna Beach, CA 92677	(323) 726-9672
ROEM Development Corporation	1650 Lafayette Circle Santa Clara, CA 95050	(408) 984-5600
Rural California Housing Corp	3120 Freeboard Drive, Suite 201 West Sacramento, CA 95691	(916) 414-4436
Stockton Shelter for the Homeless	P.O. Box 4803 Stockton, CA 95204	(209) 465-3612

RESOURCES

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

LOCAL FUNDING SOURCES

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

Investment Fund (LAIF). The balance of the loan as of November 2017 is \$783,707. If the City receives a request for these funds, the City can make a subsequent inter-fund loan to cover the City's affordable housing obligations.

FEDERAL AND STATE FUNDING SOURCES

Housing providers in Escalon have access to a variety of existing and potential funding sources available for affordable housing activities, including new development, rehabilitation, and preservation of existing affordable units. These include local, State, Federal and private resources. The largest housing funding sources available for housing production, rehabilitation, or preservation include the Community Development Block Grants, Tax Credits, USDA Rural Development loans, HOME Investment Partnership Program grants, Section 8, and Emergency Shelter Grants.

Community Development Block Grant (CDBG) program. CDBG funds are awarded to entitlement communities on a formula basis for housing activities. Funding is awarded on a competitive basis to each participating city. Activities eligible for CDBG funding include acquisition, rehabilitation, economic development and public services. The City of Escalon receives CDBG funds annually, typically in the \$75,000 range, through the San Joaquin Urban County and HOME Consortium. These funds can be utilized for the replacement of substandard housing, rehabilitation of lower income owner-occupied and rental-occupied housing units, and other programs that assist households with incomes at or below 80 percent of median income. The funds can also be used to offset infrastructure costs in support of affordable housing development.

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

Section 8 Housing Choice Voucher Program. The Section 8 Housing Choice Voucher Program provides monthly rental assistance payments to private landlords on behalf of low-income families who have been determined eligible by the San Joaquin Housing Authority. The program's objective is to assist low-income families by providing rental assistance so that families may lease safe, decent, and sanitary housing units in the private rental market. The program is designed to allow families to move without the loss of housing assistance. Moves are permissible as long as the family notifies the Housing Authority ahead of time, terminates its existing lease within the lease provisions, and finds acceptable alternate housing. There are 12 Section 8 vouchers in use in Escalon.

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

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

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

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

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

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

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

CalHOME Program. CalHome provides grants to local public agencies and non-profit developers to assist households in becoming homeowners. CalHome funds may be used for

predevelopment, development, acquisition, and rehabilitation costs as well as downpayment assistance. Currently, there is no funding for this program.

California Housing Finance Agency (CHFA). CHFA offers permanent financing for acquisition and rehabilitation to for-profit, non-profit, and public agency developers seeking to preserve "at-risk" housing units. In addition, CHFA offers low interest predevelopment loans to nonprofit sponsors through its acquisition/rehabilitation program.

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

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

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

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

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

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

Joe Serna Jr. Farmworker Housing Grant Program. The Serna program finances the new construction, rehabilitation and acquisition of owner- and renter-occupied housing units for

agricultural workers, with a priority for lower income households. No current funding is offered for this program.

Low Income Housing Tax Credits. The California Tax Credit Allocation Committee (CTCAC) administers the federal and state Low-Income Housing Tax Credit Programs. Both programs were created to encourage private investment in affordable rental housing for households meeting certain income requirements. Under these programs, housing tax credits are awarded to developers of qualified projects. Twenty percent of federal credits are reserved for rural areas, and ten percent for non-profit sponsors. To compete for the credit, rental housing developments have to reserve units at affordable rents to households at or below 46 percent of area median income. The assisted units must be reserved for the target population for 55 years. The federal tax credit provides a subsidy over ten years towards the cost of producing a unit. Developers sell these tax benefits to investors for their present market value to provide up-front capital to build the units. Credits can be used to fund the hard and soft costs (excluding land costs) of the acquisition, rehabilitation, or new construction of rental housing. Projects not receiving other federal subsidy receive a federal credit of nine percent per year for ten years and a state credit of 30 percent over four years (high cost areas and qualified census tracts get increased federal credits). Projects with a federal subsidy receive a four percent federal credit each year for ten years and a 13 percent state credit over four years. The CTCAC also administers a Farmworker Housing Assistance Program and a Commercial Revitalization Deduction Program.

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

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

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

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

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

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

HOUSING AND SERVICES RESOURCES

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

Housing Authority of the County of San Joaquin

The Housing Authority currently assists more than 19,000 people throughout San Joaquin County through distribution of 4,530 housing vouchers, including single family homes spread throughout the county, and by managing and maintaining 1,075 units in the county's public housing developments, 187 units of assisted multifamily housing, and 288 units of seasonal migrant family housing. The Housing Authority provides significant assistance through many specific assistance programs, by forming partnerships with other agencies and businesses, and by overseeing and distributing millions of federal dollars each year. These programs, partnerships and the dollars spent are managed to specifically benefit the people of San Joaquin County, including the City of Escalon.

Housing Choice Voucher Program. The Housing Choice Voucher Program, funded by the U.S. Department of Housing and Urban Development, provides housing assistance to extremely low and very low-income families, senior citizens, and disabled or handicapped persons. Its objective is to provide affordable, decent and safe housing for eligible families, while increasing a family's residential mobility and choice. The Voucher Program also includes programs such as Family Self-Sufficiency and Welfare to Work. These are designed to assist families in becoming economically self-sufficient. A family with a voucher can chose which community in which to live, including the City of Escalon. The Housing Authority has 4,530 vouchers in use Countywide; there are currently 12 families within the City of Escalon that have vouchers.

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

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

Farmworker Families. The Housing Authority has a 31-unit year-round farm labor housing development in Thornton.

Migrant Families. The Housing Authority has three Migrant Centers that total 288 units, none of which are within the City of Escalon.

Direct Assistance Programs

The *Emergency Crisis Intervention Program (ECIP)* provides assistance with utility bills for low-income individuals in crisis, if they have a 48-hour notice or a shut off notice. Clients are required to call for an appointment on Monday mornings and are required to attend an Energy class and bring appropriate documents to receive immediate help with their utility bill.

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

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

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

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

San Joaquin County HSA provides State and federally-mandated public assistance and a variety of social service programs for the citizens of San Joaquin County. Programs include: California

Work Opportunity and Responsibility to Kids (CalWORKs), Foster Care, CalFresh, General Assistance, Medi-Cal, Adoptions, Child Protective Services, Adult Protective Services, In-Home Supportive Services (IHSS), Refugee Assistance, and the Mary Graham Children's Shelter. Federal and State legislation and local regulations govern the methods by which resources of the Agency are allocated.

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

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

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

Senior and Disabled Resources

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

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

The *San Joaquin HSA* administers the Meals on Wheels Program. This program promotes the health, well-being, and independence of elder adults and the disabled by providing meals to persons 60 years and older that are homebound.

