

# **Exeter Housing Element 2016-2023**

## **Introduction**

### **The City of Exeter**

Exeter is located in Tulare County at the southern end of the San Joaquin Valley. It is bisected by State Route 65 (Kaweah Avenue), which runs north and south, and it is situated one and one-half miles south of State Route 198, a major east/west route in Tulare County that connects Highway 99 to Sequoia National Park. (see Exhibit 1: Regional Location).

Exeter is a compact community occupying approximately 2.28 square miles (1,459 acres) of urbanized land generally surrounded by land under intensive agricultural production - citrus and deciduous tree fruit.

Exeter's sphere of influence, which serves as the city's 20-year growth line, contains 2,290 acres or 3.58 square miles. Exeter's population in 2014 was 10,539 up from 10,495 in 2013. Exeter has exhibited very slow population growth since 1990 - 7,276 to 10,334, or an annualized growth rate of 1.4 percent. Most cities in Tulare County exceeded two percent on an annual basis.

Urban growth in Exeter has extended in all directions from the original 1911 town site; however, since 1980 residential development has occurred primarily in the north, northwest and southwest sections of town.

The early town site contained the downtown and older surrounding residential neighborhoods with some industrial uses along the Southern Pacific Railroad. The Southern Pacific Railroad bound the trapezoidal-shaped town site on the west, the Visalia Electric Railroad on the north and State Route 65 (Kaweah Avenue) on the east.

Since 1980, most of the residential development occurring in Exeter has been dominated by single-family construction. Some apartment complexes have been constructed during this time period; however, it amounted to less than 10 percent of new housing stock. There has been no construction of mobile home parks since 1980.

### **The Housing Element**

Government Code Section 65580 declares: *"The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farm workers, is a priority of the highest order."*

State law also recognizes the most critical decisions about supply and affordability of housing occurs at the local level. To that end, the housing element update process plays a critical role in identifying and addressing housing needs for all members of the community. In addition, the State has a

## **Exeter Housing Element 2016-2023**

fundamental interest in housing supply and affordability because of the critical role of housing as an engine for economic stability and growth. In general, a housing element must include the following components:

### **1. A Housing Needs Assessment - The number of households**

- overpaying for housing,
- living in overcrowded conditions,
- containing special housing needs (e.g., the elderly, large families, homeless),
- that need rehabilitation, and
- that are affordable units but at-risk of converting to market-rate.

**Projected Needs** - The city or county's share of the regional housing need as established in the Regional Housing Needs Plan (RHNP) prepared by the Tulare County Association of Governments (TCAG). The allocation establishes the number of new units needed, by income category and number, to accommodate expected population growth over the planning period of the housing element (2016-2023). The RHNP provides a benchmark for evaluating the adequacy of local zoning and regulatory actions to ensure Exeter is providing sufficient, appropriately designated land and opportunities for housing development to address population growth and job generation.

### **2. A Sites Inventory and Analysis**

The element must include a detailed land inventory and analysis including a sites specific inventory listing properties, zoning and general plan designation, size and existing uses; a general analysis of environmental constraints and the availability of infrastructure, and evaluation of the suitability, availability and realistic development capacity of sites to accommodate Exeter's share of the regional housing need by income level. If the analysis does not demonstrate adequate sites, appropriately zoned to meet the jurisdiction's share of the regional housing need, by income level, the element must include a program to provide the needed sites including providing zoning that allows owner-occupied and rental multifamily uses "by-right" with minimum densities and development standards that allow at least 16 units per acre.

### **3. An Analysis of Constraints on Housing**

**Governmental and Non-Governmental** - Includes land-use controls, fees and exactions, on- and off-site improvement requirements, building codes and their enforcement, permit and processing procedures, and potential

## **Exeter Housing Element 2016-2023**

constraints on the development or improvement of housing for persons with disabilities.

### **4. Housing Programs**

Programs are required to identify adequate sites to accommodate Exeter's share of the regional housing need; assist in the development of housing for low- and moderate-income households; remove or mitigate governmental constraints; conserve and improve the existing affordable housing stock; promote equal housing opportunities; and preserve the at-risk units identified.

### **5. Quantified Objectives**

Estimates the number of units, by income level, to be constructed, rehabilitated, and conserved over the planning period of the element (2016-2023).

# Exeter Housing Element 2016-2023

## Chapter 1: Public Participation

The Exeter Housing Element was prepared with the assistance of a public outreach process that occurred in the early stages of the formulation of this document. To ensure the broadest community involvement, particularly among low-income and special needs groups, the City used several strategies, including:

- A public hearing was conducted on March 17, 2016, to seek public input from local stakeholder organizations that would have an interest in the policies and programs contained in the draft Housing Element. Fliers were printed in English and Spanish and were posted around the community. Further, these fliers were posted on Exeter's website. Staff also contacted Self-Help Enterprises to inquire about a joint community forum. Self-Help works with numerous households in Exeter as it pertains to housing rehabilitation and First-Time Homebuyer programs. Self-Help indicated that they maintained lists of households that were interested in these programs but they no longer held public forums on these programs.
- Prior to the March 17th public forum, planning staff conducted a workshop with the Exeter Planning Commission. In that session, staff walked the Commission through the chapters of the Element with special attention being devoted to policies and programs.

The Commission did not receive any comments on the draft Housing Element at their March 17th meeting. The Commission directed staff to amend the Element to be consistent with the comments and concerns expressed by the State Department of Housing and Community Development, detailed in their memo dated March 1, 2016. Further, the Commission wanted additional information added to the document that described Exeter's current domestic water situation.

The Exeter City Council held their public hearing on the Housing Element on April 12, 2016. Planning staff reviewed with the Council the comments from HCD and well as the input provided by the Planning Commission from their March 17th meeting. Staff also covered the additional input provided by HCD in their letter dated April 1, 2016.

After considering the input provided by HCD, the Planning Commission and staff, the Council approved a resolution approving the Housing Element with amendments. Said amendments were incorporated the modifications suggested by HCD and the Commission.

~~Aside from the city's public involvement process the most productive input on housing element issues involved Self-Help Enterprise's public hearings on the~~

## Exeter Housing Element 2016-2023

~~CDBG applications. These hearing secured public input on matters of home rehabilitation, first-time homebuyers program and weatherization.~~

~~Most of the significant public input does not come at the public hearings but when Self-Help officials work with individual families on matters of purchasing a home under the First Time Home Buyers (FTHB) program or the rehabilitation of an existing home occupied by lower-income households.~~

The City of Exeter contracts with Self-Help Enterprises to administer its CDBG and First-Time Homebuyers programs. Planning staff identifies housing units that are appropriate for rehabilitation and/or demolition as well as identifying residential subdivisions that contain housing units that would be affordable to households that would chose to utilize the city's First-Time Homebuyers Program.

Planning Staff has worked closely with two tax-credit housing developers - the Tulare County Housing Authority and Pacific Associates. Planning staff processed a parcel map, general plan amendment, zone change and site plan permit for the Housing Authority project, which is currently under construction. Should the state tax credit committee award the Pacific Associates additional points when they resubmit their 49-unit project, the city will ensure that that project receives fast-tracking.

## **Exeter Housing Element 2016-2023**

### **Chapter 2: Review and Evaluation of 2007/2014 Housing Element**

Government Code Section 65588 requires:

*“Each local government shall review its housing element as frequently as appropriate to evaluate all of the following: (1) The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the State housing goal. (2) The effectiveness of the housing element in attainment of the community’s housing goals and objectives. (3) The progress of the city, county, or city and county in implementation of the housing element.”*

The review and evaluation requirement is an important feature of the housing element update. A thorough review facilitates a comprehensive update and ensures the element can be effectively implemented in the next planning period.

The Review and Evaluation section requires analysis in three areas as follows:

**Effectiveness of the element** – A description of the actual results or outcomes of the prior element’s goals (i.e., what happened), objectives, policies, and programs. The results should be quantified where possible (e.g., number of units rehabilitated) and may be qualitative where necessary (e.g., mitigation of governmental constraints).

**Progress in implementation** – For each program, the analysis should compare significant differences between what was projected or planned in the earlier element and what was achieved. Analyze the differences to determine where the previous housing element met, exceeded, or fell short of what was anticipated.

**Appropriateness of goals, objectives, policies and programs** – A description of what has been learned based on the analysis of progress and effectiveness of the previous element. A description of how the goals, objectives, policies, and programs in the updated element are being changed or adjusted to incorporate what has been learned from the results of the previous element, (Section 65588(a)(1)).

This Chapter details Exeter’s progress in meeting its goals and programs set forth in its Housing Element, 2007 to 2014 (approved in June, 2009, by the Exeter Planning Commission, and in October, 2009, by the Exeter City Council). The City Council, based on comments received from HCD, amended and approved the Element. This Chapter will provide an evaluation of the results of each of the Element’s nine goals and their related objectives, policies and programs. The evaluation will also quantify the number of dwelling units constructed, rehabilitated, conserved or demolished in addition to noting the income category occupied by each unit. The evaluation will also suggest actions that could be

## Exeter Housing Element 2016-2023

taken in this housing element to make some of these policies and programs more effective if they are carried forward.

### Progress Toward Meeting 2007 to 2014 Housing Element Goals and Objectives

#### A. Housing Programs: Adequate Sites

*Identify actions that will be taken to make sites available during the planning period of the general plan with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory completed pursuant to paragraph (3) of subdivision (a) without rezoning, and to comply with the requirements of Section 65584.09. Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single- room occupancy units, emergency shelters, and transitional housing.*  
(Section 65583(c)(1))

*(A) Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, the program shall identify sites that can be developed for housing within the planning period pursuant to subdivision (h) of Section 65583.2.*

*(B) Where the inventory of sites pursuant to paragraph (3) of subdivision (a) does not identify adequate sites to accommodate the need for farmworker housing, the program shall provide for sufficient sites to meet the need with zoning that permits farmworker housing use by right, including density and development standards that could accommodate and facilitate the feasibility of the development of farmworker housing for low- and very low-income households.*

Exeter has sufficient land within its city limits zoned for residential development to meet its regional housing needs for its very low-, low- and moderate-income households. In fact, Exeter has enough land zoned for single and multi-family development to meet its regional housing needs for the current planning period, 2016 to 2023, as well as the prior planning period, 2007 to 2014.

## **Exeter Housing Element 2016-2023**

### **2007/14 Housing Programs**

1. The Planning Department completed a comprehensive update General Plan Update in 2004. The Land Use Element added more land to Exeter's residential land inventory, some of which, will be designated for high density residential, 29 units per acre. In addition, in 2007, Exeter adopted the Southwest Exeter Specific Plan for a 320-acre planning area. In total, this planning area will accommodate over 5,000 persons who will live in a variety of housing types, including multi-family projects.

Time Period: Completed

Responsible Agency: City of Exeter, Planning Department

Funding: General fund

### **Review and Analysis**

**With the adoption of the Southwest Exeter Specific Plan two properties have been redesignated and rezoned for multi-family development. Pacific Associates rezoned 3.49 acres from the CN (neighborhood commercial) to the RM-1.5 (multi-family residential, one unit per 1,500 square feet) district in order to construct a 49-unit multi-family project. On the heels of the Pacific Associates project, the Tulare County Housing Authority rezoned 2.34 acres from the RSC (Resource, School and Conservation) to the RM-3 (multi-family residential, one unit per 3,000 square feet) district to allow a 25-unit multi-family project.**

**Both of these projects were tax credit projects, and when constructed, will provide rental housing for very low- and low- income households. In total, 74 multi-family units will be constructed.**

2. The City of Exeter will redesignate and rezone 8.99 acres to the RM-1.5 zone district, the parcels of which are listed in Tables 37 and Table 38 of the Element. These reclassifications will provide rental housing for lower-income households. If tax credit projects can be attracted to the community, very-low income households could be accommodated in these housing projects. The City shall rezone sites to RM-1.5, at a minimum density of 20 units per acre, and to allow a minimum of 16 units per site.

The City shall ensure that at least 50 percent of the low- and very low- income regional housing need be accommodated on sites designated for exclusively residential uses, at appropriate densities. The approval of the units does not require a CUP, planned unit development, or other discretionary action or approval. The parcels listed below will be designated and rezoned to the RM-1.5 zone.



## Exeter Housing Element 2016-2023

Table No. 37

133-070-012 2.34 acres from RSC to RM-1.5

133-070-038 2.0 acres from CN to RM-1.5

133-070-031 1.49 acres from CN to RM-1.5

Table No. 38

138-123-018 0.66 acres from ML to RM-1.5

138-043-004 1.0 acres from ML to RM-1.5

135-161-008 1.5 acres from CS to RM-1.5

Total 8.99 acres

The City of Exeter has identified a number of parcels where this type of development could be constructed. Table 37 has identified **three** parcels (APNs 133-070-12, 31, and 38) that are currently designated and zoned for non-residential uses. Exeter intends to redesignate and reclassify these parcels for medium and high density residential uses. The **six** acres represented by the five identified parcels, when fully developed, will generate 119 multi-family residential units. Typically, high density, multi-family developments create living units that are affordable to lower-income households. If a tax credit developer happens to be one of the developers, approximately 10 percent of the units will be affordable to extremely-low with the balance being divided between very-low and low-income households.

Time Period: 2010

Responsible Agency: City of Exeter, Planning Department

Funding: General fund

### **Review and Analysis**

**Since 2009, five properties have been rezoned to multi-family residential zones - three acres to the RM-3 district and four acres to the RM-1.5 district. These reclassifications were approved to accommodate two tax credit projects and small, vacant scattered lots that will support duplex and tri-plex units.**

**The two tax credit projects, Pacific Associates, 430 E. State Street, Eagle, Idaho, 83616; and Tulare County Housing Authority, will construct 74 multi-family housing units that will provide units for lower-income households.**

3. The Exeter General Plan Update shall provide enough land for 125 percent of the land required for residential development through 2024. This program was completed in 2006.

Year: 2006

Responsible Agency: City of Exeter, Planning Department

## **Exeter Housing Element 2016-2023**

Funding: General fund

### **Review and Analysis**

**Completed when Exeter updated its General Plan, Land Use Element in 2006.**

4. The Land Use Element Update will provide a range of residential designations, including very low, low, medium and high density residential. This program was completed in early 2006.

Time Period: 2006

Responsible Agency: City of Exeter, Planning Department

Funding: General fund

### **Review and Analysis**

**Completed when Exeter updated its General Plan, Land Use Element in 2006.**

5. The City of Exeter will allow residential infill development by allowing lot sizes less than 6,000 square feet when using Exeter's existing Planned Unit Development combining district or the proposed Smart Development zone district.

Time Period: Ongoing

Responsible Agency: City of Exeter, Planning Department

Funding: General fund

### **Review and Analysis**

**To date, a developer has not filed a final subdivision map for a single-family subdivision that has lots smaller than 6,000 square feet. Two tentative subdivisions were approved by the city in 2007 (242-lot subdivision and a 164-lot subdivision); however, the subdivisions have not been finalized. Some of the single-family residential lots contained in each of these subdivisions were smaller than 6,000 square feet. This design feature was permitted because the subdivision was processed using Exeter's Planned Unit Development combining district.**

6. Work with developers and employers in identifying farmworker housing needs. The City will also support applications for funding to assist in the development of farmworker housing. The zoning ordinance will be revised to be consistent Health and Safety Code Section 17021, 17021.5 and 17021.6.

Amend the Exeter Zoning Ordinance to add farm labor housing and emergency shelters to the conditional use list to the city's residential zone districts to permit fewer than six farm workers to occupy a residential unit in a multi-family

## **Exeter Housing Element 2016-2023**

residential zone district. The Exeter Zoning Ordinance will be amended to add this use to the permitted use list of the RM-3 and RM-1.5 zone districts.

~~Exeter does not have an agricultural zone. It does, however, have an UR (urban reserve) zone district, which is the City's holding zone until such time as the land is ready to be developed to some type of urban use. It would not be appropriate to permit housing for farm labor housing in this holding zone since the land will eventually be developed residential subdivisions, industrial uses or other types of intensive urban uses.~~

**Exeter's zoning ordinance contains an Agriculture (A) and Urban Reserve (UR) zone districts. In order to accommodate farm labor housing (36 or fewer beds), consistent with Health and Safety Code Section 17021.6, Exeter's Zoning Ordinance shall be amended to add farm labor housing to the permitted use list of each district.**

Often the County of Tulare submits to the City of Exeter a “request for comment” on proposed land uses on county lands but within the City’s Sphere of Influence. The City will provide a letter of support for these types of facilities. In the past, the City has opposed these types of uses within its SOI.

Time Period: 2009-2010

Responsible Agency: City of Exeter, Planning Department

Funding: General Fund

### **Review and Analysis**

**The City of Exeter updated its Zoning Ordinance in 2012. The definition of a single-family dwelling is required to comply with Section 17021.5 of the Health and Safety Code. In other words, by right a single-family dwelling can accommodate six or fewer persons who are employed as agricultural employees (e.g. field, packing house or old storage workers).**

7. The City shall pursue appropriate State and Federal funding sources to support the efforts of non-profit and for-profit developers to meet new construction and rehabilitation needs of lower- and moderate-income households. The City shall also specifically target funding to address the needs of extremely low-income households. The City shall periodically update and review available housing programs to identify appropriate funding sources to meet Exeter’s housing needs.

Time Period: The City staff shall annually prepare a summary of funding programs available to the City with a recommendation for application for funding opportunities. The City Council shall direct the staff to apply for such grants, loans and other funding opportunities that may be applicable in the City

Responsible Agency: City of Exeter, Planning Department

Funding: General Fund

## **Exeter Housing Element 2016-2023**

### **Review and Analysis**

**The City of Exeter working with Self-Help Enterprises has applied for both CDBG and HOME funds since 2008. CDBG funds were applied for in years 2008, 2010 and 2012 while HOME funds were applied for in 2012. The CDBG funds were used to rehabilitate six single-family residential units that were occupied by lower-income households. These funds also provided financing for households participating in the First Time Homebuyers Program. Households that qualified for these funds purchased eight homes under this Program.**

**Under the 2012 HOME Program, households that qualified under this Program purchased two single-family homes.**

8. Amend the Exeter Zoning Ordinance to add transitional and supportive housing to permitted use in all residential zones and subject to only those standards/regulations that apply to other residential dwellings of the same type in the same zone list of the City's residential zone districts. The City will remove the CUP requirement for group homes to comply with Health and Safety Code Sections 1267.8, 1566.3, 1568.08 requiring 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.

Transitional housing is defined in Section 50675.2 of the Health & Safety Code as rental housing for stays of at least six months but where the units are re-circulated to another program recipient after a set period. Transitional housing may be designated for a homeless individual or family transitioning to permanent housing.

Supportive housing as defined at Section 50675.14 of the Health & Safety Code has no limit on the length of stay, is linked to on-site or off-site services, and is occupied by a target population as defined in Health & Safety Code Section 53260 (i.e., low income persons with mental disabilities, AIDS, substance abuse or chronic health conditions or persons whose disabilities originated before the person turned 18). Services typically include assistance designed to meet the needs of the target population in retaining housing, living and working in the community, and/or improving health and may include case management, mental health treatment, and life skills.

Transitional housing and supportive housing shall be considered a residential use of property, and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.

The City of Exeter shall amend its zoning ordinance to add supportive and transitional housing to its permitted use list in the RM-3 and RM-1.5 zone districts. In addition, Exeter's CS (service commercial) and ML (light industrial)

## **Exeter Housing Element 2016-2023**

will be amended to add emergency shelters to the permitted use list of these zone districts.

These amendments will occur in 2010 when Exeter rewrites its zoning ordinance, which is over 30 years old!

Time Period: 2010

Responsible Agency: City of Exeter

Funding: General Fund

### **Review and Analysis**

**The City of Exeter updated its Zoning Ordinance in 2012. The following uses were added to the permitted use list of Exeter's residential districts. These uses are as follows:**

- 1. Second residential units consistent with Chapter 17.64 Special Uses.**
- 2. Small day care homes consistent with Chapter 17.64 Special Uses.**
- 3. Licensed group care homes (six or fewer persons) consistent with Chapter 17.64 Special Uses.**
- 4. Transitional and supportive housing (six or fewer persons).**

**Emergency shelters were not added to Exeter's Service Commercial or Light Industrial districts because the Planning Commission and City Council felt that these environments were noisy, attracted significant truck traffic and potentially could exposed persons to noxious and dangerous chemicals.**

9. Emergency shelters provide homeless persons with short-term housing accompanied by limited supplemental services. Emergency shelters are not explicitly identified in the City's Zoning Ordinance. The City has identified the CS and ML zone as the most appropriate zones for the development of emergency shelters. The City has identified 14 vacant parcels (12 acres) and 2 occupied vacant parcels (3 acres) with the potential for one year round emergency shelter. The zoning ordinance will be revised to permit emergency shelters without a CUP or other discretionary action. These amendments will occur in 2010 when Exeter rewrites its zoning ordinance, which is over 30 years old!

Time Period: 2010

Responsible Agency: City of Exeter

Funding: General Fund

## Exeter Housing Element 2016-2023

### Review and Analysis

**The City of Exeter updated its Zoning Ordinance in 2012. Emergency shelters were not added to Exeter's Service Commercial or Light Industrial districts because the Planning Commission and City Council felt that these environments were noisy, attracted significant truck traffic and potentially exposed persons to noxious and dangerous chemicals. Both bodies felt that emergency shelters were more appropriate in churches, gymnasiums and the Veteran's Memorial building.**

10. Housing element law requires that in addition to the needs analysis for persons with disabilities, the housing element must analyze potential governmental constraints to the development, improvement and maintenance of housing for persons with disabilities, demonstrate local efforts to remove any such constraints and provide for reasonable accommodations for persons with disabilities through programs that remove constraints.

Given that the City of Exeter is in the process of rewriting its zoning ordinance, an opportunity arises wherein the City could add a Universal Design Ordinance to its zoning ordinance. The City of Exeter will incorporate a Universal Design Ordinance into its zoning ordinance in 2010. This Ordinance would serve to ensure the following:

- compliance with fair housing laws;
- provision for group homes over six specifically for the disabled, other than those residential zones covered by State law;
- a broadened definition of family that 1) provides zoning code occupancy standards specific to unrelated adults and, 2) complies with Fair Housing Law;
- siting or separation requirements for licensed residential care facilities, to determine extent to which the local restrictions effect the development and cost of housing;
- any minimum distance requirements in the land-use element for the siting of special needs housing developments in relationship to each other do not impact the development and cost of housing for persons with disabilities; and
- alternate residential parking requirements, including reduction, for persons with disabilities.

Time Period: 2010

Responsible Agency: City of Exeter

Funding: General Fund

## Exeter Housing Element 2016-2023

### Review and Analysis

The City of Exeter updated its Zoning Ordinance in 2012. The City added Chapter 17.62, Reasonable Accommodations, to the Ordinance the purpose of which is stated below:

**It is the policy of the City of Exeter, pursuant to the federal Fair Housing Amendments Act of 1988 and the California Fair Employment and Housing Act (hereafter called “fair housing laws”), to provide individuals with disabilities reasonable accommodation in rules, policies, practices and procedures to ensure equal access to housing and facilitate the development of housing for individuals with disabilities. This ordinance establishes a procedure for making requests for reasonable accommodation in land use, zoning and building regulations, policies, practices and procedures of the jurisdiction to comply fully with the intent and purpose of fair housing laws.**

In addition, the following uses were added to the permitted use list of Exeter's residential districts. These uses are as follows:

1. **Second residential units consistent with Chapter 17.64 Special Uses.**
2. **Small day care homes consistent with Chapter 17.64 Special Uses.**
3. **Licensed group care homes (six or fewer persons) consistent with Chapter 17.64 Special Uses.**
4. **Transitional and supportive housing (six or fewer persons).**

### **B. Assist in the Development**

*Assist in the development of adequate housing to meet the needs of extremely low-, very low-, low-, and moderate-income households (Government Code Section 65583(c)(2)).*

Having assessed and identified the housing needs of *extremely low-, very low-, low-, and moderate-income* households, including special needs households, Exeter is poised to implement a sufficient number of strategies to assist in developing adequate housing to meet those needs.

To address this requirement, Exeter has offered direct support for the development of affordable housing through various financing mechanisms including the use of redevelopment, CDBG and HOME funds. Direct assistance has also been provided through the utilization of appropriate federal and State financing and subsidy programs to create rental and ownership opportunities, such as first time homebuyer and self-help housing programs. Exeter has also

## Exeter Housing Element 2016-2023

assisted and supported developers in making applications for CHAFA and HOME funds.

Exeter indirectly facilitated the development of more affordable housing through effective administration of land-use controls and by providing appropriate regulatory concessions and incentives, such as a density bonus and streamlining of applications.

### **Programs**

1. The City of Exeter will utilize its Redevelopment Agency set-aside funds for the construction of lower- and moderate- income households. These funds will be allocated for low interest loans to developers, purchase of land for low and moderate income housing projects, land write down, and construction of infrastructure improvements.

Whenever possible, fulfill the mandates of the redevelopment plan by assisting with the development of affordable housing or providing housing assistance to lower-income households within the City's redevelopment areas. This may include using set-aside funds as a match for the City's housing rehabilitation loan program, direct assistance to developers of affordable housing, or writing down the cost of land for affordable housing development, among others.

Exeter used its redevelopment funds in a project called Maple Place, a 19-unit detached, single-family development that is surrounded by residential development. The project required the demolition of eight substandard residential units and the construction of 2-story townhouses on small lots. All of the units face onto a village green. Exeter redevelopment funds paid for all the off-site improvements including curb, gutter and sidewalk; and connection to the city's sewer and water systems.

Time Period: Ongoing

Responsible Agency: Exeter Redevelopment Agency

Funding: LMI funds

### **Review and Analysis**

**The State eliminated redevelopment and thereby eliminated many of the financing tools available to cities to facilitate the construction, conservation or rehabilitation of affordable housing. Without the Low- to Moderate-Income housing funds, cities will be less effective in curing some of the housing ills within their respective boundaries.**

2. Exeter will continue to contract with Self-Help Enterprises for the rehabilitation of substandard residential dwellings in Exeter. Self-Help will rehabilitate five dwellings per year. Annually, Self-Help Enterprises applies for CDBG funds on behalf of Exeter. Generally, the annual figure is \$500,000. As



## **Exeter Housing Element 2016-2023**

families that have taken advantage of this rehabilitation program repay the low interest loan that has financed the rehabilitation of their home. This loan payment is placed into a Program Income fund, which is used for various programs that assist lower-income households or neighborhoods. These funds can be used for housing rehabilitation as well as other improvements that benefit low- to moderate-income households, including sidewalks, sewer and water lines, and curbs and gutters.

Year: Ongoing

Responsible Agency: City of Exeter and Self-Help Enterprises

Funding: HELP and CDBG funds

### **Review and Analysis**

**The City of Exeter working with Self-Help Enterprises has applied for both CDBG funds and HOME funds since 2008. CDBG funds were applied for in years 2008, 2010 and 2012 while HOME funds were applied for in 2012. The CDBG funds were used to rehabilitate six single-family residential units that were occupied by lower-income households. These funds also provided financing for the First Time Homebuyers Program. Households that qualified for these funds purchased eight homes under this Program.**

**Under the 2012 HOME Program, households that qualified under this Program purchased two single-family homes.**

3. Exeter and Self-Help Enterprises will work together to construct single-family homes that are affordable to low- and moderate-income households. These homes will be constructed on in-fill residential lots some of which may have originally contained dilapidated homes that have been demolished. Exeter will build two new residential units per year.

Year: Ongoing

Responsible Agency: City of Exeter and Self-Help Enterprises

Funding: CDBG funds

### **Review and Analysis**

**The City of Exeter has not completed this Program. It is unlikely that Self-Help Enterprises has the necessary funds to purchase and construct a single-family dwelling in Exeter. Most of Self-Help's efforts have been in the area of rehabilitation.**

4. The City of Exeter will encourage private developers who are proposing residential development to seek a SD (smart development) or a PRD (planned residential development) combining district. These districts allow for greater flexibility in residential design and better utilization of land. These opportunities allow the developer to potentially provide a more affordable housing product.

## **Exeter Housing Element 2016-2023**

The city will encourage the use of these zone districts by providing information that shows that they will increase the density of a residential development while at the same time reducing improvement costs and impact fees per residential unit.

Year: Ongoing

Responsible Agency: City of Exeter, Planning Department

Funding: General fund

### **Review and Analysis**

**The City of Exeter has not completed this Program because there has been little demand for single-family homes over the last eight years, nine single-family homes per year and no multi-family units were constructed. The homes that have been constructed have been on existing residential lots created during the building boom.**

**Should interest be expressed in the Southwest Exeter Specific Plan area staff would encourage the residential developer to utilize Exeter's Planned Development combining district. This district affords the developer maximum design flexibility as it related to lot size, road widths, and setback distances.**

5. The City of Exeter will assist the Tulare County Housing Authority's implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program, which provides rent subsidies directly to participating landlords, and will support that Agency's attempts to secure additional funding for expanded programs. Currently, the Housing Authority manages 40 Section 8 housing units in Exeter.

The Exeter Building Department will identify for the Housing Authority additional rental housing stock that can be used for the Section 8 Program.

Year: Ongoing

Responsible Agency: City of Exeter and Tulare County Housing Authority

Funding: HUD funds and LM I funds

### **Review and Analysis**

**In 2015 there were 50 occupied Section 8 housing units in Exeter. A review of the Housing Authority's Section 8 Units Available website indicates that two homes are available for rent in Exeter - 310 N. Orange and 327 North C Street. The 50 units of occupied Section 8 housing is up from the 40 units that was reported in the 2007 Housing Element.**

## **Exeter Housing Element 2016-2023**

6. Work with developers to obtain available sources of funding and prioritize available funds, as appropriate, for projects including units affordable to extremely low- income households. Exeter will actively court two tax credit apartment projects to Exeter. One will be a senior project that will be located in the Downtown and the second will be a family apartment project on the fringe of the community. To assist in the financing of the projects, the Agency will pay for the development impact fees.

Work with non-profit and for-profit developers to target tax credit projects in Exeter and pursue appropriate State and Federal funding sources to support the efforts of non-profit and for-profit developers to meet new construction and rehabilitation needs of lower- and moderate-income households. The City will target sites for development and provide incentives such as density bonus to developers, in accordance with Section 65915 of the Government Code.

The Agency also has other tools that can be used to entice a tax credit project to the community. The most effective tool would be for the City to approve a Density Bonus for either or both projects. In addition to the density bonus, the City can offer one or more deviations from the zoning ordinance standards. These tax credit projects are particularly helpful for the hard to reach extremely - low income households. Generally, about ten percent of the units in a tax credit project are affordable to the ELI group.

Year: 2009 or 2010

Responsible Agency: City of Exeter

Funding: LMI and HOME funds

### **Review and Analysis**

Since 2009, the City has been actively seeking developers to construct multi-family development in Exeter. Both the Land Use and Housing Elements indicate that Exeter suffers from a shortfall of affordable apartment units.

Five properties have been rezoned to multi-family residential zones since 2010 in order to accommodate affordable rental housing: They are:

1. Pacific Associates (2010), tax credit project for 49 units that are affordable to very low- and low- income households. Reclassification from CN (neighborhood commercial) to RM-1.5 (multi-family residential, one unit per 1,500 square feet) on 3.49 acres (133-072-031/038).
2. Gaebe (2014), reclassification of .56 acres (135-262-010, 011 and 012) from the R-1-6 (single-family residential, one unit per 6,000 square feet) to the RM-3 (multi-family residential, one unit per 3,000 square feet) district. The Gaebe project will provide four duplexes that will be affordable to low- and moderate-income households.

## Exeter Housing Element 2016-2023

3. Tashjian (2014), reclassification of 7,000 square foot lot (133-072-031/38) from the PO (professional office) to the RM-1.5 (multi-family residential, one unit per 1,500 square feet) district. This 4-unit apartment complex will most likely be affordable to low- to moderate-income households.

4. Tulare County Housing Authority (2014), tax credit project for 25 apartments that are affordable to very low- and low income units. Reclassification from PF (public facilities) to RM-3 (multi-family residential, one unit per 3,000 square feet) on 2.54 acres (133-020-040)

5. Plata (2014), remodel of old senior care facility into 7 apartment units, affordable to low-income households. Reclassification from ML (light manufacturing) to RM-3 (multi-family residential, one unit per 3,000 square feet) on .62 acres (136-084-010/011). One of the apartments contains four bedrooms.

The Housing Authority (25 units) project will break ground in December of 2015; the Pacific Associates project is still seeking the necessary points to receive tax credit funds. Ground has broken on the other projects.

7. Exeter will initiate a general plan amendment and/or zoning ordinance amendment on parcels that are currently zoned for non-residential uses. To generate the residential units detailed in Tables 37 and 38, the City will be required to initiate general plan and/or zone change amendments to promote single and multi-family development on parcels currently zoned to the RSC, ML and MU districts. The specific parcels that will be rezoned for single and multi-family development will include the following:

APN	Acres	Zone	Gen. Plan	Units	Constraints
133-070-12	20.0	RSC(R-1-6)	school ag.	109 units	zoning
133-070-12	2.5	RSC(RM1.5)	school ag.	59 units	zoning
133-070-38	2.0	CN(RM-3)	MU vac.	<del>30</del> 15 units	storm drainage
133-070-31	2.0	CN(RM-3)	MU vac.	<del>30</del> 15 units	storm drainage
133-070-30	2.0	CN(RM-3)	MU vac.	<del>30</del> 15 units	storm drainage
133-070-29	2.0	CN(RM-3)	MU vac.	<del>30</del> 15 units	storm drainage
138-123-018	.66	ML	ind. vac.	10 units	GPamend.
138-043-004	1.0	ML	ind. vac.	29 units	GP amend.
135-160-08	1.5	CS	ser. comm. vac.	43 units	GP amend.

These rezoning actions will generate approximately 109 single-family dwellings and 201 multi-family dwellings.

Year: 2010

Responsible Agency: City of Exeter

Funding: general fund

## **Exeter Housing Element 2016-2023**

### **Review and Analysis**

**The City of Exeter has been instrumental in rezoning or redesignating parcels of land from non-residential districts to residential districts, which in turn, have opened these parcels for residential development. A description of each action has been detailed above.**

8. Exeter lacks parcels of land that are within the city limits and zoned to the RM-1.5 (multi-family residential, one unit per 1,500 square feet) district, 29 units per acres. It is this zoning that generates significant affordable housing for persons in the extremely low- and very low- income categories. Given this finding, the City of Exeter will redesignate and rezone approximately 10 acres of land for high-density multi-family development. This rezoning action will occur in 2011 and should generate approximately 290 multi-family residential units.

Year: 2011

Responsible Agency: City of Exeter

Funding: general fund

### **Review and Analysis**

**The City of Exeter has been instrumental in rezoning approximately four acres of land to the RM-1.5 district. This district serves as Exeter's high density residential zone - 29 units per acre. In addition, another three acres was rezoned to Exeter's RM-3 district, allowing a density of up to 14 units per acre.**

9. Exeter will amend its Zoning Ordinance to bring its Second Unit section into compliance with Government Code Section 65852.2 by removing the provision limiting occupancy of second units to persons 62 years or older. Exeter second units provide affordable housing for farm workers in the community. This amendment will make it easier to construct second units in Exeter's residential zone districts.

Year: 2009-10

Responsible Agency: Exeter Planning Department

Funding: General Fund

### **Review and Analysis**

**The City of Exeter updated its Zoning Ordinance in 2012. The following uses were added to the permitted use list of Exeter's residential districts. These uses are as follows:**

- 1. Second residential units consistent with Chapter 17.64 Special Uses.**
- 2. Small day care homes consistent with Chapter 17.64 Special Uses.**

## **Exeter Housing Element 2016-2023**

- 3. Licensed group care homes (six or fewer persons) consistent with Chapter 17.64 Special Uses.**
- 4. Transitional and supportive housing (six or fewer persons).**

### **C. Conserve and Improve the Existing Housing Stock**

*Conserve and improve the condition of the existing affordable housing stock, which may include addressing ways to mitigate the loss of dwelling units demolished by public or private action (Government Code Section 65583.(c)(4)).*

Exeter's existing affordable housing stock is a valuable resource and the element includes programs to conserve and improve this affordable housing stock. Improvement includes programs that improve the housing stock such as rehabilitation. Conservation includes both maintenance activity such as code enforcement in deteriorating buildings or in response to complaints and improvements to the housing stock such as weatherization programs which help reduce housing costs or other actions, policies or programs to conserve the affordability of housing such as a mobile home park preservation ordinance.

A more recent trend regarding maintaining affordability of housing costs involves the installation of roof-mounted solar panels. There has been a surge in the installation of these systems over the last three years - 105 systems installed.

#### **Programs**

1. The City of Exeter shall facilitate residential development in Exeter that is well designed and maintained, attractive and affordable. Affordable housing units will be accomplished through increased unit densities; attractive design through architectural review and maintenance; and through the city's site plan review process, conditions such as maintenance through a landscaping and lighting district.

Year: Ongoing

Responsible Agency: Exeter Site Plan Review Committee

Funding: General Fund

#### **Review and Analysis**

**Two tax credit projects have been processed through Exeter's site plan review process. In both cases, architectural review was implemented. This process resulted in a product that was attractive and incorporated certain energy and water conservation strategies. In each case, these design modifications were made conditions of approval by the Exeter Planning Commission.**

## **Exeter Housing Element 2016-2023**

**Over the last three years (2013-2015), there has been a surge in the installation of roof-mounted solar systems (105 systems). These systems have significantly reduced the utility bills of households that have installed these systems.**

2. The City of Exeter shall prepare and adopt a Smart Growth Zoning District. This district could be applied to any property zoned residential in Exeter.

Year: 2009

Responsible Agency: Exeter Planning Department

Funding: General Fund

### **Review and Analysis**

**When the City adopted an update to its zoning ordinance instead of adding a Smart Growth District, the City elected to establish a Planned Development combining district, which incorporates many of the strategies and design elements associated with Smart Growth. The purpose of this new district is stated as follows:**

**The purpose of the planned development (PD-X) overlay district is to promote development designs that respond to significant planning-related issues facing Valley cities, including urbanization of agricultural land, air quality, housing affordability, traffic, aesthetics and neighborhood deterioration. This new approach to development design has been popularized by the term “smart growth”. The basis for this type of growth is revealed in the following documents: Ahwanee Principles, Landscaping of Choice and Ten Planning Principles for the Next 10 Million.**

**The planned development overlay district is structured to produce a comprehensive development that is superior to traditional development of the recent past. In addition to better design strategies, a development constructed in an overlay zone will have less of an impact on the environment and will be consist with recent State legislation - AB 32 and SB 375, which attempts to curb the impacts of climate change.**

3. The City will continue to identify dilapidated housing units in Exeter that require demolition. The City will notify the property owner of this requirement. Once the lot is vacant, the city will work with the property owner to facilitate the construction of a new residential unit, or a multi-family unit, if properly zoned. The City, as in the past, will work with Self-Help Enterprises to utilize CDBG funds to construct single-family homes that are affordable to low- and moderate-income households. From 2001 to 2008, 10 dilapidated homes were demolished and replaced with new housing that was affordable to lower-income (apartments) and moderate-income (single family dwelling) households. During

## **Exeter Housing Element 2016-2023**

the planning period, the Exeter Department will facilitate the demolition of two dilapidated residences per year.

Time Period: Ongoing

Responsible Agency: Exeter Building Department

Funding: CDBG funds and private investment

### **Review and Analysis**

**Since 2008 only 15 homes and a church have been demolished due to their dilapidated condition. New single-family homes have been constructed on five of these lots.**

4. Exeter will continue to annually apply for CDBG funds for rehabilitation of housing in Exeter. The City will contract with Self-Help Enterprises to provide this service. From 2001 to 2008, Self-Help Enterprises rehabilitated 31 substandard single-family dwellings. During the planning period, Exeter working with Self-Help will rehab four dwellings per year.

Year: Ongoing

Responsible Entities: City of Exeter and Self-Help Enterprises

Funding: CDBG funds

### **Review and Analysis**

**Since 2008, Exeter has been averaging three housing rehabilitations per year. The most active year was 2013 when 11 residential structures were rehabilitated using CDBG funds and CDBG program income. Self-Help Enterprises performed the rehabilitation of these units**

5. Exeter will continue insure that the long-term affordability of its subsidized apartment projects remain in place for the contracted time period, which ranges from 30 to 55 years.

Should the owners of the assisted living units detailed on page 56 of the Element, containing 211 lower-income units, the City of Exeter will contact Self-Help Enterprises, Tulare County Housing Authority and other tax credit developers to discuss how the long-term affordability of these units can be continued.

Strategies that the city could employ would include 1) having one of these entities purchase the project, 2) having one of these entities purchase the project with financial assistance from Exeter's Redevelopment Agency, or 3) encourage the current owner of the affordable housing project to continue to own it with financial assistance from the Exeter Redevelopment Agency with the caveat that the project would remain affordable to lower-income households.



## **Exeter Housing Element 2016-2023**

To date, none of the housing projects listed on page 56 of the Element are at-risk projects, nor have any of the owners of these projects expressed any interest in converting these developments to market-rate housing.

Year: Ongoing  
Responsible Entities: City of Exeter  
Funding: General Fund

### **Review and Analysis**

**To date, none of the housing projects in Exeter that are providing subsidized rents have indicated or advertized their intent to convert to market-rate housing.**

6. Exeter will continue to employ a code enforcement officer, which is a member of the police department. This person will ensure that neighborhoods are free of blight, including abandoned cars, weed infested lots, and dwellings that accumulate junk and debris. The Officer will inspect 10 sites per week.

Year: Ongoing  
Responsible Entities: City of Exeter  
Funding: General Fund

### **Review and Analysis**

**The City currently employees a full-time code enforcement office. This person is also a sworn police officer. The code enforcement position has been in place since 2010. Code enforcement works closely with the Tulare County Building Inspector (the City contracts with the County of Tulare for plan check and inspection services) when dealing with homes that are blighted, substandard or dilapidated.**

**On any given week, the code enforcement officer and the building inspector are working jointly on two to four substandard housing cases.**

7. The Exeter Redevelopment Agency will work with the Tulare County Housing Authority to identify for potential purchase an apartment complex that could be renovated and be made available for long-term rental for lower-income households.

This potential purchase and renovation could be added to the stock of housing developments (page 56) whose units are subsidized and affordable to lower-income households. This strategy will also serve to upgrade blighted apartment complexes that may be having an adverse impact on their respective neighborhoods.

## **Exeter Housing Element 2016-2023**

Year: Ongoing

Responsible Entities: City of Exeter Redevelopment Agency / Tulare County

Housing Authority

Funding: LMI funds

### **Review and Analysis**

**The Tulare County Housing Authority has not purchased an existing apartment complex in Exeter, however, the Housing Authority has applied for and received tax credits to construct a new 25-unit apartment complex. The units will offer rents that are affordable to very low- and low-income households.**

**Construction on the complex will start in December of 2015.**

### **D. Preserve Units At-Risk of Conversion to Market Rate Uses**

*Preserve for lower income households the assisted housing developments identified pursuant to paragraph (8) of subdivision (a). The program for preservation of the assisted housing developments shall utilize, to the extent necessary, all available federal, state, and local financing and subsidy programs identified in paragraph (8) of subdivision (a), except where a community has other urgent needs for which alternative funding sources are not available. The program may include strategies that involve local regulation and technical assistance (Government Code Section 65583(c)(6)).*

The nature of conversion risk varies significantly among projects depending on the type of subsidy and related affordability controls. Since 1990, 85 affordable housing units have been constructed in Exeter, each utilizing different types of financing - Section 515, HOME and CHAFA funding. Each of these projects has different long-term affordability requirements. The City monitors these complexes to insure that they do not get converted to market-rate units. To date, none have been converted to market rate housing.

Exeter has not experienced a significant increase in Section 8 units over the last 10 years. Presently, there are 60 Section 8 units operated by the Housing Authority in Exeter. To improve on this trend, Exeter has been working with private contractors to construct single family homes on infill lots that have had previously contained a dilapidated home that has been demolished. These units can become Section 8 units so long as they receive certification from the Housing Authority.

## Exeter Housing Element 2016-2023

### Programs

1. Work with local contractors to construct or rehabilitate single-family homes that can be made available for Section 8 households. Exeter will work to increase the number of Section 8 units in Exeter by two units per year over the planning period. In 2009, the waiting list to occupy a Section 8 residential unit was 402 persons.

Year: Ongoing

Responsible Entities: City of Exeter, Building Department

Funding: General Fund

### Review and Analysis

**The number of occupied Section 8 homes has decreased from 60 to 50 since the last round of housing element updates. Given that the Housing Authority has minimum standards for homes and apartments that can be occupied by Section 8 households, it could be that the demand for Section 8 housing units has fallen off, or that some of the units no longer met the conditions standards of the Housing Authority.**

2. The Exeter Redevelopment Agency will work with the Tulare County Housing Authority to work with households that are displaced by owners of Section 8 units that opt-out of the program. The Agency will use some of its CDBG funds to rehab homes that can be made available for Section 8 housing. The Agency will rehab one potential Section 8 unit per year during the planning period.

Year: Ongoing

Responsible Entities: Exeter Redevelopment Agency

Funding: CDBG funds

### Review and Analysis

**Exeter's Redevelopment Agency was dissolved by the State in 2013 and therefore LMI (low and moderate income) funds are no longer available for housing programs that assist very low-, low- and moderate-income households.**

3. The Exeter Redevelopment Agency will monitor owners of at-risk projects on an ongoing basis, at least every six months, in coordination with other public and private entities to determine their interest in selling, prepaying, terminating or continuing participation in a subsidy program.

Year: Ongoing

Responsible Entities: Exeter Redevelopment Agency

Funding: Agency funds

## **Exeter Housing Element 2016-2023**

### **Review and Analysis**

**The City's review of the six subsidized housing projects (212 units) in Exeter indicate that none of the complexes are going to discontinue subsidizing housing for their occupants. The City is not aware of any HUD receipt/approval of Notices of Intent and Plans of Action filed by property owners to convert to market-rate units.**

4. The Exeter Redevelopment Agency will work in concert with the Tulare County Housing Authority to purchase deteriorated apartment complexes and rehabilitate them so that they can pass health and safety codes. These units, when upgraded, would be rented to lower-income households.

Year: 2010

Responsible Entities: Exeter Redevelopment Agency and Tulare County Housing Authority

Funding: Agency and Authority funds

### **Review and Analysis**

**The Tulare County Housing Authority has not purchased any existing apartment complexes in Exeter; however, the Housing Authority has applied and received tax credits to construct a new 25-unit apartment complex. The units will offer rents that are affordable to very low- and low-income households.**

**Construction on the complex started in September of 2015.**

5. The City of Exeter will preserve all 212 units in the six at-risk properties. Exeter will monitor, every year, the status of any HUD receipt/approval of Notices of Intent and Plans of Action filed by property owners to convert to market-rate units.

Year: Ongoing

Responsible Entities: City of Exeter

Funding: General Fund

### **Review and Analysis**

**The City's review of the six subsidized housing projects (212 units) in Exeter indicate that none of the complexes are going to discontinue subsidizing housing for their occupants. The City is not aware of any HUD receipt/approval of Notices of Intent and Plans of Action filed by property owners to convert to market-rate units.**

## Exeter Housing Element 2016-2023

### E. Address and Remove or Mitigate Constraints

*Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, or provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities (Government Code Section 65583(c)(3)).*

Exeter's effective programs reflect the results of its housing need analyses, identification of available resources including land and financing, and the mitigation of identified governmental and non-governmental constraints.

#### Program

1. The Exeter Planning Department shall amend its Zoning Ordinance to add a Smart Development zone district, which will provide greater design flexibility and/or densities so as to encourage more affordable housing. This zone district will employ numerous design standards that will encourage higher residential densities, more sustainable design, and energy and water conservation. Features that will be included in this new district are zero lot line opportunities, low impact development, xerophytic landscaping, parkways and street trees, and reduced setbacks and street widths.

Year: 2009

Responsible Agency: Exeter Planning Department

Funding: General Fund

#### Review and Analysis

**When the City adopted an update to its zoning ordinance instead of adding a Smart Growth District, the City elected to establish a Planned Development combining district, which incorporates many of the strategies and design elements associated with Smart Growth. The purpose of this new district is stated as follows:**

**The purpose of the planned development (PD-X) overlay district is to promote development designs that respond to significant planning-related issues facing Valley cities, including urbanization of agricultural land, air quality, housing affordability, traffic, aesthetics and neighborhood deterioration. This new approach to development design has been popularized by the term “smart growth”. The basis for this type of growth is revealed in the following documents: Ahwanee Principles, Landscaping of Choice and Ten Planning Principles for the Next 10 Million.**

## **Exeter Housing Element 2016-2023**

**The planned development overlay district is structured to produce a comprehensive development that is superior to traditional development of the recent past. In addition to better design strategies, a development constructed in an overlay zone will have less of an impact on the environment and will be consist with recent State legislation - AB 32 and SB 375, which attempts to curb the impacts of climate change.**

2. The Exeter Planning Department shall require through site plan or conditional use permit conditions that ten percent of all ground floor units in new multi-family projects be handicapped-accessible.

Year: Ongoing

Responsible Agency: Exeter Planning Department

Funding: General Fund

### **Review and Analysis**

**Most of the ground units of the two tax credit projects approved by the City were handicapped accessible, approximately 25 units.**

3. The City of Exeter will consider foregoing development impact fees, excluding school impact fees, if the project is a single-family residential infill project, or a downtown mixed-use project that includes an affordable residential component.

### **Review and Analysis**

**There has been no proposals for affordable in-fill housing in Exeter. There are a couple of mixed-use buildings in the downtown but they do not have a residential component.**

Year: Ongoing

Responsible Agency: Exeter Planning Department

Funding: General Fund

4. The City of Exeter contracts with Collins & Schoettler, Planning Consultants, to provide planning services for the community. All planning projects are streamlined from submittal of the application to the final decision-making step. It is the role of this consulting firm to insure that the design of the project meets good urban design standards and that the project is processed in an expeditious manner. The consulting firm is responsible for all matters pertaining to the processing of the project, including public hearing notices, staff reports, resolutions/ordinances, environmental documents, and presentations before the Commission and City Council.

Year: Ongoing

Responsible Agency: Exeter Planning Department

Funding: General Fund

## **Exeter Housing Element 2016-2023**

### **Review and Analysis**

**Collins & Schoettler continues to provide contract-planning services for Exeter. Typically, most small planning applications - use permits, variances and site plan permits - can be processed in less than 60 days. Larger planning applications such as annexations, subdivisions and planned unit developments take longer, up to six months as is the case with annexations.**

5. The City of Exeter will continue to process State licensed group homes administratively. To date, the processing of this type of home can be completed in about two weeks.

Year: Ongoing

Responsible Agency: Exeter Planning Department

Funding: General Fund

### **Review and Analysis**

**Collins & Schoettler continues to provide contract-planning services for Exeter. Typically, a group home only requires a State license and a business license.**

6. ~~The City of Exeter will continue to fast track all multi-family projects, except in the case where a density bonus is required and then the project is required to be reviewed and approved by the City Council.~~ **The City of Exeter will amend its Zoning Ordinance to allow density bonus projects to be permitted by right - without the requirement of a public hearing before the City Council. Currently, Exeter's Zoning Ordinance requires a public hearing before the City Council for projects that are seeking a density bonus.**

Year: ~~Ongoing~~ **2016**

Responsible Agency: Exeter Planning Department

Funding: General Fund

### **Review and Analysis**

**Collins & Schoettler continues to provide contract-planning services for Exeter. The most recent processing of a multi-family project required approximately 90 days to complete the process, from application submittal to city council approval. The project is described below:**

**The applicant wishes to redesignate 2.54 acres of land, located on the south side of West Palm Street and west of Belmont Road, from the Southwest Exeter Specific Plan's "school" designation and the Exeter General Plan's, land use designation of "future school" to the "medium**

## **Exeter Housing Element 2016-2023**

**density residential” designation. Paralleling the redesignation of the subject site, the applicant is requesting a change of zone from the PF (Public Facilities - School) to the RM-3 (multi-family residential, one unit per 3,000 square feet) zone district. The applicant, in addition to the above applications, has requested a site plan permit for an apartment complex that will contain 25 multi-family units - 8, 2-bedroom units, 9, 3-bedroom units and 3, 4-bedroom units and a manager's residence.**

7. The City of Exeter will prepare a Reasonable Accommodation Ordinance to comply with the housing element requirements that address land use and zoning barriers to the development and siting of housing for individuals with disabilities. Reasonable accommodation in the land use and zoning context means providing individuals with disabilities or developers of housing for people with disabilities, flexibility in the application of land use and zoning and building regulations, policies, practices and procedures, or even waiving certain requirements, when it is necessary to eliminate barriers to housing opportunities. This Ordinance will supplant the city’s use of the variance or encroachment permit procedure to process certain improvements that cater to persons with disabilities.

The City of Exeter contracts with Self-Help Enterprises for the rehabilitation of substandard residential units in Exeter, using CDBG funds. When Self-Help begins to work with a family in regards to the rehabilitation of their home, Self-Help will access the family’s needs - number of bedrooms and bathrooms, handicapped accessibility, and energy conservation requirements - as well as the needs of the dwelling - new roof, foundation, wiring, plumbing or handicapped ramps and door openings. To date, Exeter’s Zoning Ordinance has not hampered handicap accessibility. In other words, the installation of ramps, porches and railings have been installed within residential districts setbacks, or there is a provision in the residential zone district that permits encroachments into the setback area so long as they are not considered to be walls of the building.

Year: Ongoing 2010

Responsible Agency: Exeter Planning Department

Funding: General Fund

### **Review and Analysis**

**When the City adopted an update to its zoning ordinance (2012) a Reasonable Accommodation chapter was added. The purpose of this Chapter is explained as follows:**

**It is the policy of the City of Exeter, pursuant to the federal Fair Housing Amendments Act of 1988 and the California Fair Employment**



## Exeter Housing Element 2016-2023

and Housing Act (hereafter called “fair housing laws”), to provide individuals with disabilities reasonable accommodation in rules, policies, practices and procedures to ensure equal access to housing and facilitate the development of housing for individuals with disabilities. This ordinance establishes a procedure for making requests for reasonable accommodation in land use, zoning and building regulations, policies, practices and procedures of the jurisdiction to comply fully with the intent and purpose of fair housing laws.

### F. Housing Programs: Equal Housing Opportunities

*Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability (Government Code Section 65583(c)(5)).*

Fair Housing laws make it illegal to discriminate against any person because of race, color, religion, sex, disability, familial status, national origin, ancestry, marital status, sexual orientation, source of income and age in the rental or sale, financing, advertising, appraisal, provision of real estate brokerage services, etc., and land-use practices. Government Code Section 65008 also expressly prohibits localities from discriminating against residential development or emergency shelters if the intended occupants are low-income or if the development is subsidized.

In Exeter’s housing element, a local equal housing opportunity program must provide a means for the resolution of local housing discrimination complaints and should include a program to disseminate fair housing information and information about resources throughout the community.

#### **Programs**

1. Exeter will work with Tulare County Housing Authority to provide a local Fair Housing Information Program. This Program will distribute educational materials to property owners, apartment managers, and tenants, and it will respond to complaints of discrimination (i.e., in-taking, investigation of complaints, and resolution) by referring the affected party to the appropriate agencies.

Year: Ongoing

Responsible Entities: City of Exeter and Tulare County Housing Authority

Funding: CDBG funds

## **Exeter Housing Element 2016-2023**

### **Review and Analysis**

**The Housing Authority provides this information to current and perspective Section 8 Housing occupants as well as to households that will occupy its new 25-unit apartment complex, which will break in December of 2015.**

# Exeter Housing Element 2016-2023

## Chapter 3: Existing Housing Needs

### A. Population, Employment, and Housing Characteristics

*Government Code Section 65583(a) requires “An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs”. This assessment includes an analysis of population and employment trends (GC 65583 (a)(1)) and household characteristics (GC 65583 (a)(2)).*

#### 1. Population

Exeter is located in a rural portion of Tulare County. Unlike many of the larger cities in the County, Exeter has not experienced a rapid growth in population. This has put pressure on the existing housing stock and has increased demand for housing especially rental housing. Between 1990 and 2000, the City’s population increased 18.7 percent. Since 2000, Exeter has continued to experience a moderate growth rate reaching an estimated population of 10,752 in 2010.

**Table 1**  
**Population Growth Trends**

Year	Population	Numerical Change	Percent Change	Average Annual Growth Rate
1980	5,649			
1990	7,296	1,647	29.1 %	2.9 percent
2000	9,169	1,873	18.7 %	1.9
2010	10,752	1,583	17.26%	1.7

Source: US Census

## Exeter Housing Element 2016-2023

**Table 2  
Population Trends - Neighboring Jurisdictions**

<b>Jurisdiction</b>	<b>2000</b>	<b>2010</b>	<b>Change</b>	<b>% Change</b>
Dinuba	16844	21,542	4,698	24.6
Exeter	9168	10,752	1,584	17.3
Farmersville	8737	10,971	2,234	25.6
Lindsay	10297	11,800	1,503	14.6
Porterville	39615	52,960	13,345	33.7
Tulare	43994	59,935	15,941	36.2
Visalia	91891	125,971	34,080	37.1
Woodlake	6653	7,927	1,274	19.1
Balance Of County	140822	144,075	3,253	2.3
Incorporated	227199	301,458	74,259	32.7
County Total	368021	447,814	79,797	21.7

**Table 3  
Ethnic Composition Trends by Percent**

<b>Years</b>	<b>White</b>	<b>Hispanic</b>	<b>Asian</b>	<b>Black</b>	<b>Native American</b>
1990	71%	26 %			
2000	57%	38%	1.3%	.45%	.1%
2010	49%	46%	.5%	1.5%	.2%

Exeter's ethnic composition in 2010 was 49 percent White, 46 percent Hispanic, .5 percent Asian/Pacific, .2 percent Native American and 1.5 percent Black. The Hispanic population has steadily risen since 1990 when it was 26 percent while the White population has fallen from 71 percent in 1990 to 49 percent in 2010.

## Exeter Housing Element 2016-2023

**Table 4  
Population by Age**

<b>Group</b>	<b>1990</b>		<b>2000</b>		<b>2010</b>	
	<b>Number</b>	<b>%</b>	<b>Number</b>	<b>%</b>	<b>Number</b>	<b>%</b>
0-9 years	1,295	17.8	1,685	18.4	1,818	17.6
10-19 years	1,151	15.8	1,704	18.6	1,767	17.1
20-24 years	467	6.4	633	6.9	720	7.0
25-34 years	1,125	15.5	1,164	12.7	1,353	13.0
35-44 years	890	12.2	1,293	14.1	1,233	11.9
45-54 years	662	9.1	1,019	11.1	1,244	12.0
55-59 years	296	4.1	336	3.7	517	5.0
60-64 years	256	3.5	315	3.3	494	4.8
65-74 years	569	7.8	487	5.3	629	6.1
75-84 years	453	6.2	386	4.2	377	3.7
85+ years	112	1.5	146	1.6	182	1.8
<b>Total</b>	<b>7,276</b>	<b>100.0</b>	<b>9,168</b>	<b>100.0</b>	<b>10,334</b>	<b>100.0</b>

Over the last two decades, with the exception of the 75-84 age group, there has been a numerical increase in almost every age group. The 10-19 age group experienced the largest numerical growth since the 1990 Census, followed by the 0-9 and 45-54 age groups respectively.

The greatest population percentage is found in Exeter's lower age cohorts, 0-19 years, representing 34.7 percent of the total population. The significance of this population is that the local school districts can become overcrowded if numbers get high enough. In addition, a significant population in these lower age brackets also indicates a potential need for local recreation services and open space opportunities, like skate parks, swimming pools, and gyms.

The cohort from 45 to 64 has increased from 16.7 percent of the total population in 1990 to 21.8 percent. This could signify that older families are moving into Exeter or persons are seeking to retire in Exeter from other locations outside the city.

If a large percentage of the population occupies the older age categories, 60 and over, increased services for seniors may be necessary such as senior meals, an upgrade to the senior citizen center and the construction of assisted living facilities. In Exeter, this percentage of the population has actually decreased from 19 percent of the population in 1990 to 16.4 percent in 2010.

## **2. Employment**

Historically, agriculture has been the biggest industry in Exeter, however, since the 1980s the city has become more diversified in areas such as manufacturing, health care and education. According to the 2010 Census, the top industry providing employment was the education/health care sector, employing 23.5 percent of the

## Exeter Housing Element 2016-2023

labor force up from 21.9 percent in 2000. Since 1990, the percentage of the labor force in the agriculture sector has vasilated from 10.2 percent in 1990 to 7.7 percent in 2000 and then back up to 11.2 percent in 2010. Tulare County's agricultural economy has shown significant revenue growth over the last 10 years. This improvement has spurred growth in the agriculture sector from cold storage and packing houses to irrigation technology, and from field labor to support services such as trucking, crop protection and marketing.

Exeter's diversification from agriculture has been a positive trend in that traditionally the agricultural sector is seasonal and pays lower wages when compared to other sectors in the economy.

The five major employers in Exeter in 2014 were Exeter Schools, Exeter Engineering, Bowsmith, City of Exeter, and an assortment of packing houses and cold storage facilities associated with the citrus, grapes and tree fruit industries. Exeter's packing houses employ persons on a seasonal basis. During the harvest season, employment in the packing houses swells to handle the fruit coming in from the fields.

Three factors in the near future could impact the local economy - two negatively and one postively. The prolonged drought and Asian citrus psyllid could have a devastating impact on the citrus industry. In 2014/ 15 hundreds of acres of citrus south of Exeter have been removed because of a lack of surface water deliveries. Localized infestations of the psyllid have also been uncovered causing that particular area to be quantined. On the positive side, Svenhard Bakery, who has had a presence in Exeter for over the last 10 years, has expressed a strong desire to centralize its baking and distribution operations in Exeter. This decision could generate additional employment in Exeter and with it higher wages than some of the other sectors.

**Table 5  
Employment by Industry, 2000 versus 2010**

<b>Industry</b>	<b>2000 No. of Employees(% of Workforce)</b>	<b>2010 No. of Employees(%)</b>
Agriculture/Forestry	274 (7.7 percent)	431 (11.2 percent)
Construction	255 (7.2)	144 (3.7)
EducationHealth Care	780 (21.9)	905 (23.5)
Finance/Real Estate	173 (4.9)	194 (5)
Hotel/restaurant/Recreation	162 (4.6)	270 (7.0)
Government	204 (5.7)	235 (6.1)
Manufacturing	476 (13.4)	337 (8.7)
Professional Practices/Waste	334 (9.3)	280 (7.3)
Retail Trade	302 (8.5)	428 (11.1)
Transportation/Utilities	159 (4.5)	218 (5.7)
Wholesale Trade	223 (6.3)	178 (4.5)
Other Categories	222 (6.2)	234 (6.1)

## Exeter Housing Element 2016-2023

According to the 2010 Census, 62.8 percent of the City's residents are in Exeter's labor force. Persons commuting to work outside the City had a median commute time to work of about 21.2 minutes. Eighty-three percent of these persons drove their own personal cars while about 11.2 percent carpooled. About 2.5 percent of the labor force worked out of their home.

Employment trends indicate a strong need for moderate- and lower-income housing to support the housing needs of persons employed in agriculture, wholesale trade and the manufacturing sectors. The demand for affordable homes and apartments is likely to remain very high, while the supply is likely to remain tight.

Many of the new jobs created will be in the manufacturing and agricultural sectors. These jobs ordinarily do not provide the income needed to buy a new home in Exeter. In addition, the City has seen an increasing trend of employed persons traveling farther distances to work most likely to Visalia and outside the county.

### 3. Household Characteristics

Household formation can be influenced by population growth, adult children leaving home, divorce, and the aging of the population. Between 1990 and 2000, Exeter increased by 432 households or 17 percent. Currently, there is an estimated 3,660 households in the Exeter. If current growth rates remain consistent, Exeter is projected to have an increase of 251 households by 2014.

**Table 6**  
**Household Growth Trends (1990 - 2010)**

Year	Households	Numerical Change	Annual Percent Change
1990	2,569		
2000	3,001	432	1.7
2010	3,660	659	2.2

#### a. Household Size

In 1990, the average number of persons per household in Exeter was 2.81; this number increased to 3.02 persons per household in 2000. In 2010, the persons per household figure was 3.10 - 2.87 persons per household for owner-occupied units and 3.42 persons per renter-occupied units. The 2010 figure is second lowest in Tulare County. Visalia had the lowest household size at 2.91 persons per household. Farmersville was the highest of the county's eight incorporated cities with 3.74 persons per household. Exeter's figure of 3.10 persons per household indicates that overcrowding may not be a significant problem in the community.

## **Exeter Housing Element 2016-2023**

### **b. Household Tenure**

Tenure, or the ratio between homeowner and renter households, can be affected by many factors, such as housing cost (including interest rates, economics, land supply, and development constraints), housing type meaning single-family versus multi-family units, housing availability, income status, job availability, and consumer preference.

In 2000, Exeter's percentage ratio between owner-occupied housing units and renter-occupied housing units was 63 percent (1,889 units) owner-occupied and 37 percent (1,112 units) renter-occupied. In 2010, the trend changed to 56.9 percent owner-occupied versus 43.1 percent renter-occupied. The trend over the last 10 years has been towards a higher percentage of renter-occupied units than owner-occupied units.