In-Home Supportive Services (IHSS) serves low-income aged, blind, or disabled persons who are unable to perform the activities of daily living and cannot remain safely in their own homes without help. The services provided, such as transportation, shopping, and household management enable these clients to continue to live in their own homes or apartments.

The *Supporting People In a Community Environment (SPICE)* program offers permanent housing

for people with disabilities. Eight separate households provide a shared housing experience for up to 27 individuals.

Homeless Resources

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

Supportive Programs

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

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

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

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

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

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

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

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

Emergency Shelters

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

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

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

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

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

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

McHenry House (Tracy): Offers meals, shelter for up to 12 weeks, and clothes for homeless families with children. Services such as life skills training, parenting skills, family counseling, budgeting skills, are offered to assist families to self-sufficiency. Follow up counseling is offered for up to one year after leaving the shelter to ensure clients are improving their lives.

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

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

Women's Center (Stockton, Lodi, Tracy): Operates two emergency shelters for women and

children fleeing violent and abusive environments. Both sites offer case management, parenting classes, domestic violence and self-esteem support groups, financial literacy, and services for employment preparation. The Women's Center also operates the Just for Kids Program and an aftercare support group.

ENERGY CONSERVATION

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

CITY ENERGY STANDARDS

Zoning Code

The Zoning Code addresses this issue in Section 16.02.300 Energy Conservation, which states that the design of a subdivision for which a tentative parcel or subdivision map is required shall provide, to the extent feasible, for the future passive or natural heating or cooling opportunities in the subdivision. Passive or natural heating opportunities include, but are not limited to, the design of lot size and configuration to permit orientation of a structure: in an east-west alignment for southern exposure; and to take advantage of shade or prevailing breezes. Additionally, all residential structures must meet the requirements of Title 24 relating to energy conservation features.

General Plan

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

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

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

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

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

Residential Construction Standards

The State of California has adopted building standards for energy efficiency that apply to newly constructed dwellings and residential additions. The California Green Building Code (CalGreen) (Title 24 of the California Code of Regulations) sets forth mandatory energy efficiency standards. The inclusion of CALGreen in the CBSC has streamlined energy efficiency and conservation measures for jurisdictions throughout California. CALGreen addresses energy efficiency through requiring compliance with Title 24 Tier I energy efficiency standards which address energy efficiency through appliances, air conditioning/heating units, water heating systems, windows/doors, insulation, roofing, lighting, solar-readiness, as well as requiring additional mandatory measures that address site development (stormwater management), construction (construction waste reduction/recycling, pollution control,) and long-term use of the residence (indoor water use, outdoor water use, building maintenance and operation, fireplaces, indoor air quality and exhaust, and interior moisture control). CALGreen has

standardized energy efficiency throughout California, making the process straightforward for developers who often work in multiple jurisdictions.

RETROFIT

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

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

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

RESOURCES FOR ENERGY CONSERVATION

Pacific Gas & Electric provides a variety of energy conservation services for residents and also participates in several other energy assistance programs for lower income households, which help qualified homeowners and renters, conserve energy and control electricity costs. The California Alternate Rates for Energy Program provides a 15% monthly discount on gas and electric rates to income-qualified households, certain nonprofit-operated facilities housing agricultural employees, homeless shelters, hospices, and other qualified non-profit group living facilities. The Relief for Energy Assistance through Community Help (REACH) Program provides one-time energy assistance to customers who have no other way to pay their energy bills. 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. The County HSA operates a weatherization program to assist eligible homeowners with weatherization improvements.

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CHAPTER SIX – HOUSING PLAN

This section describes the City’s housing plan for the planning period. Housing goals, policies, and programs for Escalon are identified. A goal is defined as a general statement of the highest aspirations of the community. A policy is a course of action chosen from among many possible alternatives. It guides decision-making and provides a framework around which the housing programs operate. A program is a specific action, which implements the policy and moves the community toward the achievement of its goals. Programs are a part of the City’s 5th Housing Element cycle action plan and constitute the City’s local housing strategy.

STATE HOUSING GOALS

According to the California Statewide Housing Plan Update, it is the goal of the state to “ensure to all Californians the opportunity to obtain safe, adequate housing in a suitable living environment.” Additionally, the State Department of Housing and Community Development has established the following four primary goals:

- Provision of new housing;
- Preservation of existing housing and neighborhoods;
- Reduction of housing costs; and,
- Improvement of housing conditions for special needs groups.

HOUSING ELEMENT GOALS, POLICIES, AND PROGRAMS

The City of Escalon General Plan Housing Element is consistent with, and addresses, the above-stated state goals. The goals of the City of Escalon Housing Element serve at the local level to enhance and build upon State of California goals for providing safe, decent, and affordable housing available for all City residents. The goals, policies, and programs encompass new construction, conservation of existing stock, affordability, and provision of adequate housing for all persons.

Each housing program identifies the funding source(s), the party(ies) responsible for implementation, and implementation schedule. Quantified objectives for the Housing Plan are described in Table 6-1.

GOAL 1 PRESERVE AND IMPROVE ESCALON’S HOUSING AND NEIGHBORHOODS

Policy 1A The City shall encourage the maintenance and improvement of residential areas.

Policy 1B Uses allowed under the Low Density, Medium Density, or High Density Residential designations of the General Plan shall include only those uses specified in the Residential zoning districts. Nonresidential uses permitted in these zones shall only be approved if it can be determined that the use is compatible and can be located so that it is not detrimental to people or property in the area.

Policy 1C Residential support uses such as commercial uses, parks and educational facilities shall be supplied in adequate amounts and in locations to serve the residents of the City without detriment to residential areas.

Policy 1D All reasonable means shall be used to ensure that all existing urban areas are planned with basic services, including storm drainage, sanitary sewers, water supply, and solid waste disposal and that all future development will coincide with planned extensions of these basic services.

Policy 1E Methods that should be used to maintain neighborhoods include:

- a) Encouragement of both public and private participation and expenditures;
- b) Conservation of existing housing, wherever possible;
- c) Preservation of the affordable housing supply, through regulation of condominium and mobile home park conversions, proactive noticing of at-risk units, and seeking funding to retain and improve lower income units.
- d) Preventing intrusion of incompatible land uses, increased traffic volumes and other potentially blighting influences.

Policy 1F The City shall continue to use rehabilitation funds to prevent the decay of established residential areas.

Program 1-1 Maintain Residential Zoning

Retain existing residential zoning and discourage non-residential uses in these zones through maintaining Zoning Ordinance provisions that require:

- A use permit for of all nonresidential uses in residential zoning,
- Site plan approval of any residential use of more than three units and all nonresidential uses; and,
- Construction of at least a 6-foot masonry fence to separate residential uses from non-residential uses.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, and City Council

Implementation Schedule: Ongoing

Program 1-2 Neighborhood Improvements

Use available means to improve neighborhoods, including:

- Identify priorities for improvements in the City's older residential neighborhoods, including curbs, gutters, and sidewalks; housing rehabilitation; and neighborhood improvement activities. Where needed improvements are identified in lower income areas, seek supplemental state funding for the improvements to supplement the City's CDBG and HOME funds. If funding remains limited, focus on high priority activities.