### **c. Vacancy Rates**

Vacancy rates are a general indicator of the availability of a particular type of housing in a community. A low vacancy rate suggests that individuals or families may have difficulty finding a certain type of housing within their price range; a high vacancy rate may indicate either the existence of deficient units undesirable for occupancy or an oversupply of a certain type of housing.

The percent of vacant housing units in a community represents only a snapshot in time. During any given year, the housing vacancy rate can vary depending on numerous factors including interest rates, housing construction activity, housing code enforcement, and unemployment rates. In 2000, Exeter's vacancy percentage was 5.3, evenly split between housing units for rent and housing units for sale. In 2010 the vacancy rate grew to 8.5 percent, signifying a housing market that is "soft" - buyer's or renter's market.

### **d. Median Family Incomes**

Median Family Incomes (MFI) and Income Group Limits are estimated and published annually by the U.S. Department of Housing and Urban Development (HUD). Income group limits, consistent with government codes, are based on a Metropolitan Statistical Area or County MFI and adjusted for Census Current Population and American Community Surveys and Bureau of Labor Statistics data. The HUD MFI and Income Limits Table are used to determine eligibility for all government housing assistance programs nationwide. Exeter is in the Tulare County MSA. The 2010 MFI for Tulare County is \$39,063, based on a 4-person household.

The established standard income groups are generally defined as: (1) Very Low-Income: households earning less than 50 percent of the Median Income; (2) Low-Income: households earning between 50 percent and 80 percent of the Median Income; (3) Moderate-Income: households earning between 80 percent and 120



## **Exeter Housing Element 2016-2023**

percent of the Median Income; and (4) Above Moderate-Income: households earning over 120 percent of the Median Income.

Based on the 2010 federal Census data, the percentage of households by income are as follows:

- Very low- income, 22.76 percent
- Low-income, 9.8 percent
- Moderate-income, 22.8 percent
- Above moderate-income, 44.6 percent

Since the last housing element was adopted, Exeter has not effectively addressed the needs of very low- and low-income households. From 2007 to 2014, 79 residential dwelling units were constructed in the City of Exeter, falling short of the 781 residential units called for by the Tulare County Regional Housing Needs Assessment Plan. Of the 79 residential units, 71 dwelling units were owner-occupied units and 8 were renter-occupied units.

The Planning Department has estimated that these units fell into the following income categories, based on a review of home sales price and rental rates: above moderate-income, 24 units (30 percent); moderate-income, 39 units (49 percent), low-income, 15 units (19 percent), and very low-income, 1 unit (1 percent). The Tulare County Regional Housing Needs Assessment Plan called for 237 non-market rate units. Only 16 non-market rate units were constructed during the planning period.

## **Exeter Housing Element 2016-2023**

### **B. Overpayment and Overcrowding**

*Government Code Section 65583(a) requires "...an analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition", (Government Code 65583 (a)(2)).*

Identifying and evaluating existing housing needs are a critical component of the housing element. This analysis will help Exeter identify existing housing conditions that require addressing and households with housing cost burdens or unmet housing needs.

This analysis will include a quantification of the total number of persons, households or units; a quantification and qualitative description of the need; and identification of potential solutions and resources to address the need. Information on tenure characteristics (owner versus renter) will also be included. Tenure information is important because it affects the nature of housing problems encountered, as well as the types of programs or resources needed to address them.

Housing is generally the greatest single expense item for California families. Current standards measure housing cost in relation to gross household income: households spending more than 30 percent of their income, including utilities, are generally considered to be overpaying or cost burdened. Severe overpaying occurs when households pay 50 percent or more of their gross income for housing.

The impact of high housing costs falls disproportionately on extremely low-, very low-income and low- households, especially renters. While some higher-income households may choose to spend greater portions of their income for housing, the cost burden for lower-income households reflect choices limited by a lack of a sufficient supply of housing affordable to these households.

#### **1. Overcrowding**

Overcrowding is typically defined as more than one person per room, based on the Census Bureau's definition of "room," which excludes bathrooms, porches, balconies, foyers, halls, or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. Overcrowding can result when there are not enough adequately sized units within a community, or when high housing costs relative to income force too many individuals or families to share housing. Overcrowding can also accelerate deterioration of the housing stock.

In 2010, overcrowded households in Exeter represented six percent of the total households, 3,306 households, a significant need that disproportionately effects renter households. Of the 206 overcrowded households in 2010, approximately 70 percent were renters, 145 households. Even more so, renter households make up 100 percent of the 41 severely overcrowded households in Exeter. This disproportionate impact on renter households emphasizes the need to establish priority in policies and

## Exeter Housing Element 2016-2023

programs to increase a variety of housing types and proactively assist in the development of affordable housing.

To address overcrowding, this element includes programs to relax development standards in Exeter's second unit ordinance, increase the supply of multifamily units with three or more bedrooms in Exeter's General Plan planning area, and expand affordability by working with nonprofits to assemble land and write down costs.

**Table 7  
Household Overcrowding (2000 versus 2010)**

	2000		
	Owner	Renter	Total
Occupied Units	1,889	1,112	3,001
Overcrowded	90	119	209
Severely Overcrowded	64	138	202
	2010		
	Owner	Renter	Total
Occupied Units	1,880	1,426	3,306
Overcrowded	64	101	165
Severely Overcrowded	0	41	41

Source: 2000 and 2010 Census

### 2. Overpayment

A household is considered to be overpaying for housing (or cost burdened) if it spends more than 30 percent of its gross income on housing. Severe housing cost burden occurs when a household pays more than 50 percent of its income on housing. The prevalence of overpayment varies significantly by income, tenure, household type, and household size. The Comprehensive Housing Affordability Strategy (CHAS) provides detailed information on housing needs by income level for different types of households. Detailed 2010 Census is displayed in the tables below. In 2010, 25.3 percent of Exeter's lower-income households overpaid for housing. This overpayment condition was more significant among the renter-occupied households.

## Exeter Housing Element 2016-2023

**Table 8  
Total Households Overpaying (2000 versus 2010)**

<b>2000</b>			
Households	Renters	Owners	TOTAL
All Households	1,112	1,889	3,001
Number of Lower-Income Households	666	616	1,282
Number of Lower-Income Households Overpaying	411	277	688
Percent of Lower-Income Households	59.9 %	32.6 %	42.7 %
<b>2010</b>			
Households	Renters	Owners	TOTAL
All Households	1,426	1,880	3,306
Number of Lower-Income Households	543	618	1,161
Number of Lower-Income Households Overpaying	410	426	836
Percent of Lower-Income Households	38.1 %	22.6 %	25.3 %

Overpaying: paying more than 30 percent of ones income towards housing

In general, overpayment disproportionately affects lower-income households in Exeter, especially lower income renter households. This emphasizes the affordability gap between market rents and affordable housing costs for lower income households. For example, market rate rents of \$850 for a two-bedroom unit are out of reach for lower income households who can only afford approximately \$600. The situation for very low-income renter households is even worse. These families can only afford \$400 a month for rent.

To address overpayment, Exeter will pursue a variety of programs to expand affordability. With a strong prevalence of overpayment by rental households, Exeter will focus some of its housing policies for the new construction of non-market rate, multi-family developments, specifically, multi-family tax credit projects. To date, only one tax credit project has been constructed in Exeter, containing approximately 48 units. That project was constructed in the mid-1990s. Exeter is currently courting two developers who are interested in building multi-family tax credit projects in the community.

Other strategies include outreach to Self-Help Enterprises and the Tulare County Housing Authority by Exeter in support of funding applications for new multi-family

## Exeter Housing Element 2016-2023

construction and housing rehabilitation. At the same time, the Housing Authority will continue its Section 8 housing assistance for rental assistance.

### C. Extremely Low-Income Households Housing Needs

*Government Code (GC) Section 65583(a) requires “ Documentation of projections and a quantification of the locality’s existing and projected housing needs for all income levels, including extremely low-income households (GC 65583 (a)(1))”.*

Chapter 891, Statutes of 2006 requires quantification and analysis of existing and projected housing needs of extremely low-income (ELI) households. ELI is a subset of the very low-income and is defined as 30 percent of area median and below.

Extremely low-income is defined as households with income less than 30 percent of area median income. The area median income in Tulare County is \$42,708. For extremely low-income households, this equates to an income of \$12,812 or less for a four-person household. Households with extremely low-income have a variety of housing situations and needs. For example, most families and individuals receiving public assistance, such as social security insurance (SSI) or disability insurance are considered extremely low-income households. At the same time, a minimum wage worker could be considered an extremely low-income household with an annual income of approximately \$12,812 or less.

From 2009 through 2015 the minimum wage in California has been \$9.00 up from \$8.00 per hour established on 1/1/2008. On 1/1/2016 the minimum wages is slated to increase to \$10.00 per hour.

#### 1. Existing Needs

In 2010, approximately 407 extremely low-income households resided in Exeter, representing 12.6 percent of the total households. Most extremely low-income households were renters and experienced a high incidence of housing problems. For example, extremely low-income households faced housing problems associated with the burden of overpayment, overcrowding or housing without complete kitchen or plumbing facilities.

**Table 9**  
**Housing Needs for Extremely Low-Income Households**

	Renters	Owners	Total
Total Number of ELI Households	190	185	407
Percent with Cost Burden (30% of income)	64 percent	64 percent	

Source: 2010 US Census

## Exeter Housing Element 2016-2023

### 2. Projected Needs

To calculate the projected housing needs, Exeter assumed 35 percent of its very low-income regional housing needs are extremely low-income households. As a result, from Exeter's very low-income need of 237 units, the City has a projected need of 83 units for extremely low-income households. Many extremely low-income households will be seeking rental housing and most likely facing an overpayment, overcrowding or substandard housing conditions. Some extremely low-income households could be with mental or other disabilities and special needs.

To address the range of needs, Exeter will employ a detailed housing strategy including promoting a variety of housing types, such as second residential units, senior housing apartments, and transitional care facilities.

To address the housing needs of extremely low-income households, Exeter will identify and meet with nonprofit builders who specialize in building housing for extremely low-income households and supportive housing. This effort is designed to:

- build a long-term partnership in development,
- gain access to specialized funding sources, including applying for funding sources that support deeper targeting,
- identify the range of local resources and assistance needed to facilitate the development of housing for extremely low-income households, and
- promote a variety of housing types, including higher density, multifamily supportive, and shared housing.

As part of this effort, Exeter will develop an action plan with its nonprofit partners to develop housing for extremely low-income households. The City will assist with site identification, streamlining entitlements and providing concessions and incentives through the Density Bonus Law.

## Exeter Housing Element 2016-2023

### D. Housing Stock Characteristics

*Government Code Section 65583(a) requires an analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition, (Section 65583 (a)(2)).*

#### 1. Housing Condition Surveys

The 2015 Housing Condition Survey is the third survey conducted on the condition of housing in Exeter. The 2015 Survey categorized 3,657 residential dwelling units by condition - sound, deficient, deteriorated or dilapidated. Most of the unsound (deficient, deteriorated, or dilapidated) residential units were located in a triangular-shaped section of the community that is bounded on the south by Firebaugh Avenue, the west by Filbert Street and the east by G Street. This part of town is located in the Exeter's original townsite just west of the Southern Pacific Railroad, which bisected the original townsite.

This is the fourth housing condition survey conducted in Exeter since 1991. The tables listed below show the trends in housing conditions over the last 24 years.

**Table 10**  
**Exeter Housing Conditions**  
**(1-1-91)**

	<b>sound</b>	<b>deficient</b>	<b>deteriorated</b>	<b>dilapidated</b>	<b>TOTAL</b>
number of units	1731	274	251	26	2282 units
percentage of total	76	12	11	1	100 %

Source: Collins & Associates, 1991

**Table 11**  
**Exeter Housing Conditions**  
**(7-1-2002)**

	<b>sound</b>	<b>deficient</b>	<b>deteriorated</b>	<b>dilapidated</b>	<b>TOTAL</b>
Number of units	2627	137	182	8	2954 units
Percentage of total	89	4.6	6	.2	100 %

Source: Collins & Schoettler, Planning Consultants, 2002

## Exeter Housing Element 2016-2023

**Table 12  
Exeter Housing Conditions  
(7-1-2008)**

	<b>sound</b>	<b>deficient</b>	<b>deteriorated</b>	<b>dilapidated</b>	<b>TOTAL</b>
Number of units	3062	288	252	4	3606 units
Percentage of total	85	8	7	.01	100%

Source: Collins & Schoettler, Planning Consultants, 2008

**Table 13  
Exeter Housing Conditions  
(8-1-2015)**

	<b>sound</b>	<b>deficient</b>	<b>deteriorated</b>	<b>dilapidated</b>	<b>TOTAL</b>
Number of units	3200	404	51	1	3657 units
Percentage of total	87.5	11.04	1.4	.03	100%

Source: Collins & Schoettler, Planning Consultants, 2015

An updated housing condition survey was completed 8-1-2015. This survey indicated that the percentage of sound housing units has remained relatively the same - 85 percent in 2008 versus 87.5 percent in 2015. The percentage of units in the deficient category has increase from eight percent to 11 percent. This change could be attributed to survey methodology or the down turn in the housing economy from 2005 to 2010, or a combination of both. The percentage of deteriorated and dilapidated units has fallen from 7.01 percent to 1.43 percent. Two factors could have influenced this reduction - rehabilitation of homes by Self-Help Enterprises and Exeter's Substandard Abatement Program, which demolishes homes that are in a dilapidated state and are vacant.

From 7-1-2008 to 8/1/2015, Exeter has accomplished the following in regards to various housing objectives: 55 new single-family homes and 0 multi-family units have been constructed, 14 dilapidated homes were demolished and 15 homes were rehabilitated. Eleven of the new homes constructed were affordable to low income households.

Most of the homes that were demolished were deteriorated or dilapidated and were replaced with new single-family homes or small apartment complexes (duplex and triplex units). The rehabilitation efforts were managed by Self-Help Enterprises, a



## Exeter Housing Element 2016-2023

local non-profit housing organization that specializes in assisting low-income families with housing needs.

Of the 14 dwelling units that were demolished most of them fell into the deteriorated category. The private sector, which demolished most of the units, has eliminated many of the units with new single-family dwelling units.

### Conclusions

Exeter continues to maintain a significant percentage of its dwelling units in the “sound” category. Using CDBG funds and investments from the private sector, dwelling units in the “deteriorated” category will continue to be rehabilitated pushing these units into the “sound” category.

Exeter’s housing stock is in good condition, 87.5 percent sound. However, 46 percent the City’s housing stock is more than 35 years old and may require more regular maintenance and repair in the future. Some of the more recent housing stock may also be in need of rehabilitation, particularly small multi-family dwellings. Programs which assist lower-income and/or elderly homeowners with home maintenance and repair will continue to be an important component of Exeter’s housing rehabilitation program.

**Table 14**  
**Year Structure Built**

<b>Year Built</b>	<b>Number</b>	<b>Percentage</b>
Built 2000 to 2009	444	12.3 percent
Built 1990 to 1999	547	15.1
Built 1980 to 1989	674	18.7
Built 1970 to 1979	644	17.8
Built 1960 to 1969	231	6.4
Built 1950 to 1959	287	7.9
Built 1940 to 1949	314	8.7
Built 1939 or earlier	471	13.0

### Total

Source: U.S. Census 2010

Exeter takes a proactive approach toward housing conditions through its housing rehabilitation programs managed by Self-Help Enterprises. Exeter has used Community Development Block Grant (CDBG) funds and CDBG program income to provide rehabilitation assistance. The goal of the 2007-2014 period is for the rehabilitation of four units per year. Exeter has averaged three housing rehabs per year since 2008.

## Exeter Housing Element 2016-2023

The following are definitions of housing condition types as listed in CDBG's Grant Manual:

**SOUND** - A unit that appears new or well maintained and structurally intact. The foundation should appear structurally undamaged and there should be straight roof lines. Siding, windows, and doors should be in good repair with good exterior paint condition. Minor problems such as small areas of peeling paint and/or other maintenance items are allowable under this category.

**MINOR** - A unit that show signs of deferred maintenance, or which needs only one major component such as a roof.

**MODERATE** - A unit in need of replacement of one or more major components and other repairs, such as roof replacement, painting, and window repairs.

**SUBSTANTIAL** - A unit that requires replacement of several major systems and possibly other repairs (e.g., complete foundation work, roof structure replacement and re-roofing, as well as painting and window replacement).

**DILAPIDATED** - A unit suffering from excessive neglect, where the building appears structurally unsound and maintenance is none-existent, not fit for human habitation in its current condition, may be considered for demolition or at minimum, major rehabilitation will be required.

## 2. Housing Stock Characteristics

The percentage of single-family units as a percentage of total housing units has increased over time from 76 percent in 1990 to 84 percent in 2010. Conversely, the percentage of multi-family units as a percent of total housing units has decreased over time from 16.7 percent in 1990 down to 12.7 percent in 2010. The percentage of mobile home units to total housing units has remained relatively constant, about five percent.

**Table 15  
Housing Unit Types**

<b>Housing Units Type</b>	<b>1990 (percent)</b>	<b>2000 (percent)</b>	<b>2010 (percent)</b>
<b>Single-Family</b>	<b>2,020 (76.2 %)</b>	<b>2,454 (79.5 %)</b>	<b>3021 (83.7%)</b>
<b>Multi-Family</b>	<b>444 (16.7)</b>	<b>459 (14.9)</b>	<b>458 (12.7)</b>
<b>Mobile Homes</b>	<b>187 (7.1)</b>	<b>174 (5.6)</b>	<b>197 (5.5)</b>
<b>Totals</b>	<b>2651 units</b>	<b>3087 units</b>	<b>3606 units</b>

Source: 1990, 2000 and US Census .

## Exeter Housing Element 2016-2023

Substandard housing indices, without physical inspection, can generally be judged as overcrowding, units lacking complete plumbing, and constructed before 1940 without diligent maintenance. In Exeter, renter households are more likely to live in units that are overcrowded or lacking complete plumbing facilities. In addition, 13 percent of total housing was built before 1940. This supports the need for rehabilitation programs to assist both renter and homeowner housing. In Exeter, 411 households were overcrowded in 2000.

**Table 16  
Indicators of Substandard Housing - 2010**

Indicators	Households	
	Number	Percent
Overcrowded	206	5.7
Lacking Complete Plumbing Facilities	0	0
Built 1939 or Earlier	471	12

### Residential Construction Trends

An average of eight residential units a year were constructed in Exeter over the period 2008 to 2014. All of the units were conventional single-family units. Of the new single-family units constructed during this time period, approximately ten percent were second dwelling units.

**Table 17  
Building Permits By Year**

Year	Single-Family Units	2-4 units	5+ Multifamily Units
2001	33	5	
2002	42		
2003	39		
2004	50	5	9
2005	100		8
2006	90	5	
2007	50	5	
2008	8		
2009	5		
2010	0		
2011	3		
2012	5		
2013	11		
2014	26		
2015	28	8	0
<b>Total</b>	<b>490 units</b>	<b>28 units</b>	<b>17 units</b>

## Exeter Housing Element 2016-2023

Source: Exeter Building Permit Records Through 2015.

The City of Exeter has tracked residential subdivision activity since 1991. The table below lists all of the residential subdivisions that have been processed in Exeter since 1991. Most of the subdivisions that have been processed through the city have been completed, however, there are some large subdivisions (Fugate and the Grove) that remain in a tentative map stage. Aside from these tentative subdivision lots there are only 66 vacant residential lots scattered throughout the community that are available for construction.

**Table 18  
Residential Subdivisions**

<b>Subdivision Tract</b>	<b>Developed Lots</b>	<b>Vacant lots</b>	<b>Tent. Map Lots</b>	<b>Zoning</b>	<b>Acreage</b>
Kirksey	13	0	0	R-1-7.5	3.4
Townsend	19	0	0	RM-1.5	2.17
<b>Fugate</b>	0	0	164	R-1-6/RM-3	38.03
Montgomery	1	4	0	R-1-10	2.31
Richard	0	12	0	R-1-6	3.46
Country View	42	0		R-1-10	17.59
Camden Place	39	0		R-1-7.5	9.09
Pheasant Run	54	0		R-1-7.5	16.29
Quince Park Estates	74	0		R-1-7.5	33.72
Woodland Estates	95	0	0	R-1-7.5	29.58
Cosart IV	24	0	0	R-1-7.5	6.37
Johnson Land Manor	16	0		R-1-7.5	3.89
Awbrey Estates	10	0		R-1-6	2.35
The Grove Bitterlan Subdivision.	0	0	186	PD	63.31
Atkinson Subd	100	5	0	R-1-10	35.7
Wild Rose Estates	58	0	0	R-1-7.5	18.32
Hamar Subd.	79	0		R-1-7.5	19.4
Turner	153	8	0	R-1-6	35.94
Kap sue Davis	30	0	0	R-1-7.5	10
Turner no. 2	37	0	0	R-1-6	9.73
Cosart V	14	14	0	R-1-7.5	10
Golf Course	31	2	0	R-1-7.5	7.99
Kumar	0	12	0	R-1-6	2.17
<b>TOTAL</b>	4	9	0	R-1-7.5	3.2
	<b>893</b>	<b>66</b>	<b>350</b>		<b>384.01</b>

Source: City of Exeter

## **Exeter Housing Element 2016-2023**

### **Vacancy Trends**

Vacancy trends in housing are analyzed using a “vacancy rate” which establishes the relationship between housing supply and demand. For example, if the demand for housing is greater than the available supply, then the vacancy rate is low, and the price of housing or rents will most likely increase. Additionally, the vacancy rate indicates whether or not the City has an adequate housing supply to provide choice and mobility. HUD standards indicate that a vacancy rate of five percent is sufficient to provide choice and mobility.

In 2000, the Census reported a vacancy rate of 5.3 percent. In 2010, the vacancy rate increased to 6.2 percent (222 vacant housing units). Eighty of these housing units were for sale and 93 of the units were for rent.

Since 2015, anecdotal information from local realtors has implied that the vacancy rate for owner-occupied and renter-occupied units has dropped. In other words, the residential market has tightened considerably. The vacancy rate for apartments has decreased because few apartments have been constructed over the last 15 years, some apartments have been demolished because they have fallen into a dilapidated state and it has become more difficult for young families to purchase a single-family dwelling and therefore they have entered the rental market.

On the owner-occupied side of the housing ledger, vacancy rates have also dropped. Because home prices have increased since the “meltdown” of 2007, households hoping to catch the “appreciation wave” have purchased homes that had been vacant in 2010. Like the rental market, few new homes have come onto the market since 2010, only 45 units.

In 2015, Exeter interviewed the local realtors to secure data on vacancy rates, rents and home prices. According to the results of these interviews, the overall apartment vacancy rate was very low in Exeter, less than two percent. Because of the housing crisis, it has become much more difficult for young households to purchase a home even with low interest rates. For this reason younger households have flocked towards affordable rental housing stock, especially units that are subsidized. Vacancy rates are especially low for two- and three-bedroom units because families need these types of units for their children. Lower vacancy rates often stimulate higher rental rates, and as a result, very low- and low-income households often pay more than 30 percent of their income towards rent.

Rents for various housing types in 2015 are as follows:

Two bedroom/ 1 bathroom apartment - \$500 to \$675.

Two bedroom/ 1 bathroom house - \$600 to \$900

Three bedroom/ 2 bathroom house - \$1,000 to \$1,250

## **Exeter Housing Element 2016-2023**

Three bedroom/ 2 bathroom house with large yard - \$1,350

In September 2015, there were approximately 40 single-family homes for sale in Exeter. Homes have ranged in asking price from less than \$80,000 for a two bedroom/1 bathroom home to \$550,00 for a four bedroom/3.5 bathrooms house. Most of the three bedroom/2 bathroom homes are selling for around \$230,000.

### **Housing Costs and Affordability**

One of the major barriers to housing availability is the cost of housing. In order to provide housing to all economic levels in the community, a wide variety of housing opportunities at various prices should be made available. The following table describes the acceptable monthly payment for households in the four major groups: very low-, low-, moderate- and above moderate-income.

**Table 19  
Income Groups By Affordability (2010)**

<b>Income Group</b>	<b>Income Range</b>	<b>Ideal Monthly Payment *</b>
Very Low	Less Than \$21,354	Less Than \$534
Low	\$21,354 - \$34,165	\$535 to \$854
Moderate	\$34,166 - \$51,248	\$855 to \$1,281
Above Moderate	Greater Than \$51,249	Greater Than \$1,282

Source: 2010 Tulare County Median Income at \$42,708; \* 30% of income equal to monthly payment

### **Single-Family Sales Units**

Since 2000, the median single-family home sale price ranged from a low of \$94,800 to a peak high of \$250,000 and a current median sale price of \$185,000. This means that median home prices peaked in 2006 with an increase of about 260 percent over 2000 values. Since 2006, the housing slump has caused median home prices to fall about 25 to 40 percent. Even with this recent fall off in median home prices, the ability for the middle class households to purchase a median priced home is still difficult, however, Exeter and the San Joaquin Valley in general are more affordable than the rest of the State.

### **Rental Units**

In 2000, the median rent in Exeter was \$522; the County of Tulare was \$516. According to the 2010 Census, the median rent has increased to \$848. Rents ranged from \$415 for subsidized apartments (Housing Authority and Section 515 units) to

## Exeter Housing Element 2016-2023

\$600 for two-bedroom apartments to \$1,100 for three-bedroom, two-bathroom single-family homes.

**Table 20  
Current Median Rents\***

<b>Bedroom Type</b>	<b>Median Tax Credit Rents</b>	<b>Median Market Rents</b>
One-Bedroom	\$350	NA
Two-Bedroom	\$415	\$600
Three-Bedroom	\$700	\$1,100

Note\* Rents are net rents, apartment utilities are \$54 for a 1-bedroom, \$63 for 2-bedroom, \$75 for 3-bedroom, and \$90 for 4-bedroom

### Affordability

Affordability is defined as a household spending 30 percent or less of household income for shelter. Gross rent is the contract rent, plus utilities. In most cases, the contract rent includes payment for water, sewer and garbage. "Gross monthly owner costs" includes mortgage payments, taxes, insurance, utilities (including gas and electric), condominium fees, and site rent for mobile homes.

In 2000, 40.4 percent of renter households in Exeter paid in excess of 30 percent of their income for shelter. That percentage figure grew to 45.5 percent in 2010. To put this in perspective, Table 23, Affordable Rental Rates, shows 2010 income ranges based on the Area Median Income (AMI) of \$42,708 along with the "affordability range." For instance, a very low-income family of four could generally afford a total of \$477 a month for rent and \$67 for utilities in a two-bedroom apartment. Most of these households live in subsidized apartments, either Section 515 apartments or units operated by the Tulare County Housing Authority. In older sections of Exeter, often two families will rent one single family home thereby dividing the rent in half, or one family will live in the primary residence on a lot and a second family will in a converted garage or granny flat at the rear of the primary residence.

**Table 21  
Affordable Rental Rates**

<b>Max. Affordability Income Range</b>	<b>2-Bedroom</b>	<b>3- Bedroom</b>	<b>4- Bedroom</b>
Less Than \$21,354	\$477	\$466	\$453
\$21,354 - \$34,165	\$798	\$786	\$774
\$34,166 - \$51,248	\$1,225	\$1,214	\$1,201
Greater Than \$51,249	>\$1,225	> \$1,214	> \$1,201

Note: Apartment utilities are \$67 for a 1-bedroom, \$80 for 2-bedroom, \$95 for 3-bedroom, and \$114 for 4-bedroom.

## **Exeter Housing Element 2016-2023**

While shelter costs for rental units are generally figured to be affordable at 30 percent of gross income, households are able to obtain a mortgage loan based on 35 percent of gross income. This is subject to individual credit and budgeting conditions and those with less revolving loan-type debt can generally find financing for a more expensive home. However, since the housing downturn in the early 2000s, the purchase of a home has become more difficult plus a higher down payment is required.

### **Conclusions**

Since 2010, home prices and rents in the City have increased at a faster rate than household income. Many households in 2010 spent more than a third of their income on housing. The number of households that can comfortably afford the median priced home in Exeter, \$159,700, and the number that can afford the median priced apartment, \$848, has declined since 2000. Programs to assist moderate-income first-time buyers and lower-income renters could help narrow the affordability gap.



## Exeter Housing Element 2016-2023

### **E. Identification and Analysis of Developments At-Risk of Conversion**

*Pursuant to Government Code Section 65583, subdivision (a), paragraph (8), this sub-section should include an analysis of existing assisted housing developments (as defined by the statute) that are eligible to change from low- income housing uses during the next ten years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use.*

Thousands of publicly assisted housing units in California are eligible to change from low-income to market-rate housing during the next decade due to the termination of various government subsidy programs and/or restrictions on rental rates. These units, known as at-risk units, are a valuable source of affordable housing for families statewide and as a result, the housing element must include a detailed analysis and proactive policies and programs to preserve at-risk units.

For the purpose of housing element law, assisted housing developments or at-risk units are defined as multifamily rental housing complexes that receive government assistance under any of the following federal, State, and/or local programs (or any combination of rental assistance, mortgage insurance, interest reductions, and/or direct loan programs) and which are eligible to convert to market-rate due to termination (opt-out) of a rent subsidy contract (e.g., Housing Choice Vouchers [Section 8] mortgage prepayment (e.g., FHA), or other expiring use restrictions (e.g., State or local programs) within the current and subsequent 7-year planning period of the housing element.

“Assisted housing development”, according to Government Code Section 65863.10, means a multi-family rental housing development that receives governmental assistance under one of many programs, including Section 8, HOME, CDBG, or redevelopment funds.

### **Inventory of At-Risk Units**

California housing element law requires all jurisdictions to include a study of all lower- income housing units which may at some future time be lost to the affordable inventory by the expiration of some type of affordability restrictions. The law requires that the analysis and study cover a ten-year period, and be divided into two periods, coinciding with updates of the housing element. There are three general cases that can result in the conversion of public assisted units:

1) Prepayment of HUD Mortgages: Section 221(d)(3), Section 236 and Section 202 — Section 221 (d)(3) is a privately-owned project where the U.S. Department of Housing and Urban Development (HUD) provides either below market interest rate loans or market-rate loans with a subsidy to the tenants. With Section 236 assistance, HUD provides financing to the owner to reduce the costs for tenants by paying most of the interest on a market rate mortgage. Additional rental subsidy may be provided to the tenant. Section 202 assistance provides a direct loan to non-profit organizations for project development and rent subsidy for low-income elderly tenants. Section 202

## Exeter Housing Element 2016-2023

provides assistance for the development of units for physically handicapped, developmentally disabled, and chronically mentally ill residents.

2) Opt-outs and Expirations of Project-Based Section 8 Contracts — Section 8 is a federally funded program that provides for subsidies to the owner of a pre-qualified project for the difference between the tenant's ability to pay and the contract rent. Opt-outs occur when the owner of the project decides to opt-out of the contract with HUD by pre-paying the remainder of the mortgage. Usually, the likelihood of opt-outs increase as the market rents exceed the contract rents.

3) Other — Expiration of the low-income use period of various financing sources, such as Low-income Housing Tax Credit (LIHTC), bond financing, density bonuses, California Housing Finance Agency (CALHFA), Community Development Block Grant (CDBG) HOME and redevelopment funds. Generally, bond financing properties expire according to a qualified project period or when the bonds mature.

### Inventory of Affordable Rental Housing Units

The following inventories include all government assisted rental properties in Exeter. Generally, the inventory consists of HUD, Exeter Redevelopment Agency, Tulare County Housing Authority and density bonus properties. Target levels include the very low-income group and the low-income group. A total of 211 assisted housing units were identified in Exeter.

**Table 22  
Inventory of Public Assisted Complexes (2008)**

<u>Name Year</u>	<u>Built</u>	<u>Assisted Units</u>	<u>Program</u>
Exeter Elderly Apartments	1978	24 units	Section 515
Exeter Apartments	1980	58 units	Section 515
Exeter Senior Villa	1989	44 units	Housing Authority
Jacobs Place	1995	48 units	Section 515, tax credits
Cody Motel	1996	18 units	HOME, density bonus
Maple Place	2006	19	HOME, CHAFA
Total		211 units	

The Consultant has reviewed the publication entitle, The Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion, prepared by the California Housing Partnership Corporation. A recent review of information from the USDA shows that Exeter Apartments, Exeter Elderly Apartments and Exeter Senior Villa were eligible to prepay in 2007. To date, none of apartment complexes have converted to market-rate rental housing. The Consultant has also contacted the Tulare County Housing Authority to determine if the complex they constructed in 1989 was at-risk. The Housing Authority indicated that the units that they own and manage in Exeter will continue to remain affordable in the long-term and that the

## Exeter Housing Element 2016-2023

Housing Authority has no intentions of converting these units to market-rate apartments.

The most prevalent type of at-risk conversion in Exeter is the termination of Section 8 contracts. The Section 8 contract provides rent subsidy to 50 residential units in Exeter, up from 40 in 2007. The rent is the difference between the tenant's ability to pay and the HUD contract rent. In 2015, there were 433 families on the Section 8 waiting list for Exeter and the surrounding area. With this level of pent up demand, it is unlikely that the number of Section 8 units in Exeter will be reduced. In fact, with 433 families on a waiting list to secure a Section 8 rental unit, it is more likely that the number of available Section 8 units will increase over the new planning period, 2016 to 2023.

The one tax credit project in Exeter, Jacobs Square containing 48 apartments, will remain affordable for 40 years; the project will not be "at-risk" until 2035.

In the likelihood that owners of the Exeter Elderly Apartments (501 North B Street, Exeter, Ca. ) Exeter Apartments (855 W. Visalia Road, Exeter, Ca.) and Exeter Senior Villa (655 Vine Street, Exeter, Ca.) proceed with prepayment, the 126 rental units contained in these complexes could become less affordable for persons to rent. The cost of replacing these older rental units with new, affordable rental units will be very expensive. Since 2000, the cost of land, materials and labor have increased dramatically.

Given that these three housing developments are owned by private entities, there is always the possibility that the units could become "at-risk". The likelihood of conversion to condominium units would be difficult because of the current layout of each development - lack of covered parking, units built over another, no parking that is dedicated to individual units, and no common area that could attract persons to a condominium development. Given these design flaws, these three developments will most likely remain rental units.

It would be consistent with the goals and policies of Exeter's Housing Element to contact the owners of the aforementioned apartment developments to seek a strategy to maintain the units as affordable rental units. These potential strategies will be discussed in upcoming chapters of the Element.

**Table 23**  
**Inventory of "at-risk" Units in the Ten Year Period**

<b>Year</b>	<b>Name of Project</b>	<b>Non-Elderly Units</b>	<b>Elderly Units</b>	<b>Total</b>
2007	Exeter Elderly	0	24	24
2007	Exeter Senior Villa	0	44	44
2007	Exeter Apartments	58	0	58
<b>Total</b>		<b>58 units</b>	<b>68 units</b>	<b>126 units</b>

Source: HUD/California Housing Partnership Corporation.

## Exeter Housing Element 2016-2023

### Cost Analysis

In order to provide a cost analysis of preserving at-risk units, costs must be determined for rehabilitation, new construction or tenant-based rental assistance.

1) Rehabilitation– The primary factors used to analyze the cost of preserving low-income housing include: acquisition, rehabilitation and financing. Actual acquisition costs depend on several variables such as condition, size, location, existing financing and availability of financing (governmental and market). The following are estimated per unit preservation costs for Exeter, according data provided by private developers.

**Table 24**  
**Rehabilitation Costs for 48-unit complex**  
**(Exeter Apartments, 855 West Visalia Road, Exeter, Ca.)**

<b>Cost Type</b>	<b>Cost per Unit*</b>
Site Rehabilitation (parking, etc)	\$10,000
Rehabilitation	\$37,500 (\$50.00 per square foot)
Financing/Other	\$14,655
<b>Total Cost per Unit</b>	<b>\$62,155</b>

\* Based on 750 square foot apartment that is located in a 2-story apartment complex (48 units) on 3.74 acres.

2) New Construction/Replacement – New construction implies construction of a new property with the same number of units and similar amenities as the one removed from the affordable housing stock. Cost estimates were prepared by using local information and data. The following table describes new construction costs for a typical two-story apartment complex in Exeter.

**Table 25**  
**New Construction/Replacement Costs for 25-unit complex**

<b>Cost/Fee Type</b>	<b>Cost per Unit*</b>
Land Acquisition	\$14,081 (\$5.00 per square foot)
Off-Sites	\$10,000
Construction	\$66,250 (\$88.00 per square foot)
Financing/Other (including dev. impact fees)	\$34,429
<b>Total Cost per Unit</b>	<b>\$124,760</b>

\* Based on 750 square foot apartment that is located in a 2-story apartment complex (25 units) on 2.5 acres.

## **Exeter Housing Element 2016-2023**

The rehabilitation of existing units instead of new construction is the most cost effective approach toward the preservation of at-risk units. It should be noted however, that at-risk units may also be preserved through tenant-based rental assistance.

3) Tenant-based Rental Assistance – This type of preservation largely depends on the income of the family, the shelter costs of the apartment and the number of years the assistance is provided. If the typical family that requires rental assistance earns \$21,354 then the family could afford approximately \$415 per month for shelter costs (two-bedroom apartment). The difference between the \$415 and the typical rent for a two bedroom apartment of \$477 would in necessary monthly assistance of \$62 a month or \$744 per year. For comparison purposes, typical affordable housing developments carry an affordability term of at least 20 years, which would bring the total cost to \$14,880 per family.

For the 7-year period of this housing element, a total of 126 units are considered high priority at-risk units - Exeter Elderly, Exeter Senior Villa and Exeter Apartments. The total cost of producing new and comparable units is estimated at \$124,760 per unit, while rehabilitation is estimated at \$62,155 per unit. Providing tenant-based rental assistance is estimated at \$14,880 per unit for a 20-year period.

To address at-risk units, Exeter will add a program to monitor these units, ensure compliance with noticing requirements, and will establish partnerships with entities qualified to acquire and manage at-risk units.

Further, Exeter is strongly committed to the preservation of affordable housing units and therefore has identified the following resources in an effort to save such at-risk units.

### **Identify Entities Qualified to Preserve At-Risk Units**

The City of Exeter has identified the Tulare County Housing Authority as the most appropriate non-profit organization who has the managerial capacity to acquire and manage at-risk projects. The Housing Authority would most likely agree to long-term affordability controls consistent with Government Code Section 65583(a)(8)(C).

### **Identify Financing and Subsidy Resources**

Exeter can utilize federal Community Development Block Grant (CDBG) Program funds and HOME funds towards the preservation of assisted housing development consistent with Government Code Section 65583(a)(8)(D).

The most likely source of funds that will be used for preservation of at-risk units will come from CDBG program income. Originally, these CDBG funds were used for housing rehabilitation, however, some of these program funds could be used for preservation of at-risk units should the previously apartment projects seek to become

## **Exeter Housing Element 2016-2023**

market-rate units. To date the owners of these apartment complexes have not expressed a desire to transition to market-rate units.

### **Preservation Resources**

Efforts by the City to retain low-income housing must be able to draw upon two basic types of preservation resources: organizational and financial. Qualified, non-profit entities need to be made aware of the future possibilities of units becoming "at risk". Exeter has identified the Tulare County Housing Authority has the public entity most likely to provide both organization and financial resources to affect the preservation of "at-risk" housing units.

### **Strategies to Retain Affordable Units**

The following is a list of potential financial resources considered a part of Exeter's overall financial plan to deal with retaining affordable units. The following programs are managed locally by Exeter through funds accessed directly from HUD.

1) HOME Program: This Program was created under Title II of the Cranston-Gonzales National Affordable Housing Act enacted on November 28, 1990. For the Exeter, HOME funds are made available on an annual competitive basis through HCD small cities program. Approximately \$500,000 is available to develop and support affordable rental housing and home ownership affordability. Activities include acquisition, rehabilitation, construction, and rental assistance. Exeter uses HOME funds primarily for first-time homebuyers (down payment assistance), owner-occupied rehabilitation and rental-rehabilitation.

2) Tulare County Housing Authority (TCHA) — The TCHA administers two programs: 1) Conventional Housing or Low Rent Public Housing (Exeter Senior Villas, 44 units) and, 2) Section 8 Certificate and Voucher Program (50 Section 8 housing units). The Conventional Housing Program includes housing developments that are managed and maintained by the TCHA. The Section 8 Certificate Program is a tenant-based rental subsidy administered by the Tulare County Housing Authority.

Qualified families are selected and certified from a waiting list. The qualified family can utilize the Certificate for any "decent, safe and sanitary housing." The tenant's portion of the rent is based on 30 percent of the adjusted family gross income. TCHA subsidizes the difference between the tenant's portion and the rent. The actual rent is restricted by Fair Market Rents (FMR), as determined by HUD. The Section 8 Voucher Program is basically the same as the Certificate Program, except the tenant's housing choice is not restricted by the Fair Market Rents. As of September 2015, MCHA serves 50 families through Section 8 certificates and vouchers. In addition, MCHA has approximately 433 families on the Section 8 waiting list for the Exeter area.

3) Community Development Block Grant (CDBG) Funds - Exeter is a non-entitlement city. In other words, Exeter must annually apply for CDBG funds. In the

## **Exeter Housing Element 2016-2023**

past, Exeter has used CDBG funds for rental and owner housing rehabilitation activities and infrastructure improvements and the First Time Homebuyers Program. Proceeds from those activities are deposited into a revolving loan fund established from low interest loans for rehabilitation and could be a resource for preservation activities.

4) Redevelopment Agency Tax Increment Funds — These funds are no longer available given that the State of California has dissolved redevelopment agencies throughout the State.

## Exeter Housing Element 2016-2023

### F. Opportunities for Energy Conservation

*Government Code Section 65583(a)(7) requires “an assessment of housing needs and inventory of resources and constraints relevant to the meeting of these needs. The assessment and inventory shall include the following: An analysis of opportunities for energy conservation with respect to residential development.”*

This section of the element will inventory and analyze the opportunities to encourage the incorporation of energy saving features, energy saving materials, and energy efficient systems and design for residential development. Planning to maximize energy efficiency and the incorporation of energy conservation and green building features can contribute to reduced housing costs for homeowners and renters, in addition to promoting sustainable community design and reduced dependence on vehicles. Such planning and development standards can also significantly contribute to reducing green house gases.

#### Planning and Land Use

- Exeter, through its land use and housing elements, has implemented programs and approved projects that have provided an adequate supply of housing to ensure affordable housing for a full range of income groups. These efforts will reduce commutes by Exeter residents searching for affordable housing in surrounding communities. In December of 2015, the Tulare County Housing Authority broke ground for a 25-unit apartment complex, which will partially be funded by tax credits. This apartment complex will open up affordable rental housing for lower-income households to live in Exeter at an affordable rent.
- Exeter, through its land use and housing elements, has implemented goals; policies and action programs that will promote increased employment in the community. This increased employment will reduce the need for persons in Exeter to commute out of town for employment purposes. In 2000, the median commute time to work was 23 minutes (228 persons, 6.7 percent of the Exeter workforce, commuted over an hour to work). In 2010, the median commute time fell to 21.2 minutes. Because the agricultural economy (citrus, nuts and grapes) has been good in Tulare County the local agricultural economy has seen a boost in local employment. This employment trend, along with the recent news that Svenhards Bakery will ramp up its baking activity at its Exeter site (creating 50 to 75 more jobs) bodes well for the employment picture in Exeter.
- Exeter has promoted higher residential densities in its *Southwest Exeter Specific Plan* planning area and infill in its downtown through its recently completed *Infill Housing and Downtown Revitalization Plan*. These two plans promote housing affordability, maximize existing land resources, reduce pressure to convert agricultural land to urban uses, and conserve habitat and environmentally sensitive areas. According to the Urban Land Institute publication *Growing Cooler*, “conserving or developing infill housing within a more urban core has been shown to reduce primary energy



## Exeter Housing Element 2016-2023

consumption an average of 20 percent per household over newer sprawl developments”

- In Exeter’s *Southwest Exeter Specific Plan*, plan policies and the layout of future land uses and circulation improvements will result in lower Vehicle Miles Traveled (VMT). The Plan is intended to promote pedestrian-friendly design (e.g. bikepaths, shaded sidewalks, street connectivity, and roundabouts) and mixed-use, both of which, reduce vehicle miles traveled, less air pollution and reduced transportation costs. Three projects have been proposed for the Specific Plan area. One has been completed (Dollar General store) and the other two will break ground in 2015 and will be complete in mid 2016. The Specific Plan called for a ditch that runs along the edge of the planning area to be piped and replaced with a bike/pedestrian path. Plans have been approved and construction should begin in late 2015. The third project is a tax credit rental project that will also break ground in late 2015. This project will be affordable to lower-income households. They will be able to walk to the newly constructed Dollar General store as well as along the new bike path that parallels Belmont Road immediately east of the apartment complex.

- Exeter has recently contracted with the City of Visalia for public transportation services. Visalia has established two bus routes between the two communities. A recent presentation before the Exeter City Council indicated that ridership had been increasing ten percent on an annual basis.

- In Exeter’s *Southwest Exeter Specific Plan*, policies throughout the document promote energy and water conservation. Proper orientation of residential units, planting of street trees, reduced street widths, and use of xerophytic landscaping all serve to conserve valuable resources within the specific plan planning area.

### Conservation Incentives for the Building Industry and Residents

- Exeter, using CDBG funds, has assisted existing residents with energy conservation retrofits and household weatherization in many of its older neighborhoods. The solar industry has been very active in Exeter. Since 2012, the city has been averaging approximately 30 roof-mounted solar projects per year.

- In Exeter’s *Southwest Exeter Specific Plan*, policies throughout the document promote energy conservation, conformance with Title 24 standards, passive solar orientation, effective tree shading, and installation of Energy Star appliances.

### Energy Conservation

- In Exeter’s *Southwest Exeter Specific Plan*, which is where most of the community’s development will occur over the next 20 years, water conservation will be promoted through reduced lawn area, planting of xerophytic plants and potential use of rain barrels. The 25-unit Housing Authority apartment complex, which has been approved and will break ground in late 2015, was designed to significantly reduce

## **Exeter Housing Element 2016-2023**

water consumption. Drought-tolerant plants, the use of mulch instead of turf, and low-flow toilets were all features that were designed into the Housing Authority apartment project.

- Promote increased energy conservation in the Southwest Exeter Specific Plan area by encouraging developers to exceed California Title 24 standards. There has been a significant trend throughout the city towards the installation of roof-mounted solar panels. In the years 2012, 2013, and 2014, Exeter has averaged over 30 roof-mounted solar units per year. This trend will continue through 2015 based on a review of recent building permits.
- Encourage initiatives to increase the use of solar in multi-family developments with a goal of decreasing energy consumption. Any multi-family tax credit projects that will be located in the planning area will be designed to incorporate solar panels in the development. The to-be-constructed Housing Authority project will not initially be fitted for roof-mounted solar panels; however, in the future this complex could support solar panels.

### **Southwest Exeter Specific Plan, Conservation policies**

1. Exeter shall work with residential developers to insure that each home constructed exceeds Title 24 standards. Passive solar orientation, reduced street widths, and installation of Energy Star appliances will significantly reduce energy consumption per household.
2. In the Southwest Exeter Specific Plan, innovative water conservation strategies will be incorporated into all development, including reduced lawn areas, installation of xerophytic plants, utilization of low impact development (LID) strategies, incorporation of rain barrels, and installation of smart irrigation technology.
3. In the Southwest Exeter Specific Plan, storm water will be managed using LID strategies. In addition, storm water will be detained in a park/pond facility, which provides dual benefits - storm water detention and ground water recharge. In the recently approved 25-unit Housing Authority project, the grading/drainage plan included on-site disposal of storm water runoff using LID strategies.
4. In the Southwest Exeter Specific Plan, park/pond basins will also be designed to accept water during large runoff events. This runoff can be diverted to each basin from the Locust-Grove Ditch for recharge opportunities.
5. In the Southwest Exeter Specific Plan, efficient land use and development patterns are incorporated into the plan that will conserve resources such as fuel, water and land.
6. Exeter shall support the installation of photovoltaic systems on multi-family tax credit projects, which will result in more affordable, long-term rental rates.

## **Exeter Housing Element 2016-2023**

### **Southwest Exeter Specific Plan, Conservation programs**

#### **1. New Single and Multi-family development**

New single family and multi-family development in Exeter, especially when this type of development occurs in the Southwest Exeter planning area, will be designed and built to reduce water consumption. The incorporation of water efficient devices, drought tolerant landscape, a reduction in lawn area and the utilization of Smart Irrigation systems will significantly reduce water consumption as well as the energy needed to pump water.

#### **2. Energy Conservation**

New single family and multi-family development in Exeter, especially when this type of development occurs in the Southwest Exeter planning area, will be designed and built to reduce energy consumption. The Southwest Specific Plan requires all development within the planning area, which encompasses 320 acres, to be energy efficient. This objective will be accomplished by implementing the following strategies:

- subdivisions will orient streets in an east / west direction.
- residential development will utilize passive solar design.
- all residential streets will be narrowed and will be tree-lined.
- garages will be sited on the lot so that they serve as an insulating mass for living areas.
- use of solar panels will be encouraged.
- pedestrian-friendly design will encourage persons living in the planning area to walk, ride their bike or take more direct pathways to shopping centers.

#### **3. Landscape Design Ordinance**

Exeter will implement a citywide landscape design ordinance, which encourages the use of plant materials to reduce heat island effects and requires drought tolerant plants and low-flow irrigation systems. The irrigation systems must include rain-sensing devices to shut irrigation off during rainy periods and soil sensing devices to measure the amount of moisture in the soil.

#### **4. Energy Star Appliances**

Exeter shall encourage all new residential development constructed in the community to install Star Energy appliances in each residential unit.

## **Exeter Housing Element 2016-2023**

### **5. Solar City Partnership Program**

Exeter will encourage residential developers to enter into solar leases with Solar City. Under this program, Solar City installs solar panels on residential dwellings at no charge to the homeowner. The owner leases the solar panel for a period of 15 years. During this period of time, the owner's utility bill and solar lease is less than the owner's utility bill without the installation of solar panels.

### **6. General Plan**

As part of Exeter's General Plan update, the city emphasized efficient land use and development patterns that conserve such resources as fuel, water and land. The Southwest Exeter Specific Plan incorporated concepts of higher-density development; a pedestrian-oriented development pattern and preservation of open space areas are intended to reduce energy consumption and conserve land and water resources.

## Exeter Housing Element 2016-2023

### Chapter 4: Special Housing Needs

*Government Code Section 65583(a)(7)) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter..."*

Special needs are those associated with specific demographic or occupational groups that call for very specific program responses, such as preservation of single-room occupancy hotels or the development of units with larger bedroom counts. The statute specifically requires analysis of the special housing needs of the elderly, the disabled, female-headed households, large families, farmworkers and homeless persons and families. These special needs groups often spend a disproportionate amount of their income to secure safe and decent housing and are sometimes subject to discrimination based on their specific needs or circumstances.

#### A. Developmentally Disabled

According to Section 4512 of the Welfare and Institutions Code a "Developmental disability" means a disability that originates before an individual attains age 18 years, continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual which includes mental retardation, cerebral palsy, epilepsy, and autism. This term shall also include disabling conditions found to be closely related to mental retardation or to require treatment similar to that required for individuals with mental retardation, but shall not include other handicapping conditions that are solely physical in nature.

Many developmentally disabled persons can live and work independently within a conventional housing environment. More severely disabled individuals require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

The State Department of Developmental Services (DDS) currently provides community-based services to approximately 243,000 persons with developmental disabilities and their families through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities. The Central Valley Regional Center is one of 21 regional centers in the State of California that provides point of entry to services for people with developmental disabilities. The center is a private, non-profit community agency that contracts with local businesses to offer a wide range of services to individuals with developmental disabilities and their families.

## **Exeter Housing Element 2016-2023**

The following information from the Central Valley Regional Center, charged by the State of California with the care of people with developmental disabilities, defined as those with severe, life-long disabilities attributable to mental and/or physical impairments provides a closer look at the disabled population.

There are a number of housing types appropriate for people living with a development disability: rent subsidized homes, licensed and unlicensed single-family homes, inclusionary housing, Section 8 vouchers, special programs for home purchase, HUD housing, and SB 962 homes. The design of housing-accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the types of considerations that are important in serving this need group. Approximately 35 percent of the Exeter's affordable housing units and 15 percent of Tulare County's public housing units are reserved for seniors and disabled persons. Incorporating 'barrier-free' design in all, new multifamily housing (as required by California and Federal Fair Housing laws) is especially important to provide the widest range of choices for disabled residents. Special consideration should also be given to the affordability of housing, as people with disabilities may be living on a fixed income.

In order to assist in the housing needs for persons with Developmental Disabilities, the City will implement programs to coordinate housing activities and outreach with the Regional Center and, encourage housing providers to designate a portion of new affordable housing developments for persons with disabilities, especially persons with developmental disabilities, and pursue funding sources designated for persons with special needs and disabilities.

## Exeter Housing Element 2016-2023

**Table 26  
Persons with Disabilities by Age**

### DDS Data on People with Developmental Disabilities

Source: Department of Developmental Services

City/County	00-14	15-22 yrs	23-54 yrs	55-64	65+ yrs	Totals
	yrs			yrs		
Dinuba	119	39	57	2	2	219
Exeter	68	35	45	12	5	165
Farmersville	40	16	36	4	3	99
Lindsay	71	24	42	9	4	150
Porterville	336	190	653	191	107	1477
Tulare	311	125	222	41	22	721
Visalia	657	239	538	97	46	1577
Woodlake	27	21	19	1	0	68
Tulare County	1879	811	1766	373	195	5024
Unincorporated	250	122	154	16	6	548

**Table 27  
Special Housing Types  
for Persons with  
Special Needs**

City/County	CCF	Foster/Family Hm	ICF	IL/SL	Own Hm	Other	Grand Total
Tulare County	612	90	210	362	3323	427	5024
Dinuba	6	4	0	12	195	2	219
Exeter	13	1	11	9	131	0	165
Farmersville	1	3	11	4	80	0	99
Lindsay	5	3	6	9	126	1	150
Porterville	282	12	89	97	593	404	1477
Tulare	76	16	40	48	539	2	721
Visalia	204	41	48	156	1116	12	1577
Woodlake	4	0	0	4	60	0	68
Unincorporated	21	10	5	23	483	6	548

## Exeter Housing Element 2016-2023

In addition to the groups listed above, the analysis of special needs should also include any other group the locality deems appropriate.

Persons with disabilities in Exeter face unique problems in obtaining affordable and adequate housing. This segment of the population, which includes individuals with mental, physical, and developmental disabilities need affordable, conveniently-located housing which, where necessary, has been specially adapted for wheelchair accessibility, along with other physical needs.

The living arrangements for persons with disabilities depend on the severity of the disability. Many persons live at home in an independent environment with the help of other family members. To maintain independent living, disabled persons may require assistance. This can include special housing design features for the physically disabled, income support for those who are unable to work, and in-home supportive services for persons with medical conditions.

Accessible housing can also be provided via senior housing developments. The majority of persons with disabilities live on an income that is significantly lower than the non-disabled population. Many disabled individuals live on a small fixed income that severely limits their ability to pay for housing. The Task Force on Family Diversity estimates that at least one-third of all persons with disabilities in the United States live in poverty. Persons with disabilities have the highest rate of unemployment relative to other groups. For most, their only source of income is a small fixed pension afforded by Social Security Disability Insurance (SDI), Social Security Insurance (SSI), or Social Security Old Age and Survivor's Insurance (SSA), which will not adequately cover the cost of rent and living expenses even when shared with a roommate. In addition, persons with disabilities oftentimes experience discrimination hiring and training. When they find work, it tends to be unstable and at low wages.

### Description of Need

A disability is a physical or mental impairment that substantially limits one or more major life activities. According to the Department of Developmental Services (DDS), an estimated 165 Exeter residents have one or more disabilities. Slightly less than half of these residents are between the ages of 0 and 14. Of the city's senior population, approximately half have one or more types of disabilities.

The most pervasive disabilities for the general population are physical and mental disabilities, accounting for more than 15.5 percent of all disabilities and affect 8,307 residents over five years old.



## Exeter Housing Element 2016-2023

### Physical Disabilities:

~~According to 2000 Census data, persons with physical disabilities in Exeter number 821—42 percent of the total disabled population. Persons aged 16-64 have a higher percentage of physical disabilities, 5 percent compared to 4.6 percent among seniors.~~

There is a scarcity of housing in Exeter accessible to persons with a physical disability. From 2009 to 2015, only approximately 20 of the residential units constructed during this time were accessible to the physically disabled. There were no large apartment buildings constructed during this time period, only duplex and tri-plex units. Larger apartment complexes, especially tax credit projects, can typically be conditioned so that a substantial number of units are accessible to the physically disabled. Recently, Exeter approved a 25-unit apartment complex for the Tulare County Housing Authority, funded by tax credits. Approximately half of these units are designed to accommodate disabled persons. **This project broke ground in January of 2016 and was partially framed as of March 1, 2016.**

In order to accommodate Exeter's population with physical disabilities, there is a need to adapt houses or apartments for wheelchairs and other special requirements. Both federal and State housing laws require certain features of adaptive design for physical accessibility in all multi-family residential buildings with four or more units built for first occupancy starting March 13, 1991. However, numerous dwelling units built before that date were not subject to these accessibility requirements. This, however, does not assist individuals – particularly seniors – who choose to remain in their homes rather than move to assisted living facilities and/or other newly constructed units.

### Mental Disability:

According to 2000 Census data, there are 471 persons (24 percent of all disabled individuals) with a mental disability in Exeter. Persons with mental disabilities are a critically under-served population with respect to housing. While some can live in their own supported housing units with assistance in maintaining their residence, others may require more support, like the preparation of meals and transportation.

In Exeter, there are few treatment facilities and programs that serve persons with mental disabilities. The Exeter Senior Center comes closest to providing a support program for persons with mental disabilities. There are no regional centers in Exeter that provide respite care to families who care for their relatives with mental disabilities on a 24-hour basis. The nearest center is located in Visalia, 15 minutes from Exeter. The Kaweah Health Care District Hospital has constructed an Alzheimers Center that will provide 24-hour care along with a visiting center where families and the patient can visit. The District also provides a 63-bed mental health clinic, which is a licensed inpatient facility providing acute psychiatric care for adults.

## Exeter Housing Element 2016-2023

**Table 28  
Persons with Disabilities by Disability Type**

<b>Age</b>	<b>Number</b>	<b>Percent of Total Disabilities</b>
<b>Ages 5—64</b>		
sensory disability	142	11 percent
physical disability	436	34
mental disability	348	27
self-care disability	146	11
go-outside-home disability	722	56
<b>Ages 65 and over</b>		
sensory disability	192	15 percent
physical disability	385	30
mental disability	123	9
self-care disability	92	7
go-outside-home disability	210	16

Source: 2000 US Census

The State Department of Social Services' Community Care Licensing Division identifies one adult residential facility in Exeter that provide 24-hour non-medical care for adults ages 18-59 who are unable to provide for their own daily needs. This facility provide capacity for 15 adults. There is also one group home for children under 12 that has a capacity for 6 children.

The State Department of Rehabilitation, Central Valley Regional Center for the Developmentally Disabled reported a monthly caseload of 16,200 active clients in the Central Valley region (eight counties) as of September, 2015. The Visalia Center services individuals with a variety of disabilities including, epilepsy, autism, cerebral palsy and intellectual disability.

### **Strategies and Programmatic Responses to Meet Projected Needs**

Appropriate housing for persons with mental or physical disabilities include very low cost units in large group home settings (near retail services and public transit), supervised apartment settings with on- or off-site support services, outpatient/ day treatment programs, and inpatient/ day treatment programs, crisis shelters and transitional housing.

## **Exeter Housing Element 2016-2023**

In 1984, Title 24 of the State Uniform Building Code mandated that all multiple-family residential construction projects containing in excess of 5 units under construction after September 15, 1985, would conform to specific disabled adaptability/accessibility regulations. In 1988, the Federal government enacted the U.S. Fair Housing Amendment Act, also with the intent of increasing the number of rental units being built that would be accessible to handicapped individuals. In July 1993, the State of California issued "California Multifamily Access Requirements" based upon the Act. Unfortunately, the actual increase in the number of handicapped-accessible units available on the current rental market has been small.

Exeter does not require special building codes or onerous project review to construct, improve, or convert housing for persons with disabilities. Both the federal Fair Housing Act and the California Fair Employment and Housing Act impose an affirmative duty on local governments to make reasonable accommodations (i.e., modifications or exceptions) in their zoning and other land-use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. For example, it may be a reasonable accommodation to allow covered ramps in the setbacks of properties that have already been developed to accommodate residents with mobility impairments. Exeter allows homeowners to build ramps into single-family dwellings to allow first floor access for physically disabled residents. Such ramps or guardrails are permitted to intrude into the standard setbacks required under zoning, and are subject only to a building permit. This provision eliminates the need to obtain a zoning variance. A Reasonable Accommodations chapter was added to the Exeter Zoning Ordinance to ensure that persons with physical disabilities were not impaired from adding improvements to their home to make it more accessible.

Exeter also makes rehabilitation funds available to income qualified households for accessibility improvements. Exeter's use of CDBG funds has been designed in part to address these needs by providing affordable loans to assist disabled tenants to improve their dwellings to meet their physical needs.

The housing needs of several other categories of disabled persons, including developmentally disabled persons and the mentally ill are typically not addressed by Title 24 Regulations. The housing needs of persons with these types of disabilities, in addition to basic affordability, range from needing slight modifications of existing units to the need for a variety of supportive housing arrangements. Some of this population can only live successfully in housing that provide a semi-sheltered, semi-independent living state, such as clustered group housing or other group-living quarters; others are capable of living independently if affordable units are available.

Group-home living quarters for a variety of specific disabled clientele groups have traditionally been found intermixed within Exeter's residential neighborhoods. To date, there is one group home found in Exeter that serve six or fewer clients. Consistent with State law, group homes with six or fewer residents per facility are allowed by right in all residential zones. Care facilities with seven or more persons,

## Exeter Housing Element 2016-2023

under Exeter's Zoning Ordinance, are also permitted in all residential districts, subject to a conditional use permit.

**Table 29**  
**Disabilities by Employment Status**

<b>Disabilities by Employment Status Employed Population</b>	<b>Number</b>	<b>Percent of</b>
Age 21-64 Employed persons with Disability	1,171	57.6 percent
Age 21-64, Employed persons without Disability	3,312	76.8

Source: Census 2000 SF 3:P42

### **B. Elderly**

*Government Code Section 65583(a)(7)) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter..."*

Special needs are those associated with specific demographic or occupational groups that call for very specific program responses, such as development of residential units with larger bedroom counts. The statute specifically requires analysis of the special housing needs of the elderly, the disabled, female-headed households, large families, farm workers and homeless persons and families. These special needs groups often spend a disproportionate amount of their income to secure safe and decent housing and are sometimes subject to discrimination based on their specific needs or circumstances.

The 2000 Census figures indicated that there were approximately 35 million persons aged 65 and older (or 12 percent of the U.S. population). The number of elderly persons as a percentage of total U.S. population is expected to continue to increase due to the aging of the "Baby Boom" generation, lower birth rates in recent years, and extended life expectancies. It is expected that persons aged 65 years and older will comprise more than 14 percent of the U.S. population by 2010, and 22 percent by 2030 (or 65 million).

In order to maintain a satisfactory quality of life, residents of Exeter must have access to housing which suits their varying needs during each stage of their lives. As people age, they often find themselves facing additional housing problems they may not have had to cope with previously. Senior households have special housing needs primarily due to three major concerns; namely - physical disabilities/limitations, income and health care costs.

## Exeter Housing Element 2016-2023

According to the 2010 census, 28.5 percent of the Exeter's 3,378 households were age 65 years or older. In 1990, the percentage of senior households was 18.9 percent, or 335 households.

As a special needs group, the elderly are in some respects unique. In 2010, 11.6 percent of Exeter's population were 65 and older, however, this age group occupied 22.6 percent of the households. According to CHAS data a significant percentage of elderly households lived below 50 percent of AMI.

**Table 30**  
**Elderly Households by Income**

<b>Income Level</b>	<b>Elderly Households</b>
Below 50% AMI	59 percent
51% to 80%	20 percent
Above 80%	27 percent
<b>TOTAL</b>	<b>100 percent</b>

Source: CHAS Data, Housing Problems

According to the 2000 Census there were 121 elderly households of 65 years and older living below the poverty level – 18.5 percent of all elderly households. In 2008, the extremely-low, very-low and low-income categories for two persons in Exeter were \$12,900, \$21,500 and \$34,450, receptively. The Poverty Threshold was \$12,900 for 2 persons 65 years and older. Seventy-seven percent of all elderly renters receive less than half the county median income (\$33,983), or about \$17,000 per year. The median income for Social Security recipients nationally is \$13,959. Social Security is the main source of income for elderly households. With social security earnings of approximately \$1,163/month (\$13,959 annual earnings), paying 30 percent of income towards rent would mean a single elderly household would have \$348 and a 2-person elderly household would have \$696 to put towards housing costs.

Women are particularly impacted because they live longer and have lower average incomes (\$9,092). Women receive an average of \$758 per month from SSI benefits, which is notably less than the average amount received by men (\$978 per month) due to their historically lower wages or housewife status.

In addition, due to the fixed incomes, elderly persons have additional physical and social needs. The greatest needs of the elderly above the need for affordable housing are for transportation, case management (social service referrals), financial assistance/employment, long-term care for the homebound, and day care. The elderly often have no immediate family, lack mobility either through physical impairments or lack transportation alternatives, and can easily become isolated.