- Update the City's Capital Improvement Program (CIP) to include capital improvements that are identified as a high priority and to ensure that areas needing improvement are scheduled for funding at a specific time in the future.
- Encourage homeowners to use Improvement Bond Acts under which residents can install curbs and gutters and have the cost added to their taxes. As the City undertakes capital improvements in older residential areas, the City will send out postcards to residents notifying them of the City's improvements and describing the Improvement Bond Act program, including an estimate of the increase in taxes that would occur in association with the improvements.

Funding Sources: General Fund, HOME and CDBG funds,

Responsible Departments/Agencies: Planning Department, Public Works Department, City Engineer, City Council

Implementation Schedule: Ongoing; update Capital Improvements Program on an annual basis

Program 1-3 Housing Rehabilitation Program

Continue and expand the City's Housing Rehabilitation Program through the following activities:

- Continue to provide funding for the City's Housing Rehabilitation Program through the HOME and CDBG funds available to the City administered by the Urban County and HOME Consortium.
- Coordinate with San Joaquin County to determine if the County has the capacity to administer additional housing rehabilitation funds for the City's Housing Rehabilitation Program. If there is capacity and funds are available, apply for CalHOME or similar funds to supplement the housing rehabilitation program offered to City residents through the County.
- Make pamphlets available at City Hall, the public library, other public facilities, and on the City's website that describe available housing rehabilitation and home repair programs.
- Community Development, Building, Public Works, and Police Department staff shall coordinate to identify areas of the City with a high incidence of homes with deferred maintenance and target these areas for code enforcement. This should be completed in conjunction with identifying priority activities under Program 1-2.
- Distribute program information in conjunction with continuing building code enforcement.

Funding Sources: HOME and CDBG funds, CalHOME

Responsible Departments/Agencies: Planning Department, Building Department, Code Enforcement/Police Department

Implementation Schedule: Ongoing

Program 1-4 Conservation of Affordable Units

Conserve the existing supply of subsidized and below-market-rate housing to insure that affordability is preserved through an early warning system and timely application of state and federal grant funds for conservation.

- Contact owners/operators of subsidized multi-family housing at least annually to determine the status of at-risk units.
- Upon approval of assisted multifamily housing projects, provide the project applicant with the City's noticing requirements.

Funding Sources: City General Fund

Responsible Departments/Agencies: Community Development Department, Planning Commission, City Council

Implementation Schedule: Ongoing

GOAL 2 FACILITATE AND ENCOURAGE DEVELOPMENT OF HOUSING TO MEET THE CITY'S HOUSING NEEDS

Policy 2A The City shall encourage additional housing to meet the City's Regional Housing Need Allocations by maintaining an inventory of adequate sites to meet the City's housing needs, by actively encouraging and assisting the construction of multifamily housing, by promoting a range of housing types, and by encouraging utilization of density bonuses in support of affordable housing.

Policy 2B The City shall encourage new for-sale and rental housing projects to provide extremely low, very low, and low income units and units appropriate for households with special housing needs.

Policy 2C Second unit dwellings shall be encouraged in single family zoning districts.

Policy 2D New and innovative housing systems constructed on and off site which reduce costs without sacrificing quality shall be promoted and utilized.

Policy 2E The City shall remove governmental constraints to the development, improvement, and maintenance of the housing stock where the constraint is inconsistent with State Law.

Policy 2F Lower income residential development is a priority for water and sewer service. The City shall provide the Housing Element Update to the water and sewer providers.

Policy 2G The City shall provide priority water and sewer service allocations to developments that include lower income housing, as required by Government Code Section 65589.7.

Program 2-1 Adoption of the Latest Model Codes

The City will review the model codes adopted by the State and adopt changes to the City's codes, as appropriate, to provide for safe and decent housing, accessible development, and energy-efficient/energy-conserving practices.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, Building Department, Public Works Department, City Council

Implementation Schedule: Ongoing - when the state releases new versions or updates to model codes

Program 2-2 Urban Residential Densities and Density Bonuses

The City will continue, on an ongoing basis, to monitor its policies and ordinances to provide for the most efficient densities without detriment to the small town character of the City. The City should continue to implement compact, smart growth principles such as traditional neighborhood design and traffic calming techniques.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, City Council

Implementation Schedule: Ongoing

Program 2-3 Affordable Housing Incentives

Continue to provide incentives and mechanisms that promote development of affordable housing, including multifamily, that is affordable to a range of incomes including extremely low, very low, and low, including:

- Allow duplexes to be built on corner lots in the R 1 zoning district, provided that each unit faces a separate street so that the duplex looks like a single family dwelling from either street;
- Grant density bonuses commensurate with State Density Bonus law;
- Exempt one of two multi-family units in accordance with the Growth Management Ordinance;
- Guarantee building permits for affordable senior housing under the Growth Management Ordinance;
- Allow affordable housing to have Growth Management Allocations on a two-for-one basis (two affordable units per one allocation);
- in the P-D zoning district, exempt dwelling units provided for extremely low, very low and low income persons with at least a 50-year deed restriction, from the Growth Management Ordinance building permit allocation;
- Encourage the use of the density bonus for the provision of lower and moderate income housing units;
- Permit second dwelling units in accordance with State Law;
- Allow relaxation of development standards and innovative housing types, such as zero lot line developments;
- Permit full utilization of existing lots that do not meet lot size or setback requirements, as allowed by Chapter 17.46 of the Zoning Ordinance; and
- Expedite processing of affordable units, including extremely low, very low, and low income, and special needs units, including senior, disabled, developmentally disabled, farmworker/employee, large family, emergency shelters, and supportive/transitional housing.

The City will review and update the City's brochure describing various incentives, mechanisms, and funding programs for providing affordable housing in the City, including density bonuses and secondary dwelling units, on a bi-annual basis.

The City will also support applications for affordable and special needs projects through seeking funding for extremely low, very low, and low income units through available funding sources, such as CalHOME,

Affordable Housing Initiative Program, and other sources. If the City has requests for financial assistance for multiple projects, projects providing extremely low income housing will receive priority.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, City Council

Implementation Schedule: Review and update brochure as necessary in 2017, 2019, 2021, and 2023; promote use of incentives and available programs on an ongoing basis

Program 2-4 Small Lot Consolidation and Development

Encourage consolidation and development of small multi-family parcels.

- Provide incentives, such as staff assistance and financial assistance through available affordable housing funding sources, to encourage owners of small, contiguous parcels appropriate for affordable housing, including those parcels southwest of the McHenry Avenue/Highway 120 intersection, to consolidate lots.
- Assist affordable housing developers with the purchase and consolidation of small, contiguous parcels, through providing staff assistance and financial assistance, when available through CDBG, HOME, or other appropriate funds.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department

Implementation Schedule: Ongoing

Program 2-5 Growth Management Ordinance

The City will continue to evaluate implementation of the Growth Management Ordinance on an annual basis, including requested allocations by types of units (single family, multi-family, and mobile homes) and allocations by affordability level. The City will seek input from development and affordable housing stakeholders, including the Building Industry Association, development community, and affordable housing advocates, in reviewing the effects of the Growth Management Ordinance. If the Growth Management Ordinance presents an obstacle to the development of the City's fair share of regional housing needs, the City will revise the ordinance accordingly. Potential revisions may include:

- Increasing the number of units that may be rolled over (e.g., allowing 125 allocations rather than 100 with up to 75 new allocations)
- Providing an annual allocation of units specifically for multifamily units (e.g., 30 allocations set aside each year for multi-family projects);
- Providing an annual allocation of affordable units (e.g., 30 allocations set aside each year for 60 affordable units);
- Prioritizing multi-family and affordable projects until the City has met its share of the regional housing need; and/or
- Prioritizing allocations for projects that include multi-family or affordable units.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, City Council

Implementation Schedule: Annual review of ordinance. If the ordinance is identified as an obstacle to the City accommodating its fair share of housing needs, the ordinance shall be revised within 6 months.

Program 2-6 Planned Development (PD) Overlay/District

The City will revise the Zoning Code to exempt: 1) multifamily development in the R3 zone, housing development for lower income households, and 3) small residential projects of ten units or less from the requirement that all residential projects over one acre in size obtain a PD overlay/district designation.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, City Council

Implementation Schedule: Within 18 months of Housing Element adoption.

Program 2-7 Site Plan Review and Approval

The City will revise the Zoning Code to require that any site plan review denial for a multifamily project or project affordable to lower income households is accompanied by recommendations (e.g., specific changes to the site layout, changes to building arrangement, changes to the circulation plan, etc.) that would allow the project to be permitted at the allowed R-3 densities.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, City Council

Implementation Schedule: Within 18 months of Housing Element adoption.

GOAL 3 **PROVIDE ADEQUATE SITES FOR HOUSING**

Policy 3A The City shall maintain adequate sites, with appropriate General Plan and zoning designations, to accommodate the City's RHNA.

Policy 3B The City shall continue to plan for infrastructure improvements necessary to accommodate anticipated growth within the City and shall make every effort to fund and implement infrastructure improvements necessary to accommodate the City's RHNA.

Policy 3C Development of vacant residential land within the City shall be encouraged prior to annexing additional residential land.

Policy 3D Residential parcels shall have frontage on a public road. Private rights-of-way may be allowed only in the case of Planned District approvals.

Policy 3F Redesignation of medium or high density residential sites within the City or its Sphere of Influence to a lower density residential use or use that does not allow medium or high density residential uses by right shall only occur if either: 1) new medium or high density residential sites are designated to replace the sites identified for redesignation, or 2) the City has annexed additional medium and/or high density residential sites and it can be demonstrated that there are adequate sites to accommodate the City's RHNA through 2023.

Policy 3G Each new development shall be required to provide for or contribute to, through development impact/fair-share fees, necessary off-site improvements which may include, but are not limited to: (1) sewer facilities; (2) water facilities; (3) drainage facilities, (4) roadways; (5) traffic controls; (6) intersections; and (7) public buildings and areas.

Program 3-1 Provision of Public Services

The City will continue with its efforts to expand and improve the sewer and water system serving the City. The City has adopted master storm drainage, sewer, and water plans that will permit service to all segments of the General Plan area. These plans shall be implemented as needed to provide service to developing areas to the extent the improvements are needed to accommodate the City's fair share of regional housing needs. Implementation actions will include the following:

- Review available funding sources including the State Revolving Fund Loans, State Infrastructure Bank Loans, bonds or assessment district financing, federal infrastructure financing, and commercial bank loans to determine appropriate financing sources;
- The City will apply for appropriate and available funding sources to assist in construction of the water system and wastewater facility improvements;
- Adopt appropriate adjustments to sewer rate fees by December 2016 to ensure that adequate funds are collected for operation of the City's sewer system;
- Begin implementing the Well 1 replacement project in 2016, with a planned completion date in 2018; and
- Continue implementing the Phase 1 and 2 improvements to the McHenry Lift Station, with a planned completion date in 2018.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, City Engineer, Public Works Department, City Council

Implementation Schedule: Continue funding and implementing water and sewer improvements, with Well 1 and McHenry Lift Station improvements underway in 2016 and completed in 2018; adopt sewer rate fee update in 2016

Program 3-2 Encourage Mixed Use and Residential Development in Commercial Areas

Encourage mixed use and residential development in commercial areas through:

- Continuing to allow multi-family residential as a permitted use with a Precise Development plan in at least one commercial zone.
- Provide reduced development standards, such as decreased setbacks or parking requirements, for mixed use developments with second floor residential development in commercial areas and for mixed use or residential projects in commercial areas that provide connectivity to transit, encourage alternative modes of transportation, and have proximity to services.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, City Council

Implementation Schedule: Ongoing

Program 3-3 Infrastructure Reimbursement Agreements and Cost Participation.

The City will continue to encourage developers to provide the necessary long-range infrastructure associated with development through the filing of reimbursement agreements with developers. The City will seek to find funding sources to off-set the cost of infrastructure improvements for very low and low income units in order to encourage development of affordable units.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, City Council

Implementation Schedule: Ongoing

Program 3-4 Housing Element Monitoring Program

The City will prepare an annual report describing progress implementing the Housing Element; building permits issued during the year by income range; and construction of residential units by income range and, if applicable, special needs groups. The Annual Report will address the requirements of Government Code 65400. Submit this report to the Department of Housing and Community Development within 30 days after review by the City Council.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, City Council

Implementation Schedule: Annual report

Program 3-5 Multi-family Zoning

The City will continue to ensure that the Zoning Code only permits development of single family units in the R-3 zoning district if the single family unit(s) are: 1) replacing an existing single family unit on a one for one basis, 2) on an existing lot of 6,000 square feet or less, or 3) are part of a housing development with the majority of units affordable to extremely low, very low, and/or low income households.

Funding Sources: City General Fund

Responsible Departments/Agencies: Planning Department, City Council

Implementation Schedule: Ongoing

GOAL 4 EXPAND HOUSING OPPORTUNITIES FOR THE ELDERLY, DISABLED PERSONS, INCLUDING DEVELOPMENTALLY DISABLED, HOUSEHOLDS WITH EXTREMELY LOW TO MODERATE INCOMES AND FOR PERSONS WITH SPECIAL HOUSING NEEDS

Policy 4A The City shall encourage and facilitate housing types and programs for senior citizens, the disabled, large families, lower income households, and other groups identified as having special housing needs.

Policy 4B The City shall facilitate housing opportunities for the homeless and households at-risk of homelessness, including allowing emergency shelters in specified zones and maintaining an inventory of adequate sites to accommodate homeless housing needs.

Policy 4C The City shall work with private, county, and state agencies to provide emergency housing for the homeless.

Program 4-1 Removal of Constraints

Continue to analyze amendments to the Zoning Ordinance, Escalon Municipal Code, and City procedures to ensure that the amendments do not result in constraints for special needs groups, including seniors, the disabled (consistent with requirements of SB 520), large families, farmworkers, and homeless. The analysis will address land use controls, permit and processing procedures, and building codes. If any constraints are found in these areas, the City will initiate actions within six months of the completion of the evaluation to address them, including removing the constraints or providing reasonable accommodation for housing intended for persons with disabilities.