## **Exeter Housing Element 2016-2023**

Exeter has a variety of organizations that provide services to the elderly and assist with the specific housing needs of elderly households. A listing of these organizations is provided below:

### **Exeter Senior Resources**

The Exeter Foodbank provides meals to families and individuals that live in the area. The Exeter Senior Citizens Center is a social club for senior citizens and provides referral services to seniors who may be in need to assistance as well and transportation services through its Dial-A-Ride. The Center also provides Meals on Wheels for homebound persons.

Exeter's public library is located adjacent to the Exeter Senior Citizen Center. The library provides periodic events and services for Exeter's senior population, including large print books and local guest speakers.

Sorely lacking in Exeter, like many other smaller cities, is housing services for the elderly, including facilities for adult day care, short-term institutionalization, and short-term foster care. These would provide residential care and supportive services to elderly residents who are unable to care for themselves, as well as respite care to family members. Many of these services are provided in the nearby city of Visalia, about 15 minutes driving time.

Census data show the vast majority of older Americans (95 percent) live in their homes, as opposed to only five percent living in an institutional setting. Repeatedly, research such as the 1990 AARP survey shows that most older Americans want to remain in their homes, and to age in place. Households with members over age 65 are three and one-half times less likely to relocate than those under 65.

While a large proportion of the elderly population live alone; many seniors find single-family homes too costly to maintain; others cannot afford market-rate apartments. The increase cost of transportation, utilities, and food is placing a greater strain on the elderly population in Exeter.

The increasing number of elderly persons in the population is creating a demand for more affordable housing in the long-term. Long-range planning must recognize this need and design innovative programs to address the demand. A long-term approach to minimizing this problem would to be construct tax-credit, senior housing in or near the downtown. With this general location, senior residents of this complex could access the Senior Center, the public library and the local Dial-A-Ride system. Connecting senior units with services, transportation and social community centers offer opportunities for social interaction for the elderly.

Additional housing types considered appropriate for the elderly include one-story duplexes and second residential units (granny flats). Congregate housing, which provides services on-site such as a common dining room and kitchen with support services, allows the elderly to maintain their independence while burdening their

## Exeter Housing Element 2016-2023

family. Unfortunately, there is a lack of facilities of this type in Exeter. These types of facilities are only located in Visalia.

The median rent in Exeter is significantly up from the 2000 figures. For renter-occupied units the median monthly housing cost is \$848; for owner-occupied units that figure is \$1,035. Exeter remains relatively affordable for seniors who receive social security income, however, there are few rental units affordable to seniors beyond Exeter's mobile home parks and senior living complexes.

In addition to promoting new construction of a variety of housing types to meet the needs of the growing elderly population, Exeter utilizes some of its CDBG funds to rehabilitate housing occupied by seniors for minor retrofit and ADA modifications to these persons to remain in their home. These funds are also available for insulation for attic and walls, weather-stripping for doors and windows, energy efficient windows, security lighting, security doors as well as smoke detectors and carbon monoxide detectors.

### C. Large and Female-Headed Households

*Government Code Section 65583(a)(7) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter...."*

Special needs are those associated with specific demographic or occupational groups that call for very specific program responses, such as preservation of affordable apartment complexes or the development of units with larger bedroom counts. The statute specifically requires analysis of the special housing needs of the elderly, the disabled, female-headed households, large families, farmworkers and homeless persons and families. These special needs groups often spend a disproportionate amount of their income to secure safe and decent housing and are sometimes subject to discrimination based on their specific needs or circumstances. In addition to the groups listed above, the analysis of special needs may also include any other group the locality deems appropriate.

#### 1. Large Households

An analysis of the special housing needs for large households (households with 5 or more persons) is provided below. It will consider the following:

- Number of large households with lower-incomes.
- Number of large households by tenure.
- Housing stock by number of bedrooms.

## Exeter Housing Element 2016-2023

- Analysis of the impacts on larger household families where the housing market does not meet the needs.

Large family households are defined by U.S. Census Bureau as households containing five or more persons. Due to the limited supply of adequately sized units to accommodate large family households, large families face an above-average level of difficulty in locating adequately-sized, affordable housing. Even when larger units are available, the cost is generally higher than that of smaller units. The lack of supply, compounded with the low-incomes of larger families, results in many large families living in overcrowded conditions.

### Description of Need

The 2010 Census figures report that large family households (four or more persons) account for 35.6 percent of all households in Exeter.

**Table 31  
Large Family Households**

	<b>1-3 persons</b>		<b>4+ Persons</b>		<b>Total</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Owner	1,371	72.9	509	27.1	1,880	100 %
Renter	756	53	670	47	1,426	100 %
<b>TOTAL</b>	2,127 households		1,179 households		3,306 households	

Source: 2010 U.S. Census

In 2010, there were very few residential units that could comfortably accommodate large family households. A review of Exeter's housing stock showed that only 14 percent of the housing units had four or more bedrooms. Because there are so few housing units in Exeter that contain four or more bedrooms, large-family households are often forced to live in overcrowded conditions. To avoid overcrowding, large family households generally focused on renting single-family dwellings some of which contain four or more bedrooms. Rental rates for single-family dwellings are higher than apartments. This condition places an added economic burden on large family households especially if they fall into the lower-income categories.

To respond to this issue of overcrowding, Exeter should foster the construction of single-family homes and apartments that have a percentage of units that have four or more bedrooms. This would reduce overcrowded conditions in Exeter.



## Exeter Housing Element 2016-2023

**Table 32  
Number of Bedrooms in Households**

<b>Bedroom Type</b>	<b>Owner Households Number</b>	<b>Renter Households Number</b>
1 BR	56	257
2 - 3 BR	1,391	970
4+ BR	338	200

Source: 2010 Census,

### **C. Female-Headed Households**

The number of women rearing children alone in America has more than doubled in the 22 years from 1970 to 1992, from 13 percent of households to 30 percent. There were 12 million single mothers in this country in 1993, 86 percent of whom maintain homes for their families. Single parent households, are particularly female-headed households, generally have lower-incomes and higher living expenses, often making the search for affordable, decent and safe housing more difficult. In addition to difficulties faced by these households in finding and maintaining affordable housing, these households also typically have additional special needs relating to access to day care/childcare, health care and other supportive services.

Almost 40 percent of female-headed households in the U.S. have incomes below the poverty rate. In the U.S. about one-half of never-married mothers are unemployed. Fifty-five percent of families headed by never-married females receive public assistance, as well as 20 percent of families headed by divorced/separated mothers. Before-tax income of families maintained by widows averaged \$22,790 in 1990, while incomes of divorced/separated women averaged \$18,580, and never-married mothers averaged \$9,820 in the U.S.

### **Description of Need**

In 2010, 15 percent of all 2-or-more person households in Exeter were headed by a single parent (446 households). The largest sub-set of this group was the 319 households where the single parent was female. Of the total households in Exeter with incomes below the poverty level in 1999, 37 percent (126 of the 469 total households) were female-headed.

## Exeter Housing Element 2016-2023

**Table 33  
Female-Headed Households/Poverty Level**

<b>Householder Type</b>	<b>Number</b>	<b>Percent</b>
Total Households	3,006	100
Total Female Headed Householders percent	469	10.6
Total Families Under the Poverty Level		25.8
Female Headed Households Under the Poverty Level		48.1

Source: 2010 Census

The 2010 Census data figures show a one percent increase in the number of female-headed households since 1990. The most significant indicator regarding female-headed households shows that this category of households has 48 percent of its occupants below the poverty level.

The economic problems facing female-headed households have serious policy implications with respect to housing. According to "The Widening Divide," California has the worst rental affordability problem in the U.S., with a more severe shortage of low- priced units than any other state. Since 1970 there has been a 25 percent increase in the number of poor renter households paying 50 percent or more of their income in rent.

Housing costs are usually the greatest expense for single heads of household. Single female renters have an extreme cost burden, with rents often exceeding 50 percent of their income.

Homeownership is not a realistic option for most female-headed households. Only 37 percent of divorced/separated mothers and nine percent of never-married mothers in the U.S. owned their own homes according to the 2000 US Census. Female homeowners in the U.S. have average incomes of \$25,800, approximately 29 percent less than male homeowners.

Reported studies indicate that never-married mothers in the U.S. are not generally high school graduates, and they also have a low labor force participation rate. The never- married mothers were less likely to have child-care expenses than the divorced/separated group (81 percent of whom are employed).

Historically, mothers receiving welfare benefits have been, for the most part, unable to rent decent housing in the private market. An AFDC (Aid to Families with Dependent Children) family, which received \$632 per month in 1995, was not able to

## **Exeter Housing Element 2016-2023**

afford the median rental rate of \$522 in Exeter. Using 30 percent of gross income as an affordability threshold, this family could only afford \$190 per month for rent.

The housing need for this special needs group is also documented by the fact that approximately 27 female heads of household in Exeter receive Section 8 rental subsidy assistance – representing nearly 45 percent of all available vouchers. The Section 8 program administered by Tulare County Housing Authority currently provides housing assistance payments to private landlords throughout the county. The program subsidizes the balance of the rental cost in excess of 30 percent of the renter's gross income. The certificate program enables the prospective tenant to take the subsidy out to the private market to search for rental housing. The Housing Authority has a large waiting list for Section 8 housing in Exeter. This waiting list indicates that the demand for this type of housing, especially for female-headed households, is very high.

To respond to this need, the Exeter Housing Element will contain programs that promote the construction of tax credit developments that provide rental housing for lower income households, including female-headed households.

### **Strategies and Programmatic Responses to Meet Projected Needs**

To address both the housing needs and the supportive service needs of female-headed households, additional multi-family housing should be developed and include child-care facilities to allow single mothers to secure gainful employment outside the home.

#### **D. Special Needs -Farmworkers**

*Government Code Section 65583(a)(7)) requires “An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter...”*

Farmworkers are traditionally defined as persons whose primary incomes are earned through permanent or seasonal agricultural labor. Permanent farm laborers work in the fields, processing plants, or support activities on a generally year-round basis. When workload increases during harvest periods, the labor force is supplemented by seasonal workers, often supplied by a labor contractor. For some crops, farms may hire migrant workers, defined as those whose travel prevents them from returning to their primary residence every evening.

Agricultural employment accounted for an annual average of approximately 38,000 jobs or 22 percent of Tulare County's job base in September, 2008, according the State Employment Development Department (EDD). In terms of total harvested acres annually, the agricultural business in Tulare County produces a variety of agricultural products including milk, citrus, cattle and calves, nuts, tree fruit, nursery stock and feed, valued in excess of \$5 billion harvested annually.

## Exeter Housing Element 2016-2023

### County Farmworker Data Figures

Estimating the size of the agricultural labor force is problematic as farmworkers are historically undercounted by the census and other data sources. For instance, the government agencies that track farm labor do not consistently define farm labor (e.g., field laborers versus workers in processing plants), length of employment (e.g., permanent or seasonal), or place of work (e.g., the location of the business or field).

The United State Department of Agriculture does conduct county surveys in order to determine the number of farmworkers in a county and the wages they are paid. In Tulare County it was estimated by the USDA that there were 25,247 farmworkers that were employed on 2,448 farms in 2012. The total payroll for these workers was \$366,333,000 for that year.

**Table 34  
Farmworkers - County-Wide**

Farmworkers – County-Wide (Tulare County)		
Hired Farm Labor		
Farms	Workers	\$1,000 payroll
2,448	25,247	366,333

**Table 35  
Farmworkers by Days Worked**

Farmworkers by Days Worked (Tulare County)		
150 Days or More		
	Farms	152
	Workers	1174
	<i>Farms with 10 or More Workers</i>	
	Farms	29
	Workers	869

## Exeter Housing Element 2016-2023

Fewer than 150 Days		
	Farms	145
	Workers	1350
Source: USDA Census of Farmworkers 2007Atlas by County there are no COGs for these jurisdictions Or ACS S2403 (for agriculture, forestry and hunting/fishing without mining)		

Farmworkers are typically categorized into three groups: 1) permanent, 2) seasonal and 3) migrant. Permanent farmworkers are typically employed year round by the same employer. A seasonal farmworker works on average less than 150 days per year and earns at least half of his/her earned income from farmwork. Migrant farmworkers are seasonal farmworkers who have to travel to do the farmwork so that he/she is unable to return to his/her permanent residence within the same day.

### Identification of Needs

Farmworkers are generally considered to have special housing needs because of their limited income and the often unstable nature of their employment (i.e., having to move throughout the year from one harvest to the next). While no local surveys are available that document the specific housing needs of farm labor in Tulare County, Statewide surveys provide some insight into the demographic characteristics and housing needs of farmworkers. Among the major findings are:

- **Limited Income:** Farmworkers typically fall within extremely low-incomes groups. According to the Rural Community Assistance Corporation, three-fourths of California's farmworkers earned less than \$10,000 a year in 2000. Only one out of seven earned more than \$12,500 annually.
- **Overcrowding:** Because of their very low incomes, farmworkers have limited housing choices and often are forced to double up to afford rents. No local surveys have been taken of farmworker housing, but a statewide survey indicates that overcrowding is prevalent and a significant housing problem exists among farmworkers (California Institute for Rural Studies, 1997).
- **Substandard Housing Conditions:** Many farmworkers live in overcrowded conditions and occupy substandard housing, including in formal shacks, illegal garage units, and other structures generally unsuitable for occupancy (California Institute for Rural Studies, 1997).

Given the importance of agriculture and its labor force, the provision of adequate farmworker housing is a critical issue for Exeter and Tulare County as many of these workers are believed to be living in poor housing conditions and face the problems of overpayment and/or overcrowding.

## **Exeter Housing Element 2016-2023**

Census 2000 figures indicate 19.3 percent households in Tulare County live in overcrowded conditions. In addition, 29.7 percent households pay more than 30 percent of their income on housing costs. While it cannot be ascertained what percentage of these households work in the County's agricultural industry, it is an insight into the housing problems faced by the County's farmworkers.

### **Existing Resources for Farmworkers**

Historically, many migrant agricultural workers resided in farm labor camps throughout Tulare County. However, similar to areas throughout the State, many farm operators have shifted away from hiring their own workers, and instead use farm labor contractors to provide needed agricultural labor, particularly for migrant or seasonal labor. In the Exeter area, farm labor is involved in providing pruning, thinning and picking services associated with tree fruit, citrus, olives and vines.

The supply of farmworker housing remains inadequate, largely because area growers only offer limited housing facilities to employees. For farmworkers in Exeter to secure affordable housing, a number of farmworkers will rent a single-family dwelling or apartment. Sometimes up to five farmworkers will live in a single dwelling. This overcrowded condition can pose problems for adjacent neighbors, such as noise and parking, and for the larger community if police calls increase at that dwelling unit.

In addition to privately-owned farm employee housing facilities, the Tulare County Housing Authority operates and owns two farmworker housing facilities - Linnell and Woodville Labor Camps. Currently, all of these publicly-owned farmworker housing centers are currently running at full capacity and have no further room for migrant families or individuals. The Linnell Labor Camp is about four miles west of Exeter while the Woodville Camp is approximately 15 miles southwest of Exeter.

### **Zoning for Farmworker Housing and Programs Related to the Needs of Farmworkers**

Housing for migrant and seasonal/short-term farmworkers are an urgent need in Exeter given the large amount of agricultural activity. Housing for farmworkers is a permitted use in residential districts in Exeter's Zoning Ordinance. For seasonal farmworkers living in the Exeter area, the most effective approach to securing affordable housing has been for three or more farmworkers to jointly rent a residential dwelling. So long as the number of seasonal farmworkers living in a dwelling does not severely overcrowd the unit, and as long as these types of housing units are not overly concentrated in any one section of the community, this approach to housing farmworkers has been effective in cities throughout the San Joaquin Valley.

For those agricultural workers in Exeter who are full-time residents, housing needs are best met through the provision of permanent affordable housing, in almost all cases, rental stock. The most effective approach to providing affordable rental

## Exeter Housing Element 2016-2023

housing would be for Exeter to attract an entity that could construct family apartments. A tax credit developer or the Tulare County Housing Authority would be excellent organization to construct this type of rental housing. In addition to expanding the rental stock of affordable housing for farmworkers, it is also important to retain the existing stock of affordable housing that has been financed by federal and State sources. The USDA Section 515 rental housing program, while not specifically targeted to farmworkers, provides low cost housing for residents in Exeter, including many farmworker households. Presently, there are 113 apartment units in Exeter that have been financed under USDA's Section 515 Program. To date, these apartment units remain affordable to very low- and low-income families, including farmworker families.

Section 515 housing in California is potentially at-risk of conversion because the property owners can prepay their mortgage and move to market rents. A loss of any of these units would further worsen the housing crisis for farmworkers in Exeter. A survey of the owners of the three Section 515 apartment complexes, containing 113 units, indicates that none are at-risk of conversion and will remain affordable through 2014.

The City will continue to monitor the status of these units and take all necessary steps to ensure that the three Section 515 apartment complexes remains affordable or is transferred to an organization capable of maintaining affordability restrictions.

The Housing Element intends to establish programs that will facilitate the construction of additional affordable housing for farmworkers. Specifically, the City of Exeter will work with the Tulare County Housing Authority and tax credit developers to address the needs of this group. Because these potential apartment developments would be marketed to very low- and low-income households, including farmworkers, the City could grant various considerations such as a waiver of development impact fees, granting a density bonus, or a reduction in development standards. **Further, the City of Exeter will amend its Agriculture (A) and Urban Reserve (UR) districts to list farmworker housing of 36 beds or less as a permitted use in these zones.**

### **E. Special Needs - Families and Persons in Need of Emergency Shelters**

*Government Code Section 65583(a)(7) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter. The need for emergency shelter shall be assessed based on annual and seasonal need. The need for emergency shelter may be reduced by the number of supportive housing units that are identified in an adopted 10-year plan to end chronic homelessness and that either vacant or for which funding has been identified to allow construction during the planning period."*

## Exeter Housing Element 2016-2023

### Homeless

Homelessness in California is a continuing crisis that demands the effective involvement of both the public and private sectors. California has the highest population of homeless - affecting almost one in every 100 California residents. According to 2000 US Census figures, 26 percent of the nation's homeless individuals and families live in California even though the State is home to only 12 percent of the nation's total population. Included in the State's homeless population are an estimated 90,000 children, the largest percentage of homeless children since the Great Depression.

A Continuum of Care Survey conducted in 2012 provided the information contained in Tables 36 and 37 below. For the Kings/Tulare county area there were 575 year around beds that could potentially be used by the homeless population. A significant amount of this housing is located in Visalia, the largest city in the 2-county area.

Homeless persons are those in need of temporary or emergency shelter. They are individuals who lack a fixed income and regular nighttime residence. Some are in need of short-term (immediate crisis) shelter, while others have long-term (chronic) needs. The homeless represent a broad category including single men and women, couples, families, displaced youths without parents, and seniors. They can include individuals who are victims of economic dislocation, physically disabled, teen parents with their children, veterans, hospital and jail discharges, alcohol and drug abusers, survivors of domestic violence, persons with AIDS, immigrants, refugees, and farm labor workers.

**Table 36  
Homeless Facilities  
in the Kings/Tulare  
Region**

Homeless Facilities					
Note: Numbers are provided for the Visalia/Kings/Tulare County Continuum of Care for which Tulare County is a participating member. Numbers represent homeless needs for the total Continuum of Care area.					
Facility Type	Family Beds	Adults Only Beds	Child Only Beds	Total Year Round Beds	Seasonal
Emergency Shelter	136	101	0	237	n/a
Transitional Housing	122	216	0	338	n/a
Permanent Supportive Housing	60	63	0	123	n/a
Total	258	317	0	575	0



## Exeter Housing Element 2016-2023

Source: Continuum of Care or HUD; [www.hudhre.info](http://www.hudhre.info)

: [https://www.onecpd.info/reports/CoC\\_HIC\\_State\\_CA\\_2012.pdf](https://www.onecpd.info/reports/CoC_HIC_State_CA_2012.pdf)

**Table 37**  
**Homeless Needs**

Homeless Needs						
<i>Note: Numbers are provided for the Visalia/Kings/Tulare County Continuum of Care for which Tulare County is a participating member. Numbers represent homeless needs for the total Continuum of Care area.</i>						
	Individual		Persons in Families		2011	2012
	2011	2012	2011	2012		
Total Homeless	640	566	164	205		
Total Sheltered	332	246	125	170		
Total Unsheltered	308	320	39	35		
Total Chronically Homeless					804	771
Total Chronically Sheltered					457	416
Total Chronically Unsheltered					347	355
<a href="#">Source: Continuum of Care or HUD; www.hudhre.info</a>						

Source: Continuum of Care or HUD; [www.hudhre.info](http://www.hudhre.info)

<https://www.onecpd.info/resources/documents/2007-2012PITCountsbyCoC.xlsx>

The population of homeless individuals or homeless families living in Exeter is very small. A few homeless persons reside in Exeter year-around while others surface during the citrus picking season. Assistance is provided to these individuals through the local food pantry and local churches and a local organization called *Courage to Change*. This non-profit organization works with young adults that have behavior or substance-abuse problems. It provides on-site housing, meals and work opportunities. Without this service, many of the clients would end up on the street.

Housing **for the homeless** is provided by the Visalia Rescue Mission, located 10 miles west of Exeter in Visalia. For homeless families with young children, Catholic Social Services, also located in Visalia, offers a similar service. Both institutions provide limited meals and medical care. Homeless individuals and families can take the Visalia City Coach bus from Exeter to Visalia to take advantage of these programs. The bus runs twice a day between Visalia and Exeter.

The following is a list of agencies and programs offering assistance to the homeless population in Tulare County.

## **Exeter Housing Element 2016-2023**

*CalWORKs* provides one-time-in-lifetime funds to individuals on public assistance for rent and utility payments, funded through Temporary Assistance for Needy Families (TANF).

*Child Protective Services (CPS)* provides emergency rent and utility assistance for families with children who have an open case with CPS.

*Self-Help Housing Corporation* provides housing referrals and housing advocacy to low-income and homeless families and individuals.

Homelessness is a multifaceted problem that affects men, women and children of all ages and ethnicities; veterans; the disabled; and those who are employed. To address this problem, Exeter will work with the non-profit organization, *Courage to Change*, the local food pantry, and organizations in Visalia, to provide support services to the homeless.

### **Housing Program**

Exeter will support the non-profit organization, *Courage to Change*, and the local faith community, to plan, develop, and manage proactive programs to meet the challenges of the condition of homelessness. To date, homelessness in Exeter has not been a serious problem. Exeter's housing element will contain programs that address long-term solutions to homelessness, including work skills assessment, job training/placement, and permanent housing with supportive services.

## **Exeter Housing Element 2016-2023**

### **Chapter 5: Regional Housing Needs Allocation**

*The element shall contain an analysis of population and employment trends and documentation of projections and quantification of the locality's existing and projected housing needs for all income levels. These projected needs shall include the locality's share of the regional housing need in accordance with Section 65584 (Government Code Section 65583(a)(1)).*

HCD is required to allocate the region's share of the statewide housing need to Councils of Governments (COG) based on Department of Finance population projections and regional population forecasts used in preparing regional transportation plans. The COG develops a Regional Housing Need Plan (RHNP) allocating the region's share of the statewide need to cities and counties within the region. The RHNP should promote the following objectives: increase the housing supply and the mix of housing types, tenure and affordability in all cities and counties within the region in an equitable manner; promote infill development and socioeconomic equity, the protection of environmental and agricultural resources, and the encouragement of efficient development patterns; and promote an improved intraregional relationship between jobs and housing.

Housing element law recognizes the most critical decisions regarding housing development occur at the local level within the context of the periodically updated general plan. The RHNP component of the general plan requires local governments to balance the need for growth, including the need for additional housing, against other competing local interests. The RHNP process of housing element law promotes the state's interest in encouraging open markets and providing opportunities for the private sector to address the State's housing demand, while leaving the ultimate decision about how and where to plan for growth at the regional and local levels. The process maintains local control over where and what type of development should occur in local communities while providing the opportunity for the private sector to meet market demand. While land-use planning is fundamentally a local issue, the availability of housing is a matter of statewide importance. The RHNP process requires local governments to be accountable for ensuring that projected housing needs can be accommodated and provides a benchmark for evaluating the adequacy of local zoning and regulatory actions to ensure each local government is providing sufficient appropriately designated land and opportunities for housing development to address population growth and job generation.

#### **A. Regional Housing Needs Allocation**

Housing element law requires a quantification of each jurisdiction's share of the regional housing need as established in the RHNP prepared by the COG. The Regional Housing Need Allocation (RHNA) is a minimum projection of additional housing units needed to accommodate projected household growth of all income levels by the end of the housing element's statutory planning period, 2023 in the case of the City of Exeter. Each locality's RHNA is distributed among four income

## **Exeter Housing Element 2016-2023**

categories to address the required provision for planning for all income levels. The distributed RHNA should be provided in the housing element as follows:

**Table 38  
City of Exeter  
Regional Housing Need Allocation (1/1/2014 to 2023)**

<b>Income Category</b>	<b>New Construction Need</b>
Very Low (0-50% of AMI)	143 units
Low (51-80% of AMI)	125
Moderate (81-120% of AMI)	85
Above Moderate (over 120% of AMI)	272
<b>Total Units</b>	<b>625 units</b>

### **B. Units Built, Under Construction and/or Approved During Planning Period**

A jurisdiction may take credit for units constructed or under construction between the base year of the RHNA period and the beginning of the new planning period. Units which have been issued building permits on or after January 1 of the year falling two years prior to the due date of the jurisdiction's housing element may be credited against the RHNA to determine the balance of site capacity that must be identified. For example, for housing elements due June 30, 2008, units for which permits were issued on or after January 1, 2006 may be credited against the RHNA.

To credit units affordable to lower- and moderate-income households against the RHNA, a jurisdiction must demonstrate the units are affordable based on at least one of the following: subsidies, financing or other mechanisms that ensure affordability (e.g., MHP, HOME, or LIHTC financed projects, inclusionary units or RDA requirements); actual rents; and actual sales prices.

Exeter has had in place a first-time homebuyer program for a number of years. During 2014 and the first half of 2015 four families purchased homes using this program. The City utilized program income from past HOME and CDBG funds. By using these funds, families that normally could not afford to purchase a home were provided an opportunity with this program. All four units were purchased in the Kirksey development, which is an in-fill project that involved the construction of entry level homes.

## **Exeter Housing Element 2016-2023**

**Table 39  
Units Built, Under Construction and/or Approved  
(1/1/2014 to 7/1/2015)**

### **Units by Income Level**

Very Low (0-50% of AMI)	<b>0 units</b>
Low (51-80% of AMI)	<b>4 (2)</b>
Moderate (81-120% of AMI)	<b>20 (3)</b>
Above Moderate (over 120% of AMI)	<b>8</b>

**Total Units** **32 units**

### **Methodology of Affordability Determination**

(1) Sales price

(2) Rent price. The rent for this duplex was approximately \$600.00 per month. A rent figure that is affordable to a low-income household.

(3) Type of Subsidy. Ten single family homes were constructed during this 18-month time period. Exeter used HOME and CDBG program incomes to assist these homeowners.

**Table 40  
Remaining Need based on Units Built/Under Construction  
(7/1/2008 to 2014)**

### **Income Category**

Very Low (0-50% of AMI)	143 units
Low (51-80% of AMI)	121
Moderate (81-120% of AMI)	65
Above Moderate (over 120% of AMI)	264

**Total Units** **593 units**

## **Exeter Housing Element 2016-2023**

### **Chapter 6: Adequate Sites Inventory and Analysis**

#### **Inventory of Land Suitable for Residential Development**

*Government Code Section 65583(a)(3) requires local governments to prepare an inventory of land suitable for residential development, including vacant sites and sites having the potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites. The inventory of land suitable for residential development shall be used to identify sites that can be developed for housing within the planning period (Section 65583.2).*

#### **A. Available Sites Inventory**

The purpose of the land inventory is to identify specific sites suitable for residential development in order to compare the local government's regional housing need allocation with its residential development capacity. The inventory will assist in determining whether there are sufficient sites to accommodate the regional housing need in total, and by income category. Preparing the inventory and accompanying site suitability analysis consists of a two-step process - site suitability and appropriate density statutory tests.

In 2014, the Tulare County Association of Governments approved the Regional Housing Needs Plan (RHNP). Exeter was assigned a portion of the regional housing need for a total of 625 new housing units as follows: 143 very low-income units, 125 low-income units, 85 moderate-income units, and 272 above moderate-income units. The City has concluded that the lower-income units will be required to be rental units (368 units) and the moderate- and above moderate-income units will generally be for-sale units.

This section of the element addresses the requirements of Government Code Sections 65583 and 65583.2, requiring a parcel-specific inventory of appropriately zoned, available, and suitable sites that can provide realistic opportunities for the provision of housing to all income segments within the community.

Exeter's share of the regional housing need will be met through the implementation of a variety of strategies including, ensuring land within the city limits is available for residential development. The primary method for addressing the adequate sites requirement will be addressed through the identification of available vacant and non-vacant sites within the city limits that are suitable for residential development.

Exeter's evaluation of adequate sites begins with a listing of individual sites by zone and general plan designation. The sites suitability analysis will demonstrate these sites are currently available and unconstrained so as to provide realistic development opportunities prior to June 30, 2023 (the end of planning period). To demonstrate the realistic development viability of the sites, the analysis also discusses: (1) whether appropriate zoning is in place, (2) existing constraints including any known

## Exeter Housing Element 2016-2023

environmental issues, and the (3) availability of existing and planned public service capacity levels.

Exeter's land inventory was developed with the use of a combination of resources including updated Assessor's data, field surveys, and review of the city's Land Use Element and Zoning Ordinance. The compilation resulted in not only an identification of sites, but also an estimate of potential residential units for these sites. The majority of the land available for residential development is located in: (1) the core area of Exeter, and (2) three of Exeter's four quadrants - northeast, northwest and southwest. The inventory includes both small and large residentially zoned parcels that are substantially vacant or underutilized which could be developed for more intense residential uses.

**Table 41**  
**Available Land Inventory Summary**  
**(large acreage residential parcels inside Exeter city limits)**

<u>APN</u>	<u>Size</u>	<u>Zoning</u>	<u>GP design.</u>	<u>Use</u>	<u>Capacity</u>	<u>Constraints</u>
133-072-12	20	PF (R-1-6)	school	ag.	109 units	zoning
133-072-38	2.0	CN(RM-1.5)	MU	vac.	30 units	storm drainage
133-072-31	2.0	CN(RM-1.5)	MU	vac.	30 units	storm drainage
133-072-30	2.0	CN(RM-1.5)	MU	vac.	30 units	storm drainage
133-072-29	2.0	CN(RM-1.5)	MU	vac.	30 units	storm drainage
133-072-14	1.27	R-1-7	med. res.	vac.	4 units	street improvements
133-072-13	.86	RM-1.5	high res.	ag.	15 units	street improvements
133-072-13	1.55	RM-1.5	high res.	ag.	34 units	street improvements
133-072-13	17.70	R-1-6	low res.	ag.	73 units	sewer/ water improv.
133-072-15	15.0	R-1-6	low res.	ag.	52 units	sewer/ water improv.
133-080-11	20.0	R-1-10	very low res.	ag.	59 units	sewer/ water improv.
133-060-08	40.33	R-1-6	low. res.	ag.	151 units	sewer/ water improv.
133-060-08	3.0	RM-3	med res.	ag.	39 units	street improvements
135-20-41	3.4	R-1-6	low res.	ag.	13 units	drainage
various lots	16.52				90 units	no constraints

<b>Total</b>	<b>128.11 acres</b>	<b>759 units</b>
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The reader will note that some of the parcels listed above are not classified for residential uses (e.g. PF). It is the intent of the City to reclassify the PF (public facilities) parcel to R-1-6 zone. The Exeter School District, who owns the 20-acre parcel that is zoned to the PF district, intends to sell this parcel to a developer who in turn will develop it with residential uses. (Note: the School District sold a 2.5-acre parcel of land to the Tulare County Housing Authority in 2013. The site was rezoned from the PF to the RM-3 district. The Housing Authority will break ground on a 25-unit tax-credit, apartment project on this site in December of 2015).

## Exeter Housing Element 2016-2023

**Table 42**  
**Available Land Inventory Summary**  
**(small residential parcels inside Exeter's downtown core)**

APN	Size	Zoning	GP design.	Use	Capacity	Constraints
138-123-018	.66 acres	ML(RM-1.5)	industrial	vac.	10 units	requires GP amend.
138-043-004	1.0	ML(RM-1.5)	industrial	vac.	29	requires GP amend.
135-160-08	1.5	CS(RM-1.5)	service comm.	vac.	43	requires GP amend.
10 parcels	1.8 acres	RM-3/1.5	med/high	vac	52	infill design
135-093-13	2,500 sq. ft.	RM-3	medium	vac	1	infill design
135-080-19	5.625	RM-3	medium	vac	2	infill design
135-093-23	4,800 sq. ft.	RM-3	medium	vac	2	infill design
138-063-18	7,500 sq. ft.	RM-1.5	high	vac	5	infill design
138-063-19	7,500 sq. ft.	RM-1.5	high	vac	5	infill design
138-042-08	7,500 sq. ft.	RM-1.5	high	vac	5	infill design
138-143-09	7,500 sq. ft.	RM-1.5	high	vac	5	infill design
138-143-10	7,500 sq. ft.	RM-1.5	high	vac	5	infill design
138-091-14	7,500 sq. ft.	RM-1.5	high	vac	5	infill design
138-091-15	7,500 sq. ft.	RM-1.5	high	vac	5	infill design
138-091-08	7,500 sq. ft.	RM-1.5	high	vac	5	infill design
<b>Total</b>	<b>4.83 acres</b>				<b>127 units</b>	

Note: All ML and CS parcels will be rezoned to the RM-1.5 zone district upon adoption of the housing element.

A land inventory for the Exeter Townsite was developed in January 2007. It was part of a planning document entitled, "Infill Housing & Downtown Revitalization Plan." This inventory was updated in 2015. The inventory surveyed the original Exeter Townsite, which represents the "core" of the community. The core area was divided into five sub-areas: southwest neighborhood, Southern Pacific Railroad corridor, north neighborhood, the downtown, and the southeast neighborhood.

The original Exeter Townsite contains 240 acres and encompasses 615 parcels. In addition to formulating a strategy for revitalizing Exeter's downtown, the Plan also surveyed land within the planning area to identify vacant parcels that could be developed with residential uses and parcels of land that could be rezoned from a non-residential district to a residential district (see Table 37). The inventory identified 10 vacant parcels of land (1.67 acres) zoned to either the RM-3 or RM-1.5 districts. These parcels could accommodate up to 45 multi-family units.

The Plan also identified parcels of land that could accommodate residential uses with a general plan amendment and zone change. Up to three parcels in the downtown could support residential development with a general plan amendment and zone change. In total, 82 residential units could potentially be supported on these three parcels, which encompasses about 3.16 acres. The 1.5-acre parcel, which fronts onto South F Street, is zoned to the CS district. This site would be a good location for a multi-story apartment complex because it is within walking distance of downtown Exeter and two bus stops, one on Palm Street and one on Firebaugh Street. This site could accommodate up to 25 units.



## **Exeter Housing Element 2016-2023**

The site inventories detailed in Tables 35 and 36 above was supplemented with land use data collected from planning records and Exeter's zoning map. As of 11/1/2015, Exeter had approximately 131 acres of vacant (agriculture) land within its city limits that was designated and zoned for residential development. In addition, there is also 67 vacant, single family residential lots available for development. In total, 417 residential units could be built on this acreage.

Approximately 24 parcels detailed in Tables 35 and 36 are zoned for multi-family development. Another seven parcels could be rezoned to a multi-family residential district subject to a general plan amendment. These 31 parcels, located in the downtown and on the fringe of the community, could accommodate up to 335 multi-family units. Some projects would be large (40 units or more) while many would be privately developed duplex and tri-plex units in or near the downtown.

The figure of 335 multi-family units exceeds the need for renter housing units, which is typically the very low and low-income (268 renter units) as determined by TCAG's Regional Housing Needs Plan (RHNP). Unfortunately, not many multi-family units have been constructed in Exeter over the last 15 years, however, Exeter did recently approve a 25-unit tax credit apartment project for the Tulare County Housing Authority. This complex will provide affordable rental housing for lower-income households in Exeter. The project will break ground in December of 2015.

Land that is designated and zoned for single-family development, typically owner-occupied units, encompasses about 83 acres. This acreage will accommodate about 352 single-family residential units. By adding the number of finished lots (67) to this figure, the potential for single-family dwellings jumps to 419. This figure exceeds the number of owner-occupied units (357 units) needed for Exeter to meet its Regional Housing Needs Plan (RHNP) obligation. The owner-occupied RHNA number is derived by adding the housing numbers for moderate-income and above moderate-income units.

Exeter planned for residential development above and beyond its regional housing needs when it prepared and adopted the Southwest Exeter Specific Plan. The planning area for the Specific Plan encompasses about 320 acres. Only 105 acres of the planning area has been annexed into the City of Exeter. The balance remains in the county and is available for annexation at some future date.

A review of Tables 35 and 36 indicates that some parcels of land have constraints that would make residential development problematic. For example, if a parcel of land requires a general plan and zoning ordinance amendment to facilitate residential development, a public hearing on the matter could surface issues that may preclude approval of these amendments, including concerns such as land use conflicts, infrastructure limitations or traffic congestion. Land use conflicts associated with the construction of rental units is another potential conflict. The construction of these types of units often occurs on small, in-fill lots that are zoned to the RM-3 (multi-family residential, one unit per 3,000 square feet) or RM-1.5 (multi-family residential,

## Exeter Housing Element 2016-2023

one per 1,500 square feet) districts. The design of the apartment project must take into consideration existing, surrounding residential uses. Setbacks, off-street parking, building height, landscaping and access are design issues that require attention so that the apartment project can be “blended” into the neighborhood.

If Exeter doesn’t annex any additional land during the planning period, 2014 to 2023, it will still be able to meet its regional housing needs obligations. In fact, during this planning period it is likely that the City will annex additional land for residential development thereby insuring that it has ample land above and beyond its regional housing needs.

### Site Suitability

Exeter recognizes that the higher density residential districts (RM-3 and RM-1.5) provide the potential for lower construction costs because of economy of scale, and are therefore most suitable for development of housing affordable to very low- and low-income households. Those parcels are identified in Tables 37 and 38 above.

Information contained in these tables shows that there are 24 parcels, approximately nine acres, zoned to either the RM-3 and RM-1.5 zone districts. The potential number of apartments that could result from these parcels provides the greatest potential to accommodate housing affordable to lower-income households. Per Government Code Section 65583.2(c)(3)(B) only Exeter’s RM-1.5 zone district permits residential densities greater than 20 dwelling units per acre. However, with a density bonus pursuant to Government Code Section 65915, property that is zoned to the RM-3 district could potentially “get close” to 20 units per acre benchmark.

As displayed in Tables 35 and 36, Exeter will be relying primarily on multi-family zoned sites to accommodate its share of the regional housing need for lower-income units. Until recently, Exeter has not had much success in promoting the construction of multi-family development. However, the Tulare County Housing Authority has been approved for a 25-unit apartment complex that will be partially funded by tax credits. All the units will be affordable to lower-income households.

### Second Units

Consistent with Chapter 1062, Statutes of 2002 (AB 1866), the City amended its second-unit ordinance and permitting process to allow second units by right in all single- family residential zones. **This section read as follows:**

**Any application for secondary dwelling unit that meets the location and development standards contained in this section shall be approved ministerially through Exeter’s building permit process without discretionary review or public hearing.**

However, permit approval is subject to a planning staff level review of the site and building plans to ensure compliance with height, setbacks, maximum floor area, and parking requirements. Depending on workload, planning staff can review and

## Exeter Housing Element 2016-2023

approve a second unit application within a week as can the building department. A summary of the development standards for a second unit in Exeter is as follows:

- 1) A second unit may be attached or detached to the primary residence on the residential parcel.
- (2) A second unit shall not exceed 1,200 square feet.
- ~~(3) Occupancy of the second unit shall be by an adult who is immediate family member of the occupants of the primary unit and is 62 years or older.~~
- (4) A paved area that can accommodate one additional off-street parking space shall be provided for each lot containing an second-unit. As defined, paved area can be a combination of garage space, carport, and /or driveway.
- (5) The design of the second unit shall be consistent with the primary residence, including roof pitch, siding, roof material, and window and door types.

A review of city building permit records dating back to 2011 indicates that Exeter has approved six building permits for second units during this time period, just over one second unit per year.

### **B. Adequate Infrastructure Capacity**

*Government Code Section 65583.2(b)(5) requires a general description of existing or planned water, sewer, and other dry utilities supply, including the availability and access to distribution facilities. This information need not be identified on a site-specific basis.*

Sites identified for residential development in the City were analyzed to determine their relationship to public facilities, services and existing or potential physical constraints to potential development. **All residentially designated sites listed in Tables 37 and 38 can all be served by city sewer, water and storm drainage facilities. This finding was made in coordination with Exeter's Public Works Department and City Engineer.**

**Public Facilities and Services:** The short- and long-term development viability of the vacant and redevelopable sites in the inventory of land listed in Tables 37 and 38 above is directly linked to the availability and capacity of public facilities and services. Total capacity for water and sewer facilities to accommodate the Exeter's share of the regional housing need is addressed in its master plans for wastewater treatment and collection, water, and storm drainage. Each master plan addresses current service levels and defines how services will be expanded to meet the demands of future urbanization. Exeter's master plans for its infrastructure systems have been updated at different times over the last 10 years.

## Exeter Housing Element 2016-2023

**Waster Water Treatment Facility:** The City of Exeter owns, operates and maintains its own wastewater treatment plant and collection system. Currently, the city's system serves developed areas within the city limits, as well as some development on the fringe of the city.

### Collection System

The City's sewage collection system includes a network of "collection" lines that range in size from 6- to 18- inches in diameter. Many of these lines are connected to larger diameter main lines, which in turn are connected to the city's 18-inch trunk line in Belmont Road. This trunk line conveys sewage to the City's wastewater treatment plant, located southwest of the community.

The City has a total of about 25 miles of sewers. The City's system operates with ten lift stations at various locations.

A major constraint in the city's collection system was resolved when it installed the Belmont trunk line. This 36-inch trunk line was installed parallel to an existing 18-inch line in Belmont, which flows south and west to Exeter's wastewater treatment plant.

The current design and layout of Exeter's sewage collection system was planned through the City's Sewer Master Plan, prepared in 1974. The Master Plan was designed to accommodate a population of 10,460 persons. This population was exceeded in 2010. Given this fact, the Master Plan should be updated to plan for additional growth and population.

### Wastewater Treatment Plant

Wastewater is collected from individual parcels through a network of sewer lines running underneath streets and alleys. These lines connect to two parallel trunk lines, 18-inch and 36-inch, that run south and west to the wastewater treatment plant. At the treatment plant the trunks line passes through a headworks containing a Parshall flume which measures the flow entering the plant. From the flume, the effluent passes through a comminutor which cuts and shreds particles to less than 3/8 of an inch. Other large solid materials are removed by screens.

From the comminutor, the wastewater is then lifted by a twin-pump lift station into an oxidation ditch. This oxidation ditch, which is a 650-foot long race track-shaped facility, provides biological treatment of the wastewater by injecting oxygen into the effluent. This oxidation process, which is facilitated by four aeration rotors that straddle the ditch, promotes the growth of bacteria which in turn breaks down organic material of the wastewater.

Following treatment in the oxidation ditch, effluent is pumped to two secondary clarifiers by another twin-pump lift station. Sludge from the bottom of each clarifier is either transported to a sludge drying bed or returned to the oxidation ditch for

## **Exeter Housing Element 2016-2023**

additional treatment. Liquid effluent is transported to evaporation/percolation ponds. Some of the effluent is used to irrigate a 30-acre walnut orchard on adjacent city-owned land. On occasion, some effluent is discharged through a 4,600-foot pipe to Outside Creek, a tributary channel of the Kaweah River system, about one mile west of Exeter. Effluent discharged to Outside Creek is required to be chlorinated by the Regional Water Quality Control Board (RWQCB).

Using local, state and federal funds, the City of Exeter installed significant improvements at the wastewater treatment plant. These improvements were based on a report prepared by John Corollo Engineers, entitled Facilities Plan for Wastewater Treatment Plant Expansion. The Plan indicated that the treatment capacity of the plant needed to be doubled from 1.07 mgd to 2.14 mgd. Two stages of improvements were proposed by the Plan. All improvements have been completed as per the Corollo Plan, which will serve Exeter's population to the year 2024. The improvements that were installed are listed below.

Currently, the treatment plant receives an average daily inflow of .85 million gallons per day. This figure can peak at 1.2 million gallons per day during periods of heavy precipitation.

### **Stage 1 Improvements**

1. Installation of six acres of percolation ponds.
2. Install irrigation pump station and standby power generator.
3. Install 50-foot diameter secondary sedimentation basin
4. Install new secondary lift pumps and splitter box
5. Modify Return Activated Sludge and Waste activated Sludge pumps
6. Decant drying beds and sludge lagoons
7. Obtain permits for additional land irrigation with effluent
8. Install monitoring wells.

### **Stage 2 Improvements**

1. Replace primary lift station
2. Install influent splitter box
3. Install oxidation ditch
4. Construct control building and laboratory

Generally, Stage 1 improvements will expand the plant's capacity for disposal of wastewater while stage 2 improvements will expand the treatment capacity of the plant. The above listed improvements are expected to serve Exeter's population through the year 2024.

## **Water**

Exeter provides water service to all developed areas within the city limits. The City also provides water to some parcels of land on the fringe of the city, outside the city

## **Exeter Housing Element 2016-2023**

limits. Upon annexation, the city's water system will serve the planning area. The City utilizes groundwater for its source of domestic water. The City currently has six wells in production. These wells draw from depths that range from 296 feet to 430 feet.

The water storage system consists of one above ground storage tank, located on the southwest corner of Kaweah Avenue and Pine Street. It is an elevated 100,000-gallon storage tank that provides water pressure for the city's entire water system.

Exeter's water distribution system consists of a network of pipelines installed under the streets and alleys of the community. The newer water lines in Exeter range from 6 to 10 inches.

In 2015, the City reported that the water demand for domestic water ranged from 800,000 gallons per day in the winter months to 2.14 million gallons per day in the summer months. During the winter months, Exeter's residential units averaged between 220 and 290 gallons per day; during the summer months, this average soared to 680 to 740 gallons per day. Most of this increased demand can be attributed to outdoor irrigation.

The 1975 Water Master Plan indicated that there was 11,610 feet of steel pipe, less than six inches in diameter; 32,070 feet of A.C. and C.L. lines, less than six inches in diameter; 3,950 feet of steel lines, six inches or larger in diameter; and 86,130 feet of A.C. or C.L. lines, six inches or larger in diameter. Consistent with the Water Master Plan these substandard lines were replaced with 6-inch lines. Also consistent with the Water Master Plan, the City has added three new domestic wells. These new wells along with Exeter's above-ground storage tanks ensures that an adequate amount of domestic water can be supplied to the community. With the completion of these aforementioned improvements, the provision of domestic water to the planning area will not constrain residential development during the planning period.

### **Storm Drainage**

The City of Exeter is responsible for the planning, engineering, construction and management of the storm drainage system that accepts urban water runoff generated by lands within the city limits. In addition, the city works closely with Consolidated People's Ditch, a privately-owned mutual water company, in the management and disposal of this runoff. People's Ditch manages Locust-Grove Ditch which runs north and south and is located on the west side of Belmont Road.

Currently, the City's storm drainage system is operated, constructed and financed consistent with the City's Storm Drainage Master Plan, adopted in 1977, and Ordinance No. 365, an ordinance that established procedures and fees for the development of storm drainage facilities within the city limits.

The two primary storm drainage facilities in the City of Exeter are the Exeter Brickyard, a 13-acre pond located on the north side of Exeter, and the Locust-Grove

## **Exeter Housing Element 2016-2023**

Ditch, a privately operated ditch that flows from north to south, located just west of Belmont Road. Secondary facilities include small, scattered storm water retention ponds that were installed when adjacent land was subdivided.

Exeter's Storm Drainage Master Plan shows four locations where the city's storm water is transported. The northwest quadrant of the city is served by a 42-inch line that delivers storm water to the south side of the Brickyard. The northeast quadrant of the city is served by a 39-inch line that directs storm water to the east side of the Brickyard.

The southwest quadrant of the city is served by a 30-inch storm drainage line that empties into the Grove-Locust Ditch near the intersection of Glaze Avenue and Belmont Road. Consolidated People's Ditch has a 5-year agreement with Exeter to accept up to ten cubic feet per second of storm water generated from this quadrant of the city.

The southeast quadrant of the city is served by a 48-inch line that empties into a basin located behind the city corporation yard, located on the south side of Firebaugh Avenue east of Filbert Road.

With the aforementioned storm drainage improvements in place, residential development will not be constrained during the planning period as a result of inadequate storm drainage improvements.

### **C. Environmental Constraints**

*Government Code Section 65583.2(b)(4) requires a general description of any environmental constraints to the development of housing within the jurisdiction, the documentation for which has been made available to the jurisdiction. This information need not be identified on a site-specific basis.*

To determine whether any significant environmental features exist that would impact or preclude future development of the various parcels listed in Tables 37 and 38, planning staff conducted an assessment of various environmental features and conditions that exist in Exeter, including flooding, agricultural preserves, noise and soil conditions. A review of these environmental constraints and how they might prevent the full development of the residential parcels listed in Tables 37 and 38 is detailed below.

**Flooding:** There is no land within a 100-year floodplain in the City of Exeter. However, to ensure that shallow flood flows do not potentially impact existing or future residential development, new residential development is required to construct ground floors 18 inches above adjacent curb elevations. This requirement increases the cost of residential development because of the increased fill requirement.

**Agricultural Preserves:** There are no agricultural preserves within the Exeter city limits, however, there are parcels of land outside Exeter's city limits but within its 20-

## Exeter Housing Element 2016-2023

year growth line that are under an agricultural preserve contract. These preserves were "protested" by the City when the preserve contracts were approved. A proper "protest" by the City allows the contract to be voided when the property is annexed into the city.

Noise: The Noise Element of the General Plan identifies State Highway 65, the railroads, and local industries as the major noise sources in Exeter. However, Exeter applies standard mitigation measures to residential development that may abate these noise sources, including the installation of 6-foot solid block walls, double-paned windows, insulation and landscaping, to name a few. Industrial uses are separated from planned residential uses by the Exeter General Plan. The industrial uses are restricted to Exeter's three industrial parks, none of which, are near planned residential development.

Soil Conditions: Soils under Exeter have not posed any physical constraints that would preclude residential development or make it more expensive. Loams and sandy loams are the soils that dominate the Exeter planning area.

### **D. Realistic Development Capacity**

*Government Code Section 65583.2(c) requires, as part of the analysis of available sites, a local government to demonstrate the projected residential development capacity of the sites identified in the housing element can realistically be achieved. Based on the information provided in subdivision (b), a city or county shall determine whether each site in the inventory can accommodate some portion of its share of the regional housing need by income level during the planning period, as determined pursuant to Section 65584. The number of units calculated shall be adjusted as necessary, based on the land use controls and site improvements requirement identified in paragraph (4) of subdivision (a) of Section 65583.*

Tables 37 and 38 have estimated the number of housing units that can be accommodated on each identified site. The housing unit capacity is based on the size of the parcel, the zoning that is applied to the subject parcel and the amount of land area subtracted for roadway purposes. As an example, APN 133-070-08, which contains 43.33 acres and is zoned R-1-6 and RM-3, could produce 190 units residential units, 151 single-family dwellings and 39 apartments.

Under Exeter's R-1-6 zone district there exists numerous standards that preclude higher lot densities including street width, lot width, lot depth, lot area, and side yard setbacks. The use of the planned development (PD) combining district could substantially increase the lot density of the subject property. Listed below are some standards that could be employed to increase lot densities:

- Reduce street right-of-way width from 60 feet to 52 feet; paved width from 40 feet to 32 feet.
- Reduce lot width from 60 feet to 55 feet.



## Exeter Housing Element 2016-2023

- Reduce side yard setback from 5 feet to 3 feet, or with special design approaches, zero feet.
- Reduce the minimum lot area from 6,000 square feet to 5,000 square feet.

Tables 37 and 38 show a number of parcels that could be rezoned for residential uses. APN 135-160-08, containing 1.5 acres and zoned CS (service commercial), is currently vacant and once housed a lumber yard that burned down a number of years ago. The site is located in Exeter's downtown. The Exeter City Council has been receptive to redesignating and rezoning land in the downtown for higher density residential uses (old Cody Motel property, which received a density bonus, and Maple Place, which was rezoned from the RM-3 to the RM-1.5 zone district). The subject site could be rezoned to the RM-1.5 zone district. With a density bonus, up to 54 units could be constructed on the subject property. Most likely the complex would be 3-story with ground level parking underneath the units.

Table 39 also shows a number of small, vacant lots in the downtown that could accommodate higher residential densities. These lots are scattered throughout the core of Exeter. Over the years, these lots have been developed with duplex and triplex units. These types of developments are reviewed by Exeter's Planning Commission. The Commission has been supportive of these projects so long as they have sufficient off-street parking, meet the setback standards and install landscaping and irrigation. These small apartment complexes provide rental stock for lower-income households in Exeter. It is doubtful that these units are affordable to very low-income households.

### **E. Analysis of Non-Vacant and Underutilized Sites**

*The inventory sites that have potential for residential developed can include non-vacant and underutilized sites (Section 65583.2(b)(3)). The element must include an explanation of the methodology for determining the realistic buildout potential of these sites within the planning period (Section 65583.2(g)).*

Local governments with limited vacant land resources or with infill and reuse goals may rely on non-vacant and underutilized residential sites to accommodate the regional housing need. Examples include sites with potential for recycling, scattered sites suitable for assembly, publicly-owned surplus land, portions of blighted areas with abandoned or vacant buildings, areas with mixed-used potential, substandard or irregular lots which could be consolidated, and any other suitable underutilized land. Adopting policies to maximize existing land resources by promoting more compact development patterns or reuse of existing buildings also allows a local government to meet other important community objectives to preserve open space or agricultural resources as well as assist in meeting green house gas emission reduction goals.

## Exeter Housing Element 2016-2023

**Table 43  
Non-Vacant and Underutilized Land Inventory**

<u>APN</u>	<u>Size</u>	<u>Zoning</u>	<u>GP design.</u>	<u>Use</u>	<u>Capacity</u>	<u>Constraints</u>
138-093-16	.10 ac.	PO(RM-1.5)	office	office	4 units	requires GP amend.
138-101-05	.43	CC(RM-1.5)	office	utility	12	requires GP amend.
135-121-17	.43	CC(RM-1.5)	central comm.	comm.	12	requires GP amend
135-121-09	.34	CC(RM-1.5)	central comm.	comm.	10	requires GP amend.
135-133-11	.51	CC(RM-1.5)	central comm.	comm.	15	infill design
<b>Total</b>	<b>1.81 acres</b>				<b>53 units</b>	

~~Note: All parcels will be rezoned to the RM 1.5 zone district upon adoption of the housing element.~~

Exeter's residential land inventory of non-vacant sites identifies parcels of land that could be used to address a portion of Exeter's regional housing need. There are a number of parcels in Exeter's core that contain existing land uses but could be redeveloped with residential uses. Examples include a building maintenance office, a telephone building, an auto storage yard and a storage yard for an irrigation company. Each of these uses is considered to be underutilized by the Exeter planning department. Because these sites are in or near the downtown, which has been garnering a considerable amount of development attention, the sites could be ripe for redevelopment. All the sites are within walking distance of numerous services, including banking, the post office, restaurants, and police and fires services.

All of these sites can be redeveloped because they are all served by sewer, water and storm drainage infrastructure; police and fire services; and have access to publicly maintained roadways. Successful redevelopment of these sites would be based on the approval of general plan/zoning ordinance amendments by the Planning Commission and City Council.

In addition, costs associated with the residential project must make economic sense. Cost of land, demolition, construction, fees and charges, and financing, could render the residential project economically unfeasible.

The housing element contains goals, policies and action programs that promote the development of these sites within the planning period. The methodology that Exeter will use to promote residential development on these properties is described below.

Exeter's core, which contains the downtown and adjacent properties, has been experiencing a surge in development activity. Exeter's downtown charm along with its award winning murals has attracted many investors to Exeter's core.

## **Exeter Housing Element 2016-2023**

Two documents, the Exeter General Plan and the Exeter Downtown Specific Plan, encourage and promote redevelopment of the core of the community. As listed in the table above, there are a number of non-vacant parcels of land in the core that could be redesignated and rezoned for residential uses. Because the parcels are small, the likelihood that a residential project could generate rental units that are affordable to lower-income households is remote. To achieve affordability for these categories of households, the project must generally contain at least 40 units. This project size provides an economy of scale where some units can be made affordable for lower-income households.

In the past, Exeter has used low- to moderate-income redevelopment (LMI) funds along with HOME and CDBG funds to assist in the development of affordable housing in Exeter's core. Because the State has phased out redevelopment, Exeter is only left with HOME and CDBG funds to facilitate the development of affordable housing. Since these funds are generally reserved for housing rehabilitation and first time homebuyers little if any money is available for promoting housing on non-vacant parcels within the core of the community.

Exeter has the ability to waive certain development impact fees if it finds that such an action would be consistent with certain programs detailed in this housing element. Typically, general plan/zoning ordinance amendments for residential projects usually require up to 120 days for processing because of public notification requirements and site plan review.

### **Recent Development Trends:**

The Exeter Redevelopment Agency has facilitated the construction of the Maple Place Housing Project, which involved the construction of 19 detached, single family residences. These detached units were sold to households that were in the low- and moderate-income categories. The City rezoned the subject property to the RM-1.5 zone district so that the number of units on the property could be maximized. Exeter used some of its redevelopment funds and secured a CHAFA loan to finance off-site improvements and provide long-term financing. In 2013, redevelopment agencies in California were dissolved.

This project was completed in 2008. The streetscape is maintained by a landscaping and lighting district while the small open space feature in the middle of the complex is maintained by a homeowners association.

### **Market Conditions:**

Housing market conditions also play a vital role in determining the feasibility or realistic potential of non-vacant sites and/or underutilized sites for residential development. Since 2008, the housing and commercial development market in Exeter has slowed considerably, however, in the last year both markets have

## Exeter Housing Element 2016-2023

experienced a significant upturn. A Dollar Store and Dollar Tree have been constructed and a Rite Aid recently broke ground. On the residential front, the Tulare County Housing Authority will break ground in December, 2015, on a 25-unit tax credit apartment project.

### Availability of Regulatory and/or other Incentives:

Two affordable housing projects constructed in Exeter's core were provided by regulatory incentives that assisted in making the housing projects affordable. In the case of the Cody Motel project, a density bonus was granted. This provided the developer with an opportunity to build more apartment units on the subject property than was permitted under the zoning that was applied to the property. This apartment project provided affordable rents for lower-income households.

The Maple Place project, in addition to receiving an infusion of redevelopment and CHAFA funds, also benefitted from a zone change to a higher density zone district as well as deviations from various zone standards such as front and rear yard setbacks. This development, which was completed in 2008, provided homes to first-time homebuyers who fell into the low- and moderate-income categories.

### **F. Zoning Appropriate to Accommodate the Development of Housing Affordable to Lower-Income Households**

*The densities of sites identified in the inventory must be sufficient to encourage and facilitate the development of housing affordable to lower-income households (Section 65583.2(c)(3)(A) &(B).*

For Exeter to accommodate its share of the regional housing need for lower-income households, it must demonstrate that it has land that is sufficiently zoned to accommodate development of housing for lower-income households. In Exeter, the RM-3 (multifamily residential, one unit per 3,000 square feet) and RM-1.5 (multi-family, one unit per 1,500 square feet) districts provide the necessary residential densities to support housing that would be affordable to lower-income households.

A review of Tables 35 and 36 shows that Exeter has approximately seven acres of land zoned to either the RM-3 or RM-1.5 districts. This acreage could support up to 154 apartment units, most of which, would be affordable to lower-income households. In addition, these tables also show that there is a potential to rezone a number of parcels to the RM-1.5 zone district. These parcels are currently zoned ML, CN, and CS. Potentially, these parcels, which encompass about 11 acres, could accommodate about another 201 apartment units.

The following analysis and discussion shows that Exeter's higher residential zone districts, RM-3 and RM-1.5 zones, are most conducive towards accommodating housing affordable to lower-income households. This analysis and discussion is as follows:

## Exeter Housing Element 2016-2023

### Market Demand and Trends

Given that few apartments have been constructed in Exeter during the time period, 2007 to 2014, and also given that the vacancy rate for apartment units in Exeter is less than three percent, it stands to reason that there remains a strong demand for rental units in the City of Exeter. The demand for apartments has seemingly increased over the last three years given the foreclosure rates being experienced throughout the country. As families lose their homes to foreclosure, they are required to seek more affordable types of housing, apartments being the most affordable form of housing in Exeter.

To meet market demand for affordable housing in Exeter, the housing element will provide goals, policies and action programs that promote the construction of apartments on land that is zoned to the RM-3 or RM-1.5 districts. To construct projects that would have 30 or more units, which leads to more affordable housing, parcels two acres or larger would be required. There are few large parcels in Exeter that are zoned RM-3 or RM-1.5 zone districts. For this reason, the housing element recommends that more large parcels be classified to these districts. A recent success story regarding affordable rental housing involved a 2.5-parcel originally owned by Exeter Schools but sold to the Tulare County Housing Authority. The Housing Authority received approval to construct a 25-unit apartment complex that will be partially funded by tax credit funds. This complex, which will break ground in December, 2015, will provide rental housing for lower-income households in Exeter.

### Financial Feasibility

Generally, the higher the density the more affordable the housing product. The reason for this relationship between density and affordability is simple. The cost of land, off-site improvements, on-site improvements and construction is spread over a larger number of residential units - an "economy of scale" condition. As previously mentioned, Exeter needs to identify larger parcels of land that can be classified to the RM-3 or RM-1.5 districts so that housing affordability can be achieved.

In a recent case involving a tax-credit project sponsored by the Tulare County Housing Authority, a 25-unit apartment project was approved on a 2.4-acre parcel. The subject property was zoned to the RM-3 district, which only allows for a density of one unit per 3,000 square feet, however, even with this lower density, the Housing Authority was still able to provide affordable rental housing to deserving households in Exeter, including a small percentage of extremely-low income households. These units will be completed by the Summer of 2016.

### Residential Project Experience

The best examples of affordable housing projects for lower-income households comes from two of Exeter's neighboring cities, Farmersville, three miles to the west, and

## Exeter Housing Element 2016-2023

Woodlake, six miles to the north. Two tax credit projects have been built in each of these cities: Woodlake, a 24-unit complex and a 56-unit complex, and in Farmersville, a 48-unit complex and a 64-unit complex. A survey of the owners of these complexes indicated that about half of the units are affordable for very low-income households and about half are affordable for low-income households. In some cases, units are affordable for extremely low-income households. These housing projects could be easily constructed in Exeter if large parcels of land that were zoned to the RM districts were available. Land is slightly more expensive in Exeter but construction costs, development impact fees, and off-site construction costs are generally the same. In other words, what was accomplished in Woodlake and Farmersville can be accomplished in Exeter. The previously mentioned Housing Authority project is a good first step.

### F. Zoning For Emergency Shelters and Transitional Housing

*Government Code Section 65583(a)(4) and requires the identification of 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 shall include sufficient capacity to accommodate the need for emergency shelters identified in paragraph (7) of Government Code Section 65583(a), except that each local government shall identify a zone or zones that can accommodate at least one year-round emergency shelter. Government Code Section 65583(c)(1) requires "As part of the analysis of available sites, a jurisdiction must include an analysis of zoning that encourages and facilitates a variety of housing types...including emergency shelters and transitional housing."*

#### Emergency Shelters

A review of Exeter's zoning ordinance shows that its RM-3 and RM-1.5 districts permit emergency shelters, including year-around emergency shelters, subject to a conditional use permit. The use permit is required because certain operational aspects of an emergency shelter, like late night activities, noise and loitering, could create problems for existing adjacent land uses. For these reasons, the additional review afforded by the use permit process is required.

Senate Bill 2 requires cities to identify zones where emergency shelters will be allowed without requiring a conditional use permit. If such zoning does not exist, a city is required to designate zoning within one year of the adoption of the housing element. As a result of SB 2, Exeter will amend its zoning ordinance to move this use to the permitted use lists on one or more of its zone districts, most likely the CS (service commercial) and I (industrial) districts. **As a result of SB 2, Exeter will amend its Zoning Ordinance to add emergency shelters to the permitted use list of the CS and I districts.** Under SB 2, shelters may only be subject to development and management standards that apply to residential or commercial development in the same zone except that local governments may apply written and objective standards that include all of the following:

## Exeter Housing Element 2016-2023

maximum number of beds;  
off-street parking based upon demonstrated need;  
size and location of on-site waiting and intake areas;  
provision of on-site management;  
proximity to other shelters;  
length of stay;  
lighting; and  
security during hours when the shelter is open.

When Exeter modifies its zoning ordinance to add emergency shelters to the permitted use lists of one or more of its zone districts, the standards detailed above will be incorporated into that zone district, which will apply to emergency shelters.