In response to SB 520, the City will also make dwellings adaptable and accessible for disabled persons by assigning funding priority, where feasible, to housing rehabilitation cases in which accessibility improvements are planned, and where such improvements are the only ones necessary. The City shall also continue to enforce ADA compliance during all permit processes for new construction and rehabilitation.

The City will also establish reasonable accommodation procedures to provide exception in zoning and land-use for housing for persons with disabilities protected under fair housing law. This will include, but not be limited to, procedures to address accessibility improvements, including the installation of ramps, walkways, grab bars, raised counters, and lighting, and shall identify improvements that are exempt from building permit requirements. Reasonable accommodation will be permitted through a ministerial process, provided: 1) the requested accommodation would not impose an undue financial or administrative burden on the City, and 2) the requested accommodation would not require a fundamental alteration in the nature of the City's land-use and zoning program.

The City shall prepare handouts to provide information to all interested parties regarding accommodations in zoning, application of building codes, and permit processes for persons with disabilities.

Funding Sources: General Fund

Responsible Departments/Agencies: Community Development Department, Planning Commission, City Council

Implementation Schedule: Analysis of changes to Municipal Code and other City documents and procedures conducted on an on-going basis; reasonable accommodation procedures adopted concurrent with the Housing Element Update (2016)

Program 4-2 Special Needs Housing Coordination

Coordinate with agencies and organizations serving Escalon residents, including the Valley Mountain Regional Center, Community Action Resources of Escalon, Housing Authority of the County of San Joaquin, and the various service providers assisted through the San Joaquin Urban County and HOME Consortium, to address housing and services for special needs groups, including seniors, disabled, developmentally disabled, homeless, and farmworkers, as needed and feasible.

Refer households with special needs, including seniors, disabled, developmentally disabled, homeless, and farmworkers, to the service providers identified in Chapter 5, Constraints and Resources, and to the service providers listed in the San Joaquin County Aging and Community Services Resources Directory updated regularly by the San Joaquin County Human Services Agency.

Continue to make a handout that identifies available housing programs and services for lower income households and special needs groups available at City Hall, the library, and the City website.

Funding Sources: *City General Fund*

Responsible Departments/Agencies: *Planning Department, City Council*

Implementation Schedule: *Ongoing*

Program 4-3 Incentives for Senior, Disabled (including Developmentally Disabled), and Large Family Special Needs Housing

Continue to provide incentives for special needs housing through Zoning Code provisions that allow eligible senior, disabled (including developmentally disabled), and large family housing projects to receive up to two incentives, including flexible development standards, such as reduced parking, setback, lot coverage, and other standards.

Funding Sources: *City General Fund*

Responsible Departments/Agencies: *Planning Department, Planning Commission, City Council*

Implementation Schedule: *Ongoing*

Program 4-4 Seek Available Funding

Seek and aggressively pursue available State and Federal assistance for City and non-profits (CDBG, HOME, etc.) to develop affordable housing for seniors, large-families and households with children and others with specialized housing needs when there is a request from a developer for an affordable housing project appropriate for the City. If no new affordable housing construction projects are identified, the City will pursue funding for First Time Homebuyer, housing rehabilitation, and other programs that will provide housing assistance but may not result in the development of housing for special needs groups.

Funding Sources: *General Fund*

Responsible Departments/Agencies: *Planning Department, City Council*

Implementation Schedule: *Annually submit funding applications, when grant programs are available that meet the City's needs and for which the City would be competitive, for special needs, first time homebuyer, housing rehabilitation, or other housing programs benefitting special needs or lower income households.*

Program 4-5 Emergency Shelters and Transitional/Supportive Housing

Revise the Zoning Ordinance to allow emergency shelters consistent with the requirements of state law (Government Code Section 65583(a)(4,5). At least one emergency shelter will be allowed by right in the M-1 or M-2 zoning district. The Zoning Ordinance can include objective criteria, such as hours of operation, for approval of the shelter but may not include a discretionary review process. The M-1 and M-2 districts have multiple available sites with capacity to meet the City's homeless needs identified in Chapter 3.

Revise the Zoning Ordinance to amend the definitions for 'transitional housing' and to add definitions for 'supportive services' and 'target population' consistent with the definitions provided in Government Code Section 65582.

Funding Sources: *General Fund*

Responsible Departments/Agencies: *Community Development Department, Planning Commission, City Council*

Implementation Schedule: *Zoning Ordinance revisions concurrent with adoption of Housing Element Update (2016)*

Program 4-6 Group Homes

Revise the Zoning Ordinance to permit small group homes in all zones that allow single family residences, subject to the same standards and permit requirements as a single family residence.

Funding Sources: General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, City Council

Implementation Schedule: Zoning Ordinance revisions concurrent with adoption of Housing Element Update (2016)

Program 4-7 Employee Housing

Revise the Zoning Ordinance to define employee housing providing accommodations for six or fewer employees as a single family home and to specify that such employee housing is allowed in all zones that allow single family residences, subject to the same standards and permit requirements as a single family residence.

Funding Sources: General Fund

Responsible Departments/Agencies: Planning Department, Planning Commission, City Council

Implementation Schedule: Zoning Ordinance revisions concurrent with adoption of Housing Element Update (2016)

Program 4-8 Outreach to Developers of Affordable and Special Needs Housing

Encourage development of affordable and multifamily housing, including housing for special needs and/or extremely low, very low, and/or low income households through outreach to affordable housing developers.

The City shall contact affordable housing developers on an annual basis to solicit interest in developing affordable and/or special needs housing, including senior housing. The outreach materials shall include a list of incentives for affordable housing, a list of incentives for senior housing, a summary of the City's housing needs, including the City's RHNA, the City's inventory of housing sites, and the map of the City's housing sites. Affordable housing developers and operators contacted should include Bridge Housing, Mercy Housing, St. Anton Partners, Domus Development, Eden Housing, Heritage House, and Bethany Home Society of San Joaquin County.

Funding Sources: General Fund

Responsible Departments/Agencies: Planning Department

Implementation Schedule: Outreach conducted annually

Program 4-9 Outreach to Seniors

Prepare and maintain a list of resources available to senior citizens, including housing resources, grant and loan programs, and assistance programs. The list shall be made available at City Hall, Escalon Branch Library, the Community Center, and the Senior Center and on the City's website.

Funding Sources: General Fund

Responsible Departments/Agencies: Planning Department

Implementation Schedule: Within 12 months of Housing Element adoption

GOAL 5 ELIMINATE HOUSING DISCRIMINATION

Policy 5A The City will not condone any form of discrimination or segregation in housing.

Policy 5B The City shall continue to support the strict observance and enforcement of anti-discrimination laws and practices.