Because of Exeter's small size, the need for an emergency shelter facility is unlikely. There are seasonal situations during the citrus harvest where some farmworkers may be seeking emergency shelter, however, farmworkers tend to find housing with other farmworkers thereby sharing the rent and expenses for food and travel.

The nearest emergency shelters are located in Visalia, ten miles west of Exeter. The Visalia Rescue Mission, Catholic Social Services, and the Salvation Army all provide various types of emergency services, including shelter, clothing and food. Persons in Exeter who are experiencing a lack of shelter or food are generally referred to one of these agencies.

### **Transitional and Supportive Housing**

Transitional housing is a type of supportive housing used to facilitate the movement of homeless individuals and families to permanent housing. A homeless person may live in a transitional apartment for up to two-years while receiving supportive services that enable independent living. Every locality must identify zones that will allow the development of transitional housing.

This type of housing is permitted in all of Exeter's residential districts. Exeter does not distinguish between persons living in transition and persons simply renting an apartment or a single-family dwelling. In fact under California's Health and Safety Code, there are a number of uses that are permitted by right if there are six or fewer persons occupying a residential dwelling. These uses include alcoholism or drug recovery facilities, transitional housing, care facilities, and small family day care facilities. These facilities do not need any special zoning nor do they need to comply with unique development standards.

Supportive housing is permanent rental housing linked to a range of support services designed to enable residents to maintain stable housing and lead fuller lives. Typically, a segment of this type of housing is targeted for people who have risk factors such as homelessness, or health challenges such as mental illness or substance addiction. Study after study attest to the cost effectiveness of supportive housing. Not only is it significantly less expensive than the institutional alternatives that

## Exeter Housing Element 2016-2023

homeless and disabled people often cycle through – including shelters, institutions and hospitals – it ends tenants' dependence on emergency services for healthcare and treatment. The types of support services that can be provided include medical and mental health care, vocational and employment services, substance abuse treatment, childcare, and independent living skills training. Most supportive housing is built and managed by non-profit housing developers in partnership with non-profit service providers.

Exeter does not have any supportive housing within its city limits. The residential unit that comes closest to emulating supportive housing is group home care facilities. There are four of these types of facilities located in Exeter. They house from three to six persons who require health care because they are physically disabled, developmentally disabled, or require nursing care. These care facilities are housed in single-family dwellings that are located in older residential neighborhoods in Exeter.

### **G. Zoning For a Variety of Housing Types**

*Government Code Section 65583 requires the housing element to identify adequate sites for a variety of housing types including multifamily rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.*

Providing development opportunities for a variety of housing types will promote diversity in housing price, style and size, and contributes to neighborhood stability by offering more affordable and move-up homes and accommodating a diverse income mix.

#### **1. Farmworker Housing**

Until 2002, Fresno County was the leading producer of agricultural products in the nation; Tulare County surpassed Fresno County in 2014. The county's agriculture-based economy makes each of its cities a prime living location for persons who depend on agriculture as a source of income.

In 2010, 11.2 percent of Exeter's labor force was employed in the agricultural sector. In 1990, this percentage was 10.2 percent, indicating that Exeter has been consistent in regards to the percentage of workers employed in the agriculture sector. The figure of 11.2 percent is misleading, however, in that a number of persons working in the agricultural sector are undocumented farm workers and therefore are not counted during the census. The undocumented population expands noticeably during the citrus picking seasons. These individuals often crowd into existing housing units in the community. Because they are undocumented, they typically live on a temporary basis in nontraditional living quarters, such as trailers, garages, storage sheds, and mobile homes. They will also occupy a single room with two or three other individuals in existing single and multi-family dwellings.



## **Exeter Housing Element 2016-2023**

Many farm workers are classified as seasonal farm workers. The State of California defines seasonal employees as those who are employed less than 150 consecutive days by the same employer. Obviously, this group can encounter special problems in finding housing. Some landlords may not be willing to rent to migrants because of the short length of their stay, coupled with the fact that farm workers often overcrowd affordable housing units. As a result of these circumstances, many farm workers often take whatever shelter is available, even if this means sleeping in garages, sheds or trailers.

To meet the need of farm workers, the Tulare County Housing Authority operates two migrant farmworker housing complexes in Tulare County - Linnell and Woodville labor camps. Linnell Camp is located approximately seven miles west of Exeter. The Camp contains 191 residential units that are typically rented by farmworkers.

Multi-family housing complexes, which can house farmworkers, are permitted uses in Exeter's RM-3 and RM-1.5 districts. When the Consultant conducted a recent condition survey for Exeter, it was evident that farmworkers primarily resided in apartments that were zoned to the aforementioned districts. Further, most of the farmworkers were single males, ranging from 20 to 35.

A review of the Element's land inventory tables shows that 221 units could be built on vacant land zoned for multi-family uses; 53 units on underutilized land; and 156 units if certain parcels were rezoned from non-residential zones to multi-family districts.

Many single-family dwellings in the blighted parts of Exeter house farmworkers. These units will continue to be a source of housing for farmworkers because they can house four or five persons in one dwelling. The construction of second units at the rear of existing single-family homes is also a source of housing for farmworkers.

Apartments, single-family dwellings and second residential units permit farmworker housing. This type of housing is a permitted use (allowed "by-right"). In other words, seasonal farmworkers (during the citrus harvest season) find shelter in a variety of housing types. Seasonal farmworkers secure affordable housing by pooling their funds to rent a dwelling unit. Three to five persons might rent a single unit. They will also pool their money to travel to the fields, purchase food and pay for picking supplies.

As previously mentioned, there are a number of parcels in Exeter where new multi-family development can be constructed. Unfortunately, new multi-family housing will not be rented by farmworkers because rents are higher with new housing stock and because some farmworkers, who may be undocumented workers, do not feel comfortable renting a unit in a complex where most residents are not farmworkers.

## **Exeter Housing Element 2016-2023**

### **2. Mobilehomes and Factory-Built Housing**

Manufactured and factory-built housing can be integral parts of the solution for addressing housing needs. Pursuant to Government Code Section 65852.3 the siting and permit process for manufactured housing should be regulated in the same manner as a conventional or stick-built structure. Specifically, Government Code Section 65852.3(a) requires that with the exception of architectural requirements a local government, including charter cities, shall only subject manufactured homes (mobilehomes) to the same development standards to which a conventional single-family residential dwelling on the same lot would be subject, including, but not limited to, building setback standards, side and rear yard requirements, standards for enclosures, access, vehicle parking, aesthetic requirements, and minimum square footage requirements.

Mobile and manufactured homes on permanent foundations are permitted in all of Exeter's residential districts (consistent with state law). Such homes require a building permit and they must conform to design standards provided in the Exeter Zoning Ordinance including, standards that regulate roof overhang, roofing material, siding material, and roof design.

### **3. Multifamily Rental Housing**

The Exeter Zoning Ordinance permits multi-family residential development as a permitted use in its RM-3 and RM-1.5 districts. The number of units on a given parcel of land is regulated by the density standard of the zoning that is applied to the parcel. All multi-family development is required to be processed through the city's site plan review (an administrative process) and a meeting before the Planning Commission.

The site plan committee applies conditions to a multi-family residential project that can range from landscaping/irrigation to orientation of the apartment buildings, and from the number and type of parking stalls to facade design. Once the site plan review process has been completed, and the applicant has made the necessary site plan revisions, the project is scheduled for the Planning Commission.

The Commission reviews and approves the site plan, a building permit for the project can be pulled. The entire process, from submittal of a site plan to the pulling of a building permit, can be completed within 45 to 60 days. Often it is the preparation of the building plans, which is outside the control of the Exeter Planning Department that can take a considerable amount of time.

Development impact fees for multi-family residential units are paid at the time the building permit is pulled. Impact fees include sewer and water, school, parks, and storm drainage.

## Exeter Housing Element 2016-2023

### 4. Single-Room Occupancy (SRO) Units

SROs can provide a valuable form of affordable private housing for lower- income individuals, seniors, and persons with disabilities. An SRO unit usually is small, between 200 to 350 square feet. These units provide a valuable source of affordable housing and can serve as an entry point into the housing market for former homeless people.

Exeter does not have any SROs within its city limits. The type of residential unit that comes closest to emulating a SRO is a second residential unit, which exist throughout Exeter. These units range in size from 300 to 750 square feet and are self-contained - bathroom, bedroom, and kitchen. These second residential units are often used for farm workers, seniors, disabled persons or persons who may be related to persons living in the primary residence.

**Exeter's Zoning Ordinance will be amended to add SROs to the conditional use list of all of the residential districts in Exeter.**

### I. Adequate Sites Alternative

*Government Code Section 65583.1 (a) and (c) allows second units and, under prescribed conditions, units that are substantially rehabilitated, converted from market rate to affordable, or where unit affordability is preserved to be counted towards the adequate sites requirement.*

Local governments can employ a variety of strategies to address the adequate sites requirement. As provided in Government Code Section 65583 (c)(1), in addition to identifying vacant or underutilized land resources, local governments can meet up to 25 percent of the adequate site requirement by making available existing units affordable through rehabilitation, conversion and / or preservation.

Exeter has documented in the previous chapter of this housing element that it has adequate sites to meet its housing obligations for a range of housing types (and its regional housing needs). Even though Exeter has met this test, a discussion of Exeter's commitment to rehabilitation, conversion and preservation are provided below.

#### Substantial Rehabilitation, Conversion, and Preservation

Under limited circumstances, a local government may credit up to 25 percent of their adequate sites requirement through existing units that will be consistent with the criteria below. Exeter does not meet all the criteria detailed below, however, a discussion on each topic is provided. Specifically, these units must meet all relevant requirements as follows:

## **Exeter Housing Element 2016-2023**

**Substantially Rehabilitated:** Units to be substantially rehabilitated must result in a net increase in the stock of housing affordable to low- and very low-income households and include the following provisions:

- Units must be at imminent risk of loss to the housing stock.
- Local governments must commit to providing displaced tenants not otherwise eligible for relocation assistance under State relocation law, with assistance consistent with that required under Health and Safety Code Section 17975, including a minimum of four months rent and moving expenses and comparable replacement housing.
- Relocation assistance must be provided to any occupants temporarily or permanently displaced and the local government must require that any displaced occupant will have the right to reoccupy the rehabilitated units.
- Rehabilitated units must have long-term affordability requirements, not less than 20 years or any other term required by federal or State funding law or regulation.

Although Exeter has a fair track record in the field of housing rehabilitation, rehabilitating 12 single-family homes from 2011 to 2015, it has not rehabilitated any units that would fall into the “substantially rehabilitated” category. The units rehabilitated were not in danger of being demolished, the tenants in the dwellings were not relocated, and there were no affordability limits placed on the dwellings other than households using these funds were required to be lower-income households.

**Converted:** Converted units are multi-family units in a rental complex of 4 or more units that have been converted from non-affordable to affordable by acquisition of the unit or the purchase of affordability covenants and restrictions. These units are not to be acquired by eminent domain and must provide a net increase in the stock of housing affordable to low- and very low-income households.

Neither the City of Exeter nor any non-profit housing entities operating in Exeter, such as Self-Help Enterprises or Tulare County Housing Authority, have purchased any apartment units to convert them to more affordable rental units.

**Preserved:** Units to be preserved at affordable housing costs for lower-income households by acquisition of the unit or the purchase of affordability covenants for the units. Preserved units must:

- be located within an “assisted housing development”;
- have new long-term affordability covenants and restrictions (at least 40 years);

## **Exeter Housing Element 2016-2023**

- have received governmental assistance under specified programs;
- be expected to convert to non low-income uses; and
- be in decent, safe and sanitary condition.

Since 2005, Exeter has not approved any multi-family projects that have preserved the affordability of housing units. The City of Exeter has been working to attract tax credit housing developers to the community to construct apartment units affordable to lower-income households. Exeter has approved two tax credit projects since 2008. One will commence construction in December, 2015, the second apartment complex did not receive the necessary points from the State Tax Credit Board to proceed with construction.

# Exeter Housing Element 2016-2023

## Chapter 7: Governmental Constraints

### A. Land-Use Controls

*Government Code Section 65583(a) requires “An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels,...including land use controls, building codes and their enforcement, site improvements, fees and other executions required of developers, and local processing and permit procedures...”.*

Although local ordinances and policies are enacted to protect the health and safety of citizens and further the general welfare, it is useful for Exeter to periodically reexamine its ordinances/policies to determine whether, under current conditions, they are accomplishing their intended purpose or if in practice constitute a barrier to the maintenance, improvement or development of housing for all income levels.

Such an examination may reveal that certain policies have a disproportionate or negative impact on the development of particular housing types (e.g., multi-family) or on housing developed for low- or moderate-income households. This may violate State and federal fair housing laws which prohibit land-use requirements that discriminate or have the effect of discriminating against affordable housing.

This analysis of potential governmental constraints will describe past or current efforts to remove governmental constraints. Where the analyses identifies existing constraints, the element will include program responses to mitigate the effects of the constraint. Each analysis will use specific objective data, quantified where possible. A determination will be made for each potential constraint as to whether it poses as an actual constraint. The analysis will identify the specific standards and processes and evaluate their impact, including cumulatively, on the supply and affordability of housing.

Exeter’s Housing Element will identify all relevant land-use controls, discuss impacts on the cost and supply of housing and evaluate the cumulative impacts of standards, including whether development standards impede the ability to achieve maximum allowable densities. The analysis will also make a determination whether land-use controls constrain the development of multi-family rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.

Basic residential development standards for Exeter are summarized in Table 40. The table indicates the minimum lot size requirements, minimum site area per unit, setbacks, height restrictions, and open space requirements that apply in each of the City’s residential districts.

## **Exeter Housing Element 2016-2023**

Exeter has seven residential base districts: RA (Residential-Rural, one unit per 20,000 square feet), R-1-5 (single family residential, one unit per 5,000 square feet); R-1-6, R-1-7.5 (single family residential, one unit per 7,500 square feet); R-1-10 (single family residential, one unit per 10,000 square feet); RM-3 (Multi-Family Residential, one unit per 3,000 square feet) and RM-1.5 (Multi-Family Residential, one unit per 1,500 square feet).

In Exeter's Zoning Ordinance, the City has provided for a PD (planned development) combining district. This District can be attached to any of Exeter's residential districts. The purpose of this combining district is to promote effective and creative residential designs that may involve clustering of dwelling units, deviation from zoning standards, integration of open space, and /or application of a density bonus.

Exeter has employed the PD combining district with three approved residential subdivisions. Using this combining district has resulted in higher average residential densities when compared to the same subdivisions if they were processed under Exeter's traditional residential districts (e.g. R-1-7.5 district).

In a recently approved subdivision, which is in the planning area of Exeter's Southwest Exeter Specific Plan, the PD combining was used to incorporate Smart Growth and Green Building principles into the development. These features included narrower lot widths and streets, tree-lined streets, east-west oriented streets, passive solar design, and low impact development for storm drainage improvements.

### **Exeter's Residential Districts**

The RA district applies only to some large residential lots located along South Filbert just west of one of Exeter's industrial parks. These lots average over 20,000 square feet in size. They are on septic tanks and receive domestic water from on-site wells

Exeter's R-1-10 zone district has been used on two subdivisions that catered to larger homes on larger lots. Even one of these subdivisions was processed under the PD combining district. This combining district allowed 40-acre subdivision to be developed with narrow, tree-lined streets and a 4-acre park/pond that was integrated into the subdivision.

Exeter's R-1-6 and R-1-7.5 zone districts includes most of the single- family neighborhoods in Exeter. These districts were specifically created to retain the low-density character of these areas and its development standards are structured accordingly. Minimum lot sizes range from 6,000 to 7,500 square feet. Setbacks are 20 feet in the front yard, 5 feet in the side yards, and 10 feet in the rear yard. Slightly larger requirements apply for corner lots. A 35-foot height limit applies to these districts.

To date, Exeter's R-1-5 district, a new addition to the city's zoning ordinance, has not yet been employed by the city. This district when utilized by a developer could

## Exeter Housing Element 2016-2023

generate a more affordable housing product because the district would generate a smaller home on a smaller lot.

The RM-3 zone district has been applied to scattered sites throughout Exeter, almost all of which are already developed with medium density housing. The district has a minimum lot size requirement of 6,000 square feet but requires only 3,000 square feet of site area per dwelling. Setbacks are 20 feet in the front yard, 5 feet in the side yards, and 10 feet in the rear yard. A 35-foot height limit applies to this district. The RM-3 zone district can support projects as small as a duplex and as large as a 48-unit multi-family project.

The RM-1.5 zone district has also been applied to parcels within the core of the community. Most of the parcels are situated on corners. The district has a minimum lot size requirement of 5,000 square feet but requires only 1,500 square feet of site area per dwelling. Setbacks are 10 feet in the front yard, 5 feet in the side yards, and 10 feet in the rear yard. A 35-foot height limit applies to this district.

The RM-1.5 district has supported projects as small as a tri-plex and as large as an 18-unit apartment complex. The number of parcels that are zoned to the RM-1.5 district is significantly fewer than the RM-3 district, however, the Planning Commission has been receptive in the past to rezoning corner lots in the core of the community to this higher density district, as well as larger parcels that would support a tax credit project.

**Table 44  
Development Standards in Exeter's Residential Zones**

Zone Districts				
Dev. Standards	RA	R-1-5/6/7.5/10	RM-3	RM-1.5
Minimum lot size	20,000 sq.ft.	5,000/6,000/7,500/10,000	3000/unit	1500/unit
Minimum lot width:	80 feet	50 feet/60/65/70	60 feet	50 feet
Minimum lot depth:	120 feet	100 feet/95/95/120	100 feet	100 feet
Coverage:	50 percent	40 percent	50 percent	80 percent
Front yard setback:	30 feet	20/20/20/25 feet	20 feet	15 feet
Rear yard setback	20 feet	10/10/10 feet	10 feet	10 feet
Side yard setback:	10 feet	5/5/5/5 and 12 feet	5 feet	5 feet
Height	35 feet	35 feet	35 feet	35 feet
Parking:	2 spaces/ unit	2 spaces covered	1.5 per unit	1.5 per unit

Source: Exeter Zoning Ordinance

As previously mentioned, the PD (planned development) combining district can be applied to any of the above residential districts. The application of this combining district requires a zoning ordinance amendment and a public hearing before the Exeter Planning Commission. As stated, this zoning tool has been used with three previously approved subdivisions. The result was higher average residential



## **Exeter Housing Element 2016-2023**

densities that resulted from deviations from various zone standards, like lot width and front yard setbacks.

None of the development standards detailed above have constrained the construction of multi-family projects in Exeter. Affordable, multi-family development is achievable in Exeter because residential land is inexpensive relative to other cities in Tulare County and the San Joaquin Valley; the project only needs to be reviewed by the Planning Commission (if the proper zoning is in place); and development impact fees are low compared to other local cities in the region.

Exeter has number of vacant parcels of land (approximately 15 parcels; 13 acres) that are zoned for multi-family development. In total, these parcels could easily support over 150 apartment units, ranging from a duplex to a 45-unit complex.

### **Allowances for Residential Uses in Non-Residential Zoning Districts**

Because some of Exeter's housing potential exists on sites that are not zoned for residential uses, it is important to consider potential constraints to housing development in non-residential districts. Multi-family housing is presently not permitted in Exeter's commercial districts, including the Neighborhood Commercial (CN), Central Commercial (CC), and Service Commercial (CS) districts nor does Exeter permit residential uses in its industrial districts because of potential land use conflicts and environmental concerns (e.g. noise, vibrations and odors).

After the adoption of the 2007-2014 Housing Element, the City amended the language in its Central Commercial (CC) district to permit residential development either above or behind commercial development. The Planning Commission did not recommend placing residential uses in the CS, CN or industrial districts.

Residential development mixed with central commercial uses is appropriate given current day events - climate change, cost of fuel and a faltering economy. By potentially placing high density residential uses adjacent to existing commercial uses, residents will be able to walk to surrounding commercial establishments, such as grocery stores, post office, beauty /barber shops and restaurants. This design feature helps save residents the cost of gas, it reduces the resident's carbon footprint and it brings business to local commercial establishments.

Height limits in the CC zone is generous and allows three-story construction. Maximum lot coverage in the CC district is not a building constraint because there is no lot coverage limits in this zone, however, new developments are required to provide on-site parking. Typically, high density residential uses require one and one-half stalls per living unit; one stall for senior housing projects.

## Exeter Housing Element 2016-2023

### Zoning Standards: Parking

Parking standards are set forth in Chapter 17.42 of the Exeter Zoning Ordinance. These standards are summarized in Table 41. The requirements vary depending on the type of dwelling. The basic requirement for a single-family house is that two off-street, covered, non-tandem spaces be provided. The single-family parking requirements are generally not a development constraint and are comparable to those in jurisdictions throughout the county.

Multi-family requirements are 1.5 spaces per unit, half of the units must be covered. Although the covered parking requirement may provide a constraint to the production of affordable housing, it does represent a design feature that is coveted by residents of multi-family projects.

**Table 45**  
**Parking Requirements for New Housing**

Unit Type	Parking Required
Single Family Home	two non-tandem covered spaces
Duplex	1.5 spaces per unit, half of which must be covered
Single Family Home with a Second Unit	two non-tandem covered spaces and one uncovered
Multi-Family (3+ units)	1.5 spaces per unit, half of which must be covered
Senior Housing	.5 spaces per unit

### Standards for Special Housing Types

Table 40 identifies provisions in the Exeter Zoning Ordinance for four particular types of housing that often serve lower income households: second units, mobile/manufactured homes, residential hotels, and homeless shelters.

**Table 46**  
**Development Requirements for Special Housing Types**

Unit Type	Requirements
Second Units	Requires building permit and plot plan review
Manufactured Home	Requires building permit and compliance with design standards of the Zoning Ordinance.
Residential Hotels	Requires building permit and site plan review; a permitted use in Exeter's Central Commercial district
Homeless Shelters	Requires a conditional use permit in Exeter's multi-family districts

## Exeter Housing Element 2016-2023

Second units are permitted in all single-family districts, subject to the granting of a building permit and review of a plot plan. Exeter's zoning ordinance as it pertains to second units is consistent with the State's Government Code.

None of the requirements contained in the Government Code that refer to second units have dissuaded persons from making an application for a second unit in Exeter. Exeter began accepting applications in 1992 for second units. These units, fortunately or unfortunately depending on how one reviews the housing world, have become affordable housing for farm workers, very low-income households, seniors, persons who are disabled and housing for more than one family. The construction of these units has help Exeter meet some of its housing obligations for lower-income households. Approximately two, second units have been constructed per year since 2008.

Mobile and manufactured homes on permanent foundations are permitted in all of Exeter's residential districts. Such homes require a building permit and they must conform to design standards provided for in the Zoning Ordinance, including standards that regulate roof overhang, roofing material, siding material, and roof design. Since 2008, there have been no mobile or manufactured homes constructed on residential lots in Exeter.

There have been no residential hotels or homeless shelters constructed in Exeter. The likelihood of a residential hotel or homeless shelter being constructed in Exeter within the planning period, 2016 to 2023, is remote.

### **B. Fees and Exactions**

*Government Code Section 65583(a) requires "An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels...including...fees and other executions required of developers, and local processing and permit procedures..."*

Housing in Exeter is subject to three types of fees:

1. Planning permit processing fees for general plan and zoning ordinance amendments, variances and conditional use permits, tentative subdivision maps, initial studies, etc.
2. Building permit fees for building plan check and inspection.
3. Development impact fees for parks, infrastructure, schools and public facilities.

Processing and development impact fees can impact the cost of housing development, its affordability and most importantly, its feasibility. Excessive planning, building and impact fees can have an impact on a housing project,

## **Exeter Housing Element 2016-2023**

especially if it is slated to provide housing for lower-income households. For the most part, Exeter's development impact fees are well below most cities in the region.

In Exeter, new residential projects are also subject to development impact fees from Exeter's two school districts. The districts periodically review and amend their fees to ensure that new residential development is paying their fair share for the additional classrooms needed as a result of the school-aged children generated by the residential development.

For both processing fees and impact fees, State law specifies procedural and nexus requirements:

- 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.
- Government Code Section 66000 et. seq. (Mitigation Fee Act) sets forth procedural requirements for adopting, and collecting capital facilities fees and executions, 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.

### Planning and Permit Processing Fees

A planning fee study was completed by the city of Lindsay in 1999. The study surveyed 28 cities in the southern of the San Joaquin Valley. Exeter participated in this survey. The survey requested from each city a copy of their planning fee schedule. Lindsay then tabulated the results for each type of planning fee, showing lowest and highest fees, the average fee and the median fee.

A comparison of Exeter's 2015 planning fees with the results of this planning fee study indicated that Exeter had fees that were well below the median fee, or has no fee at all for certain planning permits.

To ensure that Exeter's planning permit fees keep pace with the actual cost of processing planning applications, staff evaluated Exeter's planning fee schedule in 2004. This 2004 fee analysis examined the following components of a fee schedule:

- 1) the current hourly rate of each person processing the planning application;
- 2) the amount of time required to process each application by various persons responsible for processing a planning application; and
- 3) the current cost of postage, reproduction and public hearing notices.

Unlike most planning fee studies, the 2004 analysis included time spent by the city attorney and city manager on various planning issues, which in many cases, caused

## Exeter Housing Element 2016-2023

the calculated fee to be higher. In June, 2004, the City Council adopted an update to City's Planning and Permit Processing Fees (see Table 41).

For comparison purposes, Table 42 has been prepared that shows Exeter's current planning fees compared to other small and large cities in the county. This table shows that Exeter is in line with other cities in regards to the planning and permit fees charged for various applications. In fact, Exeter has some of the lowest planning fees in Tulare County.

Building permit fees are not detailed in the tables below because they are determined by the Uniform Building Code and based on the estimated value of each building project.

**Table 47  
Planning and Permit Processing Fees**

<b>Planning Permit</b>	<b>1996 Fee</b>	<b>2004</b>
Annexation	750	1,325
Zoning Ord. Amendment		
(1) Map	400	950
(2) Text	150	1,075
General Plan Amendment	450	950
Conditional Use Permit	350	950
Temporary CUP	NC	25
Variance	300	625
Density Bonus	200	1,175
Minor Deviation	NA	50
Home Occupation Permit	25	25
Cert. of Compliance	100	75
Lot Line Adjustment	300	525
Site Plan Review	400	825
Planned Unit Development	1,000	1,575
Negative Declaration	100	275
EIR	actual + 10%+\$850	actual + 15%
Tent. Subd. Map	\$500 +10/lot	1,375
Tent. Parcel Map	600	675
Final Subd. Map	\$200+10/lot	3,775
Final Parcel Map	600	1,825
Time Extension	100	No Charge
Encroachment Permit	NF	25
Demolition Permit	NF	50
Deferred Impr. Agreement	NF	525
Development Agreement	300	1,300

## Exeter Housing Element 2016-2023

**Table 48  
Planning Fee Study**

Planning Permit	Lindsay	F'Ville	Woodlake	Exeter	Tulare	Visalia
Annexation	1360	actual+25%	1325	1325	3022	3830-12,478
Zoning Ord. Amend.						
(1) Map	475	450	575	950	1079	3212
(2) Text	NF	525	1075	1079	3212	
General Plan Amend	500	400	675	850	1079	1976
Gen. Plan/Z.O. Amend.	650	875	950	NF	NF	NF
Conditional Use Permit	TBD	400	900	950	1109	3460
Temporary CUP	145	50	50	50	153	124
Variance	230	175	475	625	643	1200
Density Bonus	245	400	750	1175	NF	NF
Minor Deviation	135	50	50	50	NF	NF
Home Occupation	55	50	25	25	30	104
Cert. of Compliance	135	100	150	75	93	432
Lot Line Adjustment	275	125	200	525	464	503
Site Plan Review	TBD	300	650	825	1098	NF
Planned Unit Dev.	2000	780	1350	1575	965	3460
Negative Declaration	110	150	500	275	487	580
EIR (review)	actual + 25%	actual + 15%	actual+15%	actual +965	actual+10%	
Tent. Subd. Map	1200	600 +25/lot	1475 + 10/lot	1375	2047,10/lot	6240
Tent. Parcel Map	950	450	625	675	611	6240
Final Subd. Map	3300	700+24/lot	1200 + 14/lot	3775	NF	NF
Final Parcel Map	1600	350	525	1825	NF	NF
Time Extension	NF	NF	100	NF	67	NF
Encroachment Permit	NF	NF	25	25	NF	NF
Demolition Permit	NF	NF	25	50	141	NF
Occupancy Permit	NF	NF	50	NF	NF	NF
Deferred Impr. Agreee.	110	175	450	525	NF	NF
Dev. Agreement	NF	actual + 25%	actual + 15%	1300	NF	1235

**NF: no fee**

### Development Impact Fees

Development impact and engineering/building permit fees constitute a larger percentage of the cost of a housing unit than do the planning permit fees discussed above. Development impact fees cover public improvements such as water, sanitary sewer, storm drainage, parks, schools, traffic, and engineering/building plan review and field inspection.

Table 43 shows Exeter's development impact fees that pertain to sewer, water and storm drainage improvements and compares them to other cities in Tulare and Kings counties. Exeter is ranked fourth of the ten cities surveyed. In 2008, Exeter had to significantly increase fees from \$2,460 to \$7,050 in these three categories because Exeter's water system must be expanded to add new domestic wells. The Consultant only used these three types of development impact fees (storm drainage, sewer and water) for comparison because not all cities collected the same impact fees but all

## **Exeter Housing Element 2016-2023**

cities collected these fees. For example, some cities collect circulation or community facilities impact fees while others do not. Also, each city is located in one or more school districts. These districts each set their own school impact fees. This fee can range significantly from district to district.

**Table 49  
Development Impact Fee Survey (storm drainage, water and sewer)**

<b>Rank</b>	<b>Jurisdiction</b>	<b>Cost per Unit</b>
1	Dinuba	\$ 8,687
2	Tulare	\$ 7,322
3	Lindsay	\$ 7,336
4	Exeter	\$ 7,050
5	Farmersville	\$ 4,217
6	Visalia	\$ 4,174
7	Hanford	\$ 4,215
8	Lemoore	\$ 3,912
9	Porterville	\$ 2,208

Source: QUAD/Knopf, 2008; Collins & Schoettler, Planning Consultants

Note: Costs only include sewer, water and storm drainage impact fees. Some fees are assessed by the acre. The Consultant has converted these figures to a per residential unit fee.

More recent information compiled in 2015 provides all the development impact fees collected in Exeter on a typical 1,500 square foot single family that rests on a 7,000 square foot lot. Total fees were \$16,482.95 up from \$13,134.95 in 2008 and \$7,893.00 in 2000.

In 2015, development impact fees represented 6.9 percent of the total cost of a home; 7.6 percent of the total cost in 2008 and 8.3 percent of the total cost in 2000. The most significant increases in development impact fees come in the areas of school impact and water fees. For example, school impact fees increased from \$1.97 a square foot in 2000 to \$3.20 a square foot in 2015.

While Exeter's impact fees have changed substantially since 2000, the cost of housing has also increased, from \$94,800 to \$240,000 in 2015. The cost of housing peaked in 2007. The value of a 1,500 square foot single family dwelling reached \$240,000 but like most regions in California dropped significantly but has recovered over the last couple of years.

## Exeter Housing Element 2016-2023

**Table 50  
Development Impact Fees for Single Family Home<sup>1</sup> in Exeter**

Building permit and plan check	\$ 2,000.95
Park fee	\$ 597.00
Landscaped Medians	\$ 395.00
Signals	\$ 315.00
Railroad Crossings	\$ 164.00
Bike Paths	\$ 33.00
Public Facilities	\$ 1,098.00
Water Capital Fee	\$ 5,176.00
Water Connection Fee	\$ 330.00
Sewer Connection Fee	\$ 729.00
Storm Drainage	\$ 845.00
School Impact Fee (\$3.20 per sq. foot)	\$ 4,800.00
<b>Total</b>	<b>\$16,482.95</b>

1 refers to a 1,500 sq. ft. home on a 7,000 square foot lot that costs \$240,000  
Source: City of Exeter

**Table 51  
Development Impact Fees for a Multi-Family Unit<sup>1</sup> in Exeter**

Building permit and plan check	\$ 1000.25
Park fee	\$ 506.00
Landscaped Medians	\$ 282.00
Signals	\$ 225.00
Bike Path	\$ 23.00
Public Facilities	\$ 366.00
Water Connection	\$ 5,176.00
Sewer Connection	\$ 729.00
Storm Drainage	\$ 84.00
School Impact Fee (\$3.20 per sq. foot)	\$ 2,104.00
<b>Total</b>	<b>\$10,495.25</b>

1 refers to a unit in a typical multi-family project constructed in Exeter where the units would average 800 square feet and cost approximately \$80.00 per square foot to construct.