Program 5-1 Equal Housing Opportunity

Refer all complaints of housing discrimination to the San Joaquin Fair Housing Association, or other organization with commensurate purpose, for action. The Planning Department will continue to be responsible for receiving complaints in regard to housing discrimination and will maintain a log of referrals to the San Joaquin Fair Housing Association. The City will continue provide an informational outreach program, including handouts regarding fair housing law and tenant rights.

Implement applicable recommendations of the 2014 San Joaquin Valley Fair Housing and Equity Assessment (FHEA) including the following:

- Consider the data and findings in the FHEA to inform policies and programs related to housing, housing choice, neighborhood revitalization, investment in disadvantaged areas, job creation, and workforce investment, including subsequent updates to the Housing Element, Zoning Code, and General Plan,
- Encourage landlords to accept Housing Choice Vouchers, and
- Participate in regional efforts to educate and inform decision-makers and the public on the benefit of diverse neighborhoods.

Funding Sources: General Fund

Responsible Departments/Agencies: Planning Department

Implementation Schedule: Ongoing

Program 5-2 Removal of Impediments to Fair Housing

Continue to review updates to the San Joaquin County Impediments to Fair Housing Study and determine whether additional programs/actions are necessary to remove impediments. If additional programs are necessary, implement such programs within one year of identifying the impediment to fair housing.

Funding Sources: General Fund

Responsible Departments/Agencies: Planning Department, City Council

Implementation Schedule: Review Analysis of Impediments to Fair Housing for San Joaquin County when revised or updated; take appropriate actions within one year

GOAL 6 ENCOURAGE ENERGY EFFICIENT RESOURCES IN NEW RESIDENTIAL DEVELOPMENT AS WELL AS THE EXISTING HOUSING STOCK

Policy 6A Encourage energy efficiency and energy conservation in residential development to ensure sustainable practices and to reduce long-term housing costs.

Program 6-1 Energy Conservation and Efficiency

Promote energy efficiency and conservation in residential development through:

- Continued implementation of the California Green Building Code (CalGreen), including compliance with Tier 1 standards.
- Continued implementation of the California Energy Code.

- Support inclusion of weatherization activities including, but not limited to, weatherization, siding, dual pane windows, in the Housing Rehabilitation program.
- Support the various energy efficiency and rebate programs operated by Modesto Irrigation District and PG&E through advertising availability of these programs through handouts at City Hall and on the City’s website.

Funding Sources: General Fund

Responsible Departments/Agencies: Planning Department, City Council

Implementation Schedule: Ongoing

CONCLUSION

The foregoing programs are considered appropriate and desirable to ensure that Escalon’s housing needs, as identified in Chapters 1 through 5, are met in a timely and cost effective manner. The programs designate funding sources, the party(ies) responsible for implementation, and implementation schedule. Table 6-1 shows an estimate of quantified objectives by income category for the number of units to be constructed, rehabilitated and conserved over the planning period.

In implementing those objectives, the community will require funding from a variety of sources including, but not limited to, CDBG, HOME, and other resources.

Table 6-1: Quantified Objectives: Construction, Rehabilitation, and Preservation by Income Level

Program	Extremely Low	Very Low	Low	Moderate	Above Moderate
New Construction					
Programs 2-3 (Affordable Housing Incentives), 2-6 (Planned Development Overlay), 4-4 (Funding), and 4-8 (Outreach to Affordable/Special Needs Housing Developers)	3	9	22	10	-
Program 4-3 (Development Incentives for Special Needs Housing)	3	3	6	15	-
New Construction Totals	6	12	28	25¹	120¹
Rehabilitation					
1-3 (Housing Rehabilitation)	1	2	2	-	-
Preservation					
Program 1-4 (Conversion of Affordable Units)	0	42	0	0	0

¹Moderate and above moderate units are anticipated to be market-rate and proposed and constructed by private developers

²The City has no at-risk units. This objective is intended to ensure that the affordable units at Heritage House remain affordable in the long-term.

Source: City of Escalon, 2016; De Novo Planning Group, 2016

CHAPTER SEVEN – COMMUNITY PARTICIPATION

Community participation was solicited and encouraged throughout the Housing Element process. Public participation is not only a required portion of the update process, but is also important in understanding the community's goals and preferences. Community participation efforts are described below for the development of the Housing Element.

In order to engage the community in the Housing Element Update process, a series of two public outreach workshops, one Planning Commission hearing, and one City Council hearing were held. The public, including residents, businesspeople, housing advocates, service agencies, and other organizations addressing housing and special needs, was encouraged to participate in the process. A Housing Element Update survey was mailed to City residents and businesses in the utility bill and was also made available at City Hall and on the City's website. Input received through the outreach process was used to determine housing needs and develop goals, policies, and programs that addressed the identified needs.

WORKSHOPS

Two community workshops were held on September 30, 2015 and October 8, 2015 at City Hall to receive community input regarding the Housing Element update process and its requirements and, more specifically, to identify local housing priorities and preferences.

In order to encourage residents, businesspeople, and other stakeholders to participate, the City used multiple outreach outlets, including:

- Newsletters and notices posted throughout the City, including at City Hall, the Community Center, Post Office, and library and delivered to apartment complexes and mobile home parks
- Workshop announcements ran in the local Escalon Times newspaper that identified the workshop dates and times

The City encouraged the community to get involved and help the City address the following questions:

- What kind of new housing is needed?
- Where should new housing be located?
- What can be done to make housing more affordable and accessible to all?

The workshops included a presentation describing the Housing Element Update process, Housing Element content requirements, and key findings regarding housing in Escalon. Workshop attendees were provided an opportunity to comment on housing issues and concerns. No comments were made regarding housing issues or concerns.

HOUSING SURVEY

The City circulated a housing survey in September 2015 to collect information on the community's housing issues and preferences. The City received 390 responses. Survey responses are shown in Appendix B and housing preferences are summarized below; it is noted that some respondents answered some questions with more than one answer.

COMMUNITY INPUT – HOUSING WORKSHOPS AND SURVEY

Housing Issues

Workshop attendees and survey respondents identified the primary housing issues as:

- Keeping the small-town feel
- Maintain slow pace of growth
- Provide housing for seniors
- Senior housing should include apartments and a nice mobile home park
- Provide affordable housing options so adult children of residents can afford to buy a house in Escalon
- Enforce housing and building codes
- High density development should be upscale and high-quality apartments, condominiums, and senior housing
- Ensure property and landscaping maintenance
- Provide moderate and high-end housing
- Prioritize development on vacant and in-fill sites within the City limits
- Ensure new homes have water conservation features

Housing Preferences

Survey respondents identified the following priorities for new housing developed in Escalon (housing types listed in order of preference):

1. Senior housing – 31%
2. Single family homes – 27%
3. Housing for disabled persons – 13%
4. Condos/townhomes – 11%
5. Apartments – 9%
6. Second units – 8%

PUBLIC REVIEW DRAFT HOUSING ELEMENT

From August 25, 2016 to September 26, 2016, the Public Review Draft Housing Element was circulated for review by the public and the State Department of Housing and Community

Development. The City published a Notice of Availability for the Public Review Draft Housing Element, encouraging the public and interested parties to review the Public Review Draft Housing Element and provide comments. The Notice of Availability was published in the Escalon Times, at City Hall, and on the City's website. The City mailed the Notice of Availability to local service providers and housing providers (Escalon apartment complexes and mobile home parks). The Notice of Availability provided directions to comment on the Housing Element in writing and also invited interested parties to attend the Planning Commission and City Council adoption meetings to provide input. No comments were received during the public review period.

HOUSING ELEMENT ADOPTION

The Planning Commission reviewed the Housing Element on October 11, 2016 and November 1, 2016. No public comments were received during either Planning Commission hearing. The Planning Commission adopted Resolution 16- recommending that the City Council adopt the Housing Element, with the revisions recommended by HCD and with revisions that were discussed by the Planning Commission.

The City Council held a public hearing to consider the Housing Element on November 21, 2016. One public comment was made identifying a concern that water and sewer priority provisions may preclude residents from building a home. It was noted during Council discussion that the City currently has adequate capacity to accommodate development planned by the General Plan within the City limit and is adequate to accommodate the RHNA. The City Council adopted the Housing Element on November 21, 2016, inclusive of the revisions recommended by the Planning Commission and HCD.

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Appendix A

Address	APN	Acres	Zoning	General Plan	Notes	Maximum Unit Yield	Realistic Unit Yield
560 First St	22503005	1.81	R1	LDR	1 home on parcel.	17	9
515 First St	22504004	1.27	R1	LDR	1 home on parcel.	11	6
654 First St	22506011	0.69	R1	LDR	1 home on parcel.	5	3
1100 Park Ave	22512504	1.37	R1	LDR	1 home on parcel.	12	7
636 E Zinfandel Dr	22518023	0.16	R1	LDR	Vacant.	1	1
517 E First St	22519001	0.50	R1	LDR	1 home on parcel.	4	1
496 Northwood St	22528005	0.31	R1	LDR	Undeveloped lot in existing subdivision.	1	1
550 Northwood St	22528014	0.16	R1	LDR	Undeveloped lot in existing subdivision.	1	1
598 Chablis Drive	22529012	0.25	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1268 S Stanislaus St	22712028	0.70	R1	LDR	1 home on parcel.	6	2
1330 S Stanislaus St	22713006	0.49	R1	LDR	1 home on parcel.	3	1
1606 S Mitchell Ave	22722013	0.44	R1	LDR	Vacant.	4	2
2129 E California St	22727004	0.70	R1	LDR	Vacant.	7	4
1977 St. John Ave	22732003	1.64	R1	LDR	1 home on parcel.	15	8
2215 E Vine Ave	22734008	0.27	R1	LDR	Vacant.	2	1
2310 Main St	22734009	0.14	R1	LDR	Vacant.	1	1
2314 Main St	22734010	0.20	R1	LDR	Vacant.	2	1
2318 Main St	22734011	0.23	R1	LDR	Vacant.	2	1
2221 E Vine Ave	22736004	0.13	R1	LDR	Vacant.	1	1
2226 E Edmart St	22747004	0.39	R1	LDR	Vacant.	3	2
2409 Thaddeous Dr	22755069	0.17	R1	LDR	Undeveloped lot in existing subdivision.	1	1
2520 Yosemite Ave	22757019	0.23	R1	LDR	Undeveloped lot in existing subdivision.	2	1
2416 Thaddeous Dr	22758016	0.18	R1	LDR	Undeveloped lot in existing subdivision.	1	1
2420 Vine Ave	22765007	0.83	R1	LDR	1 home on parcel.	7	3
1760 Autumnwood Ct	22765015	0.47	R1	LDR	Vacant.	4	2
1780 Autumnwood Ct	22765016	0.53	R1	LDR	Vacant.	5	3
1991 Deborah Cr	22767021	0.16	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1539 Deborah Cr	22767040	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1543 Deborah Cr	22767041	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1538 Deborah Cr	22767059	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1515 Deborah Cr	22768012	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1

Appendix A

Address	APN	Acres	Zoning	General Plan	Notes	Maximum Unit Yield	Realistic Unit Yield
1521 Deborah Cr	22768013	0.17	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1937 Deborah Ct	22768014	0.20	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1949 Deborah Ct	22768015	0.23	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1948 Deborah Ct	22768016	0.19	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1934 Deborah Ct	22768017	0.20	R1	LDR	Undeveloped lot in existing subdivision.	2	1
1529 Deborah Cr	22768018	0.17	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1535 Deborah Cr	22768019	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1534 Deborah Cr	22768020	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1530 Deborah Cr	22768021	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1526 Deborah Cr	22768022	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1522 Deborah Cr	22768023	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1516 Deborah Cr	22768024	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1510 Deborah Cr	22768025	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1504 Deborah Cr	22768026	0.17	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1939 Swanson Dr	22768027	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1945 Swanson Dr	22768028	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1953 Swanson Dr	22768029	0.14	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1959 Swanson Dr	22768030	0.15	R1	LDR	Undeveloped lot in existing subdivision.	1	1
1514 Catherine Ave	24715005	0.44	R1	LDR	Vacant.	4	2
1518 Catherine Ave	24715006	0.31	R1	LDR	Vacant.	3	1
Subtotal R-1		18.61				150	91

Appendix A

Address	APN	Acres	Zoning	General Plan	Notes	Maximum Unit Yield	Realistic Unit Yield
1155 Escalon Ave	22502018	11.86	R2	MDR	Church on approximately 3.25 acres of the 15.36-acre parcel. A group care residence for 6 developmentally disabled adults and a caretaker has been approved but not yet built on approximately 0.28 acres of the site.	177	142
1310 S Irwin Ave	22507020	2.37	R2	MDR	Vacant.	35	28
706 E California St	22507032	0.80	R2	MDR	1 home and 2 outbuildings on parcel.	11	8
Subtotal R-2		15.03				223	178
1124 E California St	22510008	1.37	R3	HDR	Former winery and outbuildings, Suitable for consolidation.	39	31
1090 E California St	22510010	1.13	R3	HDR	Vineyard not in service. Suitable for consolidation. Potential to consolidate parcels 22510015, 22510010, 22510011, and 22510008 (the former winery and vineyards) to develop a single 3.34-acre project with 77 units or to also include 22510016 for a 4.01-acre project with 93 units.	32	26
1070 E California St	22510011	0.38	R3	HDR	Vineyard not in service. Suitable for consolidation.	11	8
1062 E California St	22510012	0.35	R3	HDR	Vineyard not in service. Suitable for consolidation.	10	8
1034 E California St	22510016	0.67	R3	HDR	Vacant. Located southwest of McHenry and SR 120. Suitable for consolidation.	19	15
1112 First St	22512613	0.37	R3	HDR	Vacant.	10	8
1823 S Baker Ave	22514025	0.83	R3	HDR	Vacant.	24	19
801 Ullrey Ave	22505010	4.75	R3	HDR	4.75 acres of larger 20.18 acre parcel are designated R-3.	137	110
Subtotal R-3		9.85				282	225
1260 Lillian Ave	22530082	1.68	C2	C	Vacant.	48	38
1050 Yosemite Ave	22508013	3.17	C2	C	Vacant.	91	73

Appendix A

Address	APN	Acres	Zoning	General Plan	Notes	Maximum Unit Yield	Realistic Unit Yield
S McHenry Ave	22768034	1.34	C2	C	Vacant.	38	31
S McHenry Ave	22732023	1.90	C2	C	Vacant.	55	44
S McHenry Ave	24715063	5.06	C2	C	Vacant.	146	117
Jackson Ave	22727012	0.37	C2	C	Vacant.	10	8
1624 David St	22747001	0.13	C2	C	Vacant.	3	2
2304 Jackson Ave	22727017	0.89	C2	C	Vacant.	25	20
Jackson Ave	22763062	2.42	C2	C	Vacant.	70	56
Jackson Ave	22727013	0.67	C2	C	Vacant.	19	15
Subtotal C-2		17.63				505	404
	Total Sites	61.12				1160	898

Density Assumptions for Realistic Capacity (units were rounded down for each parcel)

R-1: 1 du/parcel for lots that have already been subdivided. Where lots would allow additional subdivision or are underdeveloped, additional capacity is based on review of existing conditions and typically based on 5.9 du/ac, which is consistent with recent subdivisions.

R-2: 12 du/ac, based on 15 du/ac maximum less 20% for infrastructure, open space, parking etc.

R-3: 23.2 du/ac, based on 29.0 du/ac maximum less 20% for infrastructure, open space, parking etc.

Appendix B: Housing Element Survey Results

1. Select age group:	<i>Responses</i>	<i>Percent</i>
18-29 years	13	3%
30-45 years	70	18%
45-60 years	110	28%
60+ years	203	51%
TOTAL	396	100%

2. Primary Preferred Language	<i>Responses</i>	<i>Percent</i>
English	372	96%
Spanish	6	2%
Other: Indian	2	1%
Other: Portuguese	5	1%
Other: Dutch	2	1%
TOTAL	387	100%

3. How long have you lived in Escalon?	<i>Responses</i>	<i>Percent</i>
1-5 years	35	9%
6-10 years	65	16%
11-20 years	112	28%
21+ years	192	48%
TOTAL	404	100%

4. Select the type of housing unit you reside in:	<i>Responses</i>	<i>Percent</i>
Single family house	386	98%
Apartment	5	1%
Duplex/triplex/fourplex	1	0%
Second unit	0	0%
TOTAL	392	100%

5. Do you currently rent or own your home in Escalon?	<i>Responses</i>	<i>Percent</i>
Own	367	94%
Rent	23	6%
TOTAL	390	100%

6. How would you rate the physical condition of the unit you live in?	<i>Responses</i>	<i>Percent</i>
Excellent condition	249	64%
Shows signs of minor deferred maintenance (i.e. peeling pain, chipping stucco, etc.)	103	27%
Needs one or more modest rehabilitation improvements (i.e. new roof, new wood siding, etc.)	28	7%
Needs one or more major upgrades (i.e. new foundation, new plumbing, new electrical, etc.)	8	2%
TOTAL	388	100%

Appendix B: Housing Element Survey Results

7. Select the reason(s) you chose to live in Escalon (check all that apply):	<i>Responses</i>	<i>Percent</i>
Quality of local school system	166	11%
Safety of neighborhood	291	20%
Proximity to family	193	13%
Quality of home	162	11%
Proximity to job(s)	110	8%
Exclusivity	65	4%
Quality ambiance of neighborhood	210	14%
Proximity to open space/recreational areas	94	6%
Cleanliness of surroundings	171	12%
Other: safety, police/fire, family	4	0%
TOTAL	1466	100%

8. What types of housing are most needed to address Escalon's housing needs? (select all that apply)	<i>Responses</i>	<i>Percent</i>
Single family houses	158	27%
Apartments	51	9%
Senior housing	181	31%
Condos/Townhouses	66	11%
Secondary dwelling units or 'granny' flats	45	8%
Housing for persons with disabilities	77	13%
TOTAL	578	100%

9. Currently, you:		
Live and work in Escalon	60	14%
Live in Escalon but work elsewhere	189	45%
Work out of my home	16	4%
Do not work	155	37%
TOTAL	420	100%

10. If you are employed out of your home, approximately how long is your one-way commute to work:	<i>Responses</i>	<i>Percent</i>
Less than 5 miles	60	27%
5-30 miles	125	55%
30-60 miles	27	12%
More than 60 miles	14	6%
TOTAL	226	100%

11. Are there any additional comments you would like to provide the city for its Housing Element update?
The city in recent years has successfully built upscale housing. If any apartments, condos, or senior housing is considered may it be the high quality and be done in a professional layout (location, grounds-keeping) that we all have come to expect and enjoy here in Escalon.
I like Escalon's small town atmosphere with limited rental properties. There are areas that need to be rehabbed/upgraded (Westside Park Ave, John St, north of Pano Ave)

Appendix B: Housing Element Survey Results

Necesita esta calle mas luz entre Irwin y First. Need more street light around Irwin and First.
Basically we need more people that want to build and own their own homes. If the town grows too big, too fast we will have problems like the towns or cities around us.
Please keep the housing the same. Maybe some more restaurant options.
Please continue to limit growth and development. Escalon's best feature is the small town-low population and strict housing requirements.
Property values to be maintained require consistency of moderate to high end homes going forward.
Keep up the good work.
Continue with slow growth
Keep the town small
Keep population down
Keep slow growth cap
Escalon needs a nice mobile home park! One is not enough. Another one like Paddock on 120, but nicer!! 55+ Also more apartments for families.
Would like to see all homes with a main water shut off valve in case of fire, earthquake, emergency.
We do not want to see anymore low income housing. Our Police beat went from one little paragraph to almost a full page when the housing went in behind Taco Bell. We don't need more crime. We need to keep good quality living here.
There should be an incentive to build on vacant property within city limits, like reduced permit fees.
We are small town and need to stay that way.
Keep housing growth slow and preserve small-town quality of life.
The infrastructure must be improved prior to building. Unless the roads in and out of Escalon are widened, no additional homes should be built.
No more building needed
Many neglected areas with abandoned homes that should be made clean! Too much dry grass and
I would like to see Escalon stay small. Concerned about traffic difficulties as we grow.
Keep a small town feeling that is clean and safe.
Slum lords need to be kept out of town - they charge high rents, don't fix anything, and lead to run-down housing rentals!
Need good housing for retired farmers.
Codes should be enforced.
Keep up the good work.
Do not take farmland to build. Try to utilize vacant lots (corner of McHenry/1st, etc)
Smaller new homes
On a fixed income, it would be wonderful to lower our rates from the City of Escalon.
We don't need more housing because we don't have enough schools. We want to keep the town small.
Keep new homes to a minimum
We chose to live in Escalon because it's a smaller community. We hope Escalon continues to be a small, close knit community.
Make sure new homes are water conservative.
We need cheaper homes so our children don't have to go out of town to buy homes.
We also bought in Escalon because of the slow growth approach.