The development impact fees charged to each unit in a typical multi-family project built in Exeter make it difficult to provide rental rates affordable to lower-income households. To resolve this condition, the City of Exeter attracted two tax-credit, multi-family projects to the city. The first tax credit project, located south of Visalia Road and west of Belmont Road (behind the Burger King Restaurant) was approved for 49 units in 2010. The project was not initiated because it failed to get the necessary points before the State tax credit committee.



## Exeter Housing Element 2016-2023

The second tax credit project, containing 25 units and to be managed by the Tulare County Housing Authority, was approved in 2014. This site is located on the southwest corner of Visalia Road and Belmont. The Housing Authority will break ground on this complex in December of 2015. This project will provide rental housing for extremely low-, very low- and low-income households.

The construction costs for a typical multi-family unit in Exeter runs about \$95.00 per square foot or about \$80,750 per dwelling unit. Current development impacts fees for multi-family units comprise about 13 percent of the total cost of a unit, which is within reasonable range for development impact fees.

### C. Processing and Permit Procedures

*Government Code Section 65583(a) requires "An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income level, including land use controls, building codes and their enforcement, site improvements, fees and other executions required of developers, and local processing and permit procedures..."*

Processing and permit procedures can pose a considerable constraint for the production and improvement of housing. Common constraints include lengthy processing time, unclear permitting procedures, layered reviews, multiple discretionary review requirements and costly conditions of approval. These constraints increase the final cost of housing, uncertainty in the development of the project, and overall financial risk assumed by the developer.

The Exeter Zoning Ordinance stipulates the residential types permitted, permitted with a site plan review permit, conditionally permitted, or prohibited in each residential zone district.

Permitted uses in any of Exeter's residential districts, other than a single-family dwelling or second unit, requires a site plan permit and review and approval of the Exeter Planning Commission (Note: a public hearing is not required).

Conditional use permits are approved by the Planning Commission unless appealed to the City Council. Residential projects appealed to the City Council get priority scheduling. There is no fee for appealing a matter to the City Council. Typical findings for a CUP include consistency with the General Plan; compatibility with surrounding uses; and addressing basic public health, safety, and general welfare concerns.

Table 47 lists all the types of residential uses permitted, or permitted with a conditional use permit, in Exeter. The table also indicates which zones allow, or allow with a conditional use permit, the various housing types delineated in the table. Under each zone district one of four notations will be provided: p=permitted,

## Exeter Housing Element 2016-2023

spr=permitted with site plan review, cup=permitted with a conditional use permit, and np=not permitted.

**Table 52  
Housing Types Permitted by Zoning District**

<b>Residential Use</b>	<b>Zone RA</b>	<b>R-1</b>	<b>RM-3</b>	<b>RM-1.5</b>	<b>CC</b>
single-family dwelling	p	p	p	p	p
second unit(granny flats)	p	p	p	p	np
guest houses	p	p	np	np	np
manufactured home	p	p	p	p	np
duplex unit	np	cup	spr	spr	np
3 to 4 dwelling units	np	np	spr	spr	np
5 or more dwelling units	np	np	spr	spr	cup
mobile home park	np	cup	cup	cup	np
homes for mental	np	cup	cup	cup	np
homes for alcoholic	np	cup	cup	cup	np
homes for drug	np	cup	cup	cup	np
rest homes	np	cup	cup	cup	np
boarding homes	np	np	cup	cup	np
rooming homes	np	np	cup	cup	np
nursing homes	np	np	cup	cup	np
labor camps	np	np	cup	cup	np
sanitariums	np	np	cup	cup	np
hotels/ motels	np	np	np	np	p
emergency shelter	np	np	cup	cup	cup

p=permitted; spr= site plan review; cup=conditional use permit; and np=not permitted  
RA=rural residential; R-1=single family, one unit per 7,000 sq. ft.; RM-2=multi-family residential, one unit per 3,000 sq. ft.; RM-3=multi-family residential, one unit per 1,500 dsq. ft.; and CC=central commercial.

Table 46 notes a variety of housing types like emergency shelters, homes for drug and alcoholic offenders and sanitariums, require a conditional use permit. As a result the element will evaluate this requirement as a potential constraint to their development. For example, the element will evaluate whether approval findings and discretionary action required by the conditional use permit promote certainty in project approval and analyze the impact on the cost and supply of housing for persons with special disabilities.

## **Exeter Housing Element 2016-2023**

In order to remove constraints on housing for persons with disabilities, the City of Exeter amended its zoning ordinance to add reasonable accommodations procedures for the approval of group homes and ADA retrofits.

Exeter does require a conditional use permit for certain types of housing; however, the City does not impose special occupancy requirements or business licenses for these types of housing.

If structural improvements were required for an existing group home, a building permit would be required. If a new structure were proposed for a group home, design review would be required as well as a building permit. The city's design review process has not been used to deny or substantially modify a housing project for disabled persons where it becomes no longer feasible.

### **Permit Processing**

The time required to process a residential project varies greatly from one project to another and is dependent upon the size, complexity and the number of actions or approvals needed to complete the process. Table 48 identifies the typical processing time for certain types of housing projects.

It should be noted that each project does not necessarily have to complete each step in the process (i.e., small scale projects consistent with general plan and zoning designations do not generally require environmental reports). Also, certain review and approval procedures may run concurrently. For example, a ministerial review for a single-family home would be processed concurrently with a plot plan review.

Since the majority of EIRs are prepared in response to a general plan amendment request they are often processed simultaneously. Exeter also encourages the joint processing of related applications for a single project. As an example, a rezone petition may be reviewed in conjunction with the required site plan, a tentative tract map, and any necessary variances. Such procedures save time, money, and effort for both the public and private sector.

## Exeter Housing Element 2016-2023

**Table 53  
Timelines for Permit Procedures**

<b>Type of Approval or Permit</b>	<b>Typical Processing Time Approval Body</b>
single family building permit	1 week, building department
2-4 multi-family units building permit	5 weeks, site plan and planning commission
apartment complex building permit	5 weeks, site plan and planning commission
conditional use permit	6 -12 weeks, Planning Commission
variance	6 - 8 weeks, Planning Commission
zone change	12 - 24 weeks, Commission/ City Council
general plan amendment	12 - 24 weeks, Commission/ City Council
final subdivision map	12 weeks, city engineer
final parcel maps	6 weeks, city engineer
tentative subdivision maps	12-24 weeks, Planning Commission
tentative parcel maps	6-8 weeks, Planning Commission
negative declaration	4-6 weeks, planning department
environmental impact report	12-24 weeks, Commission/ City Council

Source: Exeter Planning Department

### Tentative Subdivision Map

Exeter works closely with developers to expedite approval procedures so as not to put any unnecessary timing constraints on residential subdivisions. For a typical residential subdivision, an initial pre-consultation meeting with the planning department, public works, city engineer and the fire department is arranged to discuss the residential proposal. Then the tentative subdivision map, application and project description is filed with the planning department along with an application fee. The map and application is first reviewed by the planning department and other agencies such as public works for consistency with the zoning and subdivision ordinances and general plan guidelines. The subdivision is then approved at the staff level. Depending on the complexity of the map (and underlying land use issues), the project is approved in 12 to 24 weeks from date of map submission. Final approval comes at the Planning Commission after a public hearing has been held.

After the tentative subdivision is approved by the Planning Commission, the applicant is responsible for submitting a final map with engineering drawings to the engineering department for review and approval. This process can take up to 16 weeks depending upon the complexity of the subdivision. The final map is then reviewed by the city council. Once the map is recorded, the developer must post a bond and then is free to begin to install improvements consistent with the approved construction drawings.

Throughout the building phase, the building department (Exeter contracts with Tulare County for plan check and inspection services) will perform inspections on

## **Exeter Housing Element 2016-2023**

each residential structure as it proceeds through each building phase. This process does not seem to put an undue time constraint on most developments because of the close working relationship between the Tulare County Building Department and the building contractors. Table 48 outlines a typical timetable for the processing of a single-family residential subdivision and an apartment project.

Apartment projects take an average of three months to process, usually because of multiple meetings with staff during the design phase of the project. If the subject site is properly zoned for multi-family uses, no public hearings are required and the matter is reviewed and approved by the Planning Commission.

If the subject property is not properly zoned or requires a variance from the zoning ordinance, the process could take up to six months. Both of these applications require public hearings before the Planning Commission and City Council.

### **Second-Unit Ordinance**

Exeter processes applications for second-units consistent with Government Code Section 65852.2. The Government Code has established guidelines for residents who wish to construct a second-unit on their property. In accordance with State law, these applications are reviewed and approved at the staff level. They are not required to secure discretionary approval from the City. Exeter has processed approximately eight building permits for second units since 2008. This level of activity indicates that the State's regulations has not constrained development of second units. Criteria for second units include:

- No more than one additional dwelling unit is allowed on any one legal lot or parcel.
- The second-unit may be attached or detached.
- The total floor area of the second-unit can not exceed 1,200 square feet.
- Second units must conform to setback requirements of the zoning district.
- Occupancy of the second unit shall be an immediate family member of the primary residence.
- The second dwelling unit shall incorporate the same or similar architectural features as the primary residence.
- One on-site parking spot (uncovered) is required per unit.

## Exeter Housing Element 2016-2023

**Table 54  
Typical Processing Procedures by Project Type**

	<b>Single Family Subdivision</b> (tentative and final map)	<b>Multi-family Development, 19 units</b>
Application review	one to two weeks	one to three weeks
Adm. processing	one to two months	one to two months
Planning Commission	one month	not required unless a zone change or variance is required then one month
City Council	one month	not required unless a zone change or variance is required then one month
Final Map	four months	
Building Department	ongoing depending upon the number of units and rate of construction	ongoing depending upon rate of construction
Total Processing Time	seven to eight months	three to six months

### **D. Codes and Enforcement**

#### **2013 Uniform Building Code (UBC)**

The City of Exeter utilizes the 2013 Uniform Building Code (UBC) for processing building projects within the city limits. The city has not amended the UBC or State housing law in recent years.

Three persons working on behalf of the City of Exeter provide code enforcement. The contract city planner inspects the community for substandard housing, illegal land uses and signage, and code violations regarding lack of building permit or business license. The consultant, after a violation has been identified, follows up with the property or business owner to cure the problem.

Working in concert with the contract city planner are Exeter's code enforcement officer and the Tulare County building inspector. The building inspector is in charge of tagging substandard housing in addition to overseeing the inspection of all building activity occurring in the community. The code enforcement individual works on abandoned vehicles and blighted yards and businesses.

#### **On/Off-Site Improvement Standards**

On/off-site improvement standards establish infrastructure or site requirements to support new residential development such as streets, sidewalks, water and sewer,

## Exeter Housing Element 2016-2023

drainage, curbs and gutters, street signs, park dedications, utility easements and landscaping. These improvements are necessary to ensure that new housing meets Exeter's development goals, however, the cost of these requirements can represent a significant share of the cost of producing new housing in Exeter.

As stated in HUD's study of Subdivision Requirements as a Regulatory Barriers, such requirements can reasonably be considered regulatory barriers to affordable housing if Exeter determines that the requirements are greater (and hence, more costly) than those necessary to achieve health and safety requirements in the community.

Exeter requires developers of housing to install a wide range of infrastructure improvements including, streets; curb, gutter, and sidewalks; water and sewer connections; landscaping; and storm drainage lines and basins. All of these improvements are required by local ordinance to ensure public health, safety and welfare in addition to quality of life measures. For example, by requiring the housing developer to install sidewalks, school-aged children and adults living in the development can safely walk to school and other destinations.

The other improvements mentioned above such as streets and sewer and water connections are typical requirements that all cities in California generally require. The cost of these improvements are built into the cost of a single-family home or an apartment. Given that Exeter has some of the lowest home prices and residential rental rates in the San Joaquin Valley, it is very apparent that on/off-site improvements required of Exeter's housing projects do not have a significant adverse impact on the cost of housing.

Prior to the housing boom that occurred between 2003 and 2007, subdivision developers indicated that on/off-site improvements would run between \$15,000 and \$20,000 a lot, or about 12 to 17 percent of a \$120,000 home. During the peak of the housing market, these percentages remained about the same even though the cost of a single family home skyrocketed to \$240,000 and lot costs increased to \$30,000 to \$50,000 a lot. In 2015, the cost of on/off-site improvements remains in the \$15,000 to \$20,000 range and the cost of a home has settled into the \$220,000 to \$240,000 range.

### **E. Constraints-Housing for Persons with Disabilities**

*Government Code Section 65583(a)(4) requires: "an analysis of potential and actual government constraints upon the maintenance, improvement or development of housing... for persons with disabilities as identified in the analysis pursuant to paragraph (4) of subdivision (a), including land use controls, building codes and their enforcement, site improvements, fees and other executions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting the need for housing for persons with disabilities.*

*Government Code Section 65583(c)(3) requires the housing element provide a program to "address and where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing for persons with disabilities. The*

## **Exeter Housing Element 2016-2023**

*program shall remove constraints to and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities.”*

As noted in the Special Needs section of the Housing Needs Assessment Report, persons with disabilities have a number of housing needs related to accessibility of dwelling units; access to transportation; employment, and commercial services; and alternative living arrangements that include on-site or nearby supportive services.

The City ensures that new housing developments comply with California building standards (Title 24 of the California Code of Regulations) and federal requirements for accessibility.

### **Procedures for Ensuring Reasonable Accommodations**

To provide exceptions in zoning and land-use codes for housing for persons with disabilities, Exeter utilizes a chapter in its zoning ordinance entitled Reasonable Accommodations to ensure that persons with disabilities are not prevented from having proper access to a living unit.

### **Efforts to Remove Regulatory Constraints for Persons with Disabilities**

The State has removed any city discretion for review of small group homes for persons with disabilities (six or fewer residents). Exeter does not impose additional zoning, building code, or permitting procedures other than those allowed by State law. There are no City initiated constraints on housing for persons with disabilities caused or controlled by Exeter.

Exeter allows residential retrofitting to increase the suitability of homes for persons with disabilities in compliance with accessibility requirements. Such retrofitting is permitted under Chapter 11, 1998 version of the California Code.

### **Zoning and Other Land Use Regulations**

As part of the update of the housing element in 2008, Exeter reviewed its zoning laws, policies and practices for compliance with fair housing laws. It did not identify any zoning or other land-use regulatory practices that could discriminate against persons with disabilities and impede the availability of such housing for these individuals. It did determine that it could do a better job of reviewing multi-family projects to insure that more ground units were accessible to disabled persons. This additional review was utilized when a recent tax credit project was processed by the City. The City ensured that all ground floor units were handicapped accessible.

Examples of the ways in which Exeter facilitates housing for persons with disabilities through its regulatory and permitting processes are:



## **Exeter Housing Element 2016-2023**

- Exeter permits group homes of all sizes in all residential districts. The City has no authority to approve or deny group homes of six or fewer people, except for compliance with building code requirements, which are also governed by the State.
- Exeter does not restrict occupancy of unrelated individuals in group homes and does not define family or enforce a definition in its zoning ordinance.
- Exeter permits housing for special needs groups, including for individuals with disabilities, without regard to distances between such uses or the number of uses in any part of the City. The Land Use Element of the General Plan does not restrict the location of special needs housing.

### **Permits and Processing**

Exeter does not impose special permit procedures or requirements that could impede the retrofitting of homes for accessibility. Exeter's requirements for building permits and inspections are the same as for other residential projects and are straightforward and not burdensome. The planning department is not aware of any instances in which an applicant experienced delays or rejection of a retrofitting proposal for accessibility to persons with disabilities.

As discussed above, Exeter allows group homes of six or fewer persons by right, as required by State law. No use permit or other special permitting requirements apply to such homes. Exeter does require a use permit for group homes of more than six persons in all residential zones. A project of more than six persons is required to be processed through the City's site plan review process. Further, it is required to have a public hearing before the Planning Commission. Normally, the City does not impose special design conditions on these types of projects. Because these facilities are located in established residential neighborhoods, planning staff requires the design of the dwelling to be consistent with the local neighborhood. Sometimes additional parking is required for these facilities for on-site employees.

If structural improvements were required for an existing group home, a building permit would be required. If a new structure were proposed for a group home use, design review would be required as for any other new residential structure. The City design review process has not been used to deny or substantially modify a housing project for persons with disabilities to the point where it is no longer feasible. All residential projects in the City require the same level of design review.

### **Building Codes**

Exeter provides reasonable accommodations for persons with disabilities in the enforcement of building codes and the issuance of building permits through its flexible approaches to retrofitting or converting existing buildings and construction of new buildings. The City adopted and implements the 2013 Uniform Building Code (UBC). There is nothing in this Code that serves to preclude the retrofitting of

## **Exeter Housing Element 2016-2023**

existing buildings or construction of new buildings to provide housing for persons with disabilities.

### **Universal Design Element**

Exeter has not adopted a universal design ordinance governing construction or modification of homes using design principles that allow individuals to remain in those homes as their physical needs and capabilities change.

### **F. Non-Governmental Constraints**

*Government Code Section 65583(a)(6) requires “An analysis of potential and actual non governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.”*

Although non-governmental constraints are primarily market-driven and generally outside direct government control, localities can significantly influence and offset the negative impact of non-governmental constraints through responsive programs and policies. Analyzing specific housing cost components including the cost of land, construction costs, and the availability of financing assists the locality in developing and implementing housing and land-use programs that respond to existing local or regional conditions. While the cost of new housing is influenced by factors beyond a locality’s control, local governments can create essential preconditions (favorable zoning and development standards, fast track permit processing, etc.) that encourage and facilitate development of a variety of housing types and affordable levels.

### **Residential Land and Site Development Costs**

Due to the wide availability of land in the Exeter area, developers do not compete for new properties; land is much cheaper on average than in the rest of the State and some cities in Tulare County.

Land costs for residential land was about \$70,000 per acre at the height of the residential market. In 2008, the residential market crashed. Today, residential land is selling for half of what it sold for during the peak of the housing market.

In 2007, the peak of the housing market, site work (grading and installation of infrastructure) ranged from \$20,000 to \$25,000 a lot. It now costs between \$17,500 and \$22,500 per lot for these improvements. The cost of a finished lot, including grading, street paving, and other pre-construction improvements, makes up less than 11 percent of total development costs.

Due to the infrequency of multi-family development in Exeter, there is little data available regarding multi-family development, however, development figures from surrounding cities - Woodlake, Farmersville and Visalia - provide a benchmark for

## **Exeter Housing Element 2016-2023**

costs in Exeter. Land costs for land zoned for multi-family development ranges from \$100,000 (\$2.50 per square foot) to \$150,000 (\$3.50 per square foot) per acre and site development costs can range significantly, depending upon its size and location, the number of stories, and city development standards (e.g. parking ratios, landscaping, setback distances, and open space requirements). The planning department estimates that per square foot cost for improvements will be similar to land costs - \$2.50 to \$3.50 per square foot.

### **Construction and Soft Costs**

Recent figures for construction costs range from \$80 to \$90 per square foot for single-family homes. Total construction costs for a 1,500 square foot single-family house average about \$105,000. Soft costs (development impact fees, building plans, construction drawings, etc.) are somewhat less dependent on the size of the unit, averaging about \$25,000 per unit. Development impact fees alone are estimated to be \$16,000 per single-family residence. Total costs for a single family home excluding land and financing costs range from \$114,500 to \$132,500.

### **Availability of Financing**

Given the uncertain financial times, securing financing for residential development is not as easy as when the housing market was "hot" (2002 to 2007). Current interest rates for home loans are relatively low, between four and five percent, however, lending institutions are requiring larger down payments and a larger portion of a household's income dedicated towards housing costs.

All the lending institutions in the Exeter and Visalia area have financing available for purchasers of single-family homes assuming they are creditworthy. It is currently a "buyers" market given home prices have fallen by 25 percent since the peak in 2007.

It can be difficult for very low, low, and moderate income first-time homebuyers to acquire sufficient savings and income to pay for a down payment, closing costs, monthly mortgage, and tax and insurance payments. To address this problem, Exeter administers the First Time Homebuyer Program (FTHB), a special low-interest, deferred-payment loan program designed to provide "silent" second mortgages of up to \$40,000, funded by CDBG. Applicants must demonstrate financial need and pre-approval for a first mortgage; the second mortgage will be financed as a three-percent-interest, 30-year deferred loan payment.

Exeter contracts with Self-Help Enterprises to administer its housing rehabilitation program funded by the Community Development Block Grant (CDBG) Fund. Priority is afforded to lower-income households based on health and safety needs, followed by energy conservation needs, extension of the unit's useful life, and complying with the Uniform Building Code. Self-Help Enterprises used Exeter's CDBG funds to rehabilitate 15 residential units during the 2008 to 2014 planning period.

## Exeter Housing Element 2016-2023

### Rental Housing in Exeter

Exeter has surveyed realtors in the Exeter area and they have indicated that there is a shortage of affordable apartments for seniors and families. The last apartments constructed in Exeter that fell into the non-market rate category were the Cody Motel Apartments (18 units, 1996) and Jacob Place Apartments (45 units, 1993).

Preliminary data estimates a two percent vacancy rate for these types of rentals. This data validates the need for additional multi-family units in Exeter. With no new non-market rate rental housing built in over 18 years, Exeter needs to attract non-market rate housing to the city. Fortunately, the Tulare County Housing Authority will break ground on multi-family tax credit project in December of 2015. This project will provide 25 rental units for lower-income households.

### Cost Summary for a Typical Single-Family Home

Based on the example of a 1,500 square foot house built on a vacant lot in Exeter, the Planning Department provided detailed development costs for a \$240,000 home, as presented in Table 49. According to the Planning Department, pre-financing costs (land, site development, construction, and soft costs) average \$103 per square foot for single-family homes.

**Table 55**  
**Example of Development Costs for a Single-Family Home (1,500sq. ft.)**

Type of Cost	Approximate Value	Percent of Total
Land	\$ 15,000	7.3%
Site Development (grading, street paving)	\$ 15,000	7.3 %
Hard Costs (1,500 sq. ft. plus 2-car garage)	\$140,000	68.62%
Soft Costs (permitting, school fees)	\$ 16,482	8.0 %
Financing (overhead, commission, real estate fees)	\$ 2,218	1.1%
<b>Subtotal – Developer’s Costs</b>	<b>\$188,700</b>	<b>92.5%</b>
Profit	\$ 15,300	7.5%
<b>Total Sale Price</b>	<b>\$204,000</b>	<b>100%</b>

Source: Exeter Planning Department, 2015

## Exeter Housing Element 2016-2023

### Chapter 8: Program Overview and Quantified Objectives

*The element shall contain a program which sets forth a five-year schedule of actions the local governments is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of appropriate federal and state financing and subsidy programs when available Government Code Section 65583(c).*

*The element shall include a statement of the community's goals, quantified objectives and policies relative to the maintenance, preservation, improvement and development of housing, (Government Code Section 65583(b)).*

Programs are the specific actions Exeter will take to implement its policies, goals and objectives. Programs will reflect the results and analyses of the Exeter's local housing needs, available land and financial resources and the mitigation of identified governmental and non- governmental constraints. For example, if the analysis of the existing housing stock identified a high percentage of units in need of rehabilitation, the jurisdiction should include a rehabilitation program to meet the identified need. Similarly, if Exeter has identified constraints related to local regulations, the element should identify specific programmatic actions such as streamlined processing requirements, pre-application consultation and / or development of pre-approved prototypes to simplify the approval process.

To make adequate provision for the housing needs of all income levels, Exeter must, at a minimum, identify programs to achieve all of the following:

- Identify adequate sites, with appropriate zoning and development standards and services to accommodate the locality's share of the regional housing needs for each income level (as needed).
- Assist in the development of adequate housing to meet the needs of extremely low, very low-, low- and moderate-income households.
- Address, and where possible, remove governmental constraints to the maintenance, improvement and development of housing, including housing for all income levels and housing for persons with disabilities.
- Conserve and improve the condition of the existing affordable housing stock.
- Preserve at-risk housing developments of conversion to market-rate.
- Promotion of equal housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status or disability.

## Exeter Housing Element 2016-2023

To achieve effective housing programs, Exeter will include the following in its element:

- Definite time frames for implementation.
- Identification of agencies and officials responsible for implementation. (*e.g., planning department, county building official, public housing authority, etc.*).
- Description of the local government's specific role in program implementation (*e.g. a description of how Exeter will market the availability of rehabilitation funds*).
- Description of the specific action steps to implement the program.
- Proposed measurable outcomes (*e.g., the number of units created, completion of a study, development of a homeless shelter, initiation of a rezone program, preservation of at-risk units, annexation of land within a sphere of influence*).
- Demonstration of a firm commitment to implement (*e.g., Exeter will apply for CDBG funds by June 2016*).
- Identification of specific funding sources, where appropriate (*e.g., dollar amounts of annual funding entitlements or allocations – CDBG, HOME, bond proceeds, tax credit allocations, and other federal, State and local resources*).

### A. Quantified Objectives

The setting of quantified objectives follows Exeter's work in identifying housing needs, surveying land and financial resources, analyzing constraints, and developing appropriate programmatic and policy responses which reflect Exeter's unique needs and circumstances. The quantified objectives will estimate the number of units likely to be constructed, rehabilitated or conserved/preserved by income level in Exeter during the planning period. The quantified objectives do not represent a ceiling on development, but rather set a target goal for the jurisdiction to achieve based on needs, resources and constraints.

## Exeter Housing Element 2016-2023

**Table 56  
Quantified Housing Objectives**

Income Category	New Construction	Rehabilitation	Conservation/ Preservation
Extremely -Low	71	10	10
Very-Low	72	11	23
Low	105	21	33
Moderate	85	0	
Above Moderate	272	0	
TOTALS	625	42	66

- The Construction objective refers to the number of new units that potentially may be constructed using public and /or private sources over the planning period of the element given Exeter's land resources, constraints and proposed programs.
- The Rehabilitation objective refers to the number of existing units expected to be rehabilitated during the planning period
- The Conservation/ Preservation objective refers to the preservation of the existing affordable housing stock throughout the planning period. A subset of the conservation objective is the number of federal, State and locally assisted at-risk units to be preserved. Since 1990, 66 rental units have been constructed that remain affordable for lower-income households. These units were financed using Section 515 and HOME funds.

### **B. Housing Programs: Adequate Sites**

*Identify actions that will be taken to make sites available during the planning period of the general plan with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory completed pursuant to paragraph (3) of subdivision (a) without rezoning, and to comply with the requirements of Section 65584.09. Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single- room occupancy units, emergency shelters, and transitional housing.  
(Section 65583(c)(1))*

*(A) Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, the program shall identify sites that can be developed for housing within the planning period pursuant to subdivision (h) of Section 65583.2.*

## Exeter Housing Element 2016-2023

*(B) Where the inventory of sites pursuant to paragraph (3) of subdivision (a) does not identify adequate sites to accommodate the need for farm worker housing, the program shall provide for sufficient sites to meet the need with zoning that permits farm worker housing use by right, including density and development standards that could accommodate and facilitate the feasibility of the development of farm worker housing for low- and very low-income households.*

In order for Exeter to achieve the goal of providing affordable and adequate housing for its citizens, the City must provide adequate sites for housing development. Exeter updated its Land Use Element in 2008. It contains numerous policies that promote infill and higher residential densities, which is consistent with many of the policies contained within this Element. Urban infill and higher densities preserves agricultural lands, minimizes capital improvement and public service costs, and reduces vehicle miles driven - reducing vehicle-related air emissions.

Exeter has enough residentially zoned land within its city limits to meet its regional housing needs obligations for very low-, low- and moderate-income households. From 2016 to 2023, Exeter has a goal of constructing 625 housing units - 268 rental units and 357 owner-occupied units.

Information in Tables 35 and 36 indicates that the 133 acres of land that is zoned, or could be zoned, for residential uses could accommodate up to 986 units, well beyond the 625 residential units required under TCAG's Regional Housing Needs Plan for the City of Exeter.

A total of 24 parcels, containing over 10 acres, are zoned for medium and high density residential development. Potentially, this acreage could yield 154 rental units. Approximately four acres are zoned to the RM-1.5 district, which can accommodate up to 29 units per acre; six acres is zoned to the RM-3 district, permitting up to 15 units per acres. These two zone districts, especially if they are combined with Exeter's Planned Development (PD) combining district, can easily accommodate multi-family development that will serve lower-income households.

There are a number of parcels of land inside the city limits that could be redesignated and rezoned for medium and high density development. These parcels are also listed in both Tables 35 and 36.

The two parcels that have the greatest potential to yield affordable housing for lower-income households are currently zoned for non-residential uses. A downtown parcel that contains 1.5 acres and is zoned Service Commercial (originally used as a lumber yard but burned down in the 1990s), and a second site in Exeter's new growth area - Southwest Exeter Specific Plan area. The site is currently owned by the Exeter School District but they are considering its sale. It contains about 2.5 acres and would require reclassification to the RM-1.5 zone district. Because of its close proximity to shopping, schools and future recreation facilities, it would make for an ideal multi-family tax credit project.



## Exeter Housing Element 2016-2023

The downtown site could be zoned to the RM-1.5 district. Because of its location near the downtown it would be an excellent site for a senior housing complex.

Although there are some constraints associated with the development of some of Exeter's residential lands, there is nothing that would preclude development from occurring. Some parcels may require extension of various types of infrastructure, or noise attenuating design but nothing that would preclude residential development from occurring.

Exeter's site inventories (see Tables 35 and 36) demonstrate adequate site capacity to accommodate the regional housing need for all income groups. In addition, the inventories show that Exeter has sites that are properly zoned that can accommodate multifamily rental housing, factory-built housing, and mobilehomes. Housing for emergency shelters, and transitional housing would require the Exeter Zoning Ordinance to be amended

For Exeter's programs to be effective in regards to meeting its adequate sites obligations they must:

1. Ensure the sites are zoned to allow owner-occupied and rental multifamily residential uses "by-right";
2. permit the development of at least 16 units per site;
3. ensure sites within Exeter permit a minimum of 20 dwelling units per acre; and
4. ensure at least 50 percent of the low- and very low-income regional housing need be accommodated on sites designated for exclusively residential uses, at appropriate densities.

### **Programs**

1. The Planning Department completed an update to its General Plan in 2004. The Land Use Element has added more land to Exeter's residential land inventory, some of which, will be designated for high density residential, 29 units per acre. In addition, in 2007, Exeter adopted the Southwest Exeter Specific Plan for the 320-acre planning area. In total, this planning area will accommodate over 5,000 persons who will live in a variety of housing types, including multi-family projects.

**Time Period: Completed**

**Responsible Agency: City of Exeter, Planning Department**

**Funding: General fund**

2. The City of Exeter will redesignate and rezone 3.16 acres to the RM-1.5 zone district, the parcels of which, are listed in Table 36 (sites identified zoned ML and CS) of the Element. These reclassifications will provide rental housing for lower-income households. If tax credit projects can be attracted to the community, very-low income

## Exeter Housing Element 2016-2023

households could be accommodated in these housing projects. The City shall rezone ~~these~~ sites to RM-1.5, at a minimum density of 20 units per acre, and to allow a minimum of 16 units per site. The City shall ensure that at least 50 percent of the low and very low-income regional housing need be accommodated on sites designated for exclusively residential uses, at appropriate densities. The approval of the units does not require a CUP, planned unit development, or other discretionary action or approval. The parcels listed below will be designated and rezoned to the RM-1.5 zone.

Table No. 36

138-123-018 0.66 acres from ML to RM-1.5 (not completed)  
138-043-004 1.0 acres from ML to RM-1.5 (not completed)  
135-160-008 1.5 acres from CS to RM-1.5 (not completed)

Total                3.16 acres

The City of Exeter has identified a number of parcels where this type of development could be constructed. Table 36 has identified three parcels that are currently designated and zoned for non-residential uses. ~~Exeter has redesignated and reclassified three of these parcels for medium and high density residential uses. These projects, when fully developed, will generate 75 multi-family residential units. Both projects were tax credit projects.~~

Exeter's RM-1.5 district, permits 29 residential units per acre while the RM-3 district permits 14 units per acre. If the proposed project involves tax credits or some other type of State or federal housing funding that would guarantee affordable housing, the City could grant a Density Bonus, which would increase the densities of the two aforementioned districts to 35 and 17 units per acre, respectively.

**Time Period: 2016**

**Responsible Agency: City of Exeter, Planning Department**

**Funding: General fund**

3. The Exeter General Plan Update shall provide enough land for 125 percent of the land required for residential development through 2024.

**Year: 2017**

**Responsible Agency: City of Exeter, Planning Department**

**Funding: General fund**

4. The Land Use Element Update will provide a range of residential designations, including very low, low, medium and high density residential.

**Time Period: Ongoing**

**Responsible Agency: City of Exeter, Planning Department**

**Funding: General fund**

## Exeter Housing Element 2016-2023

5. The City of Exeter will allow residential infill development by allowing lot sizes less than 6,000 square feet when using Exeter's existing Planned Development combining district.

**Time Period: Ongoing**

**Responsible Agency: City of Exeter, Planning Department**

**Funding: General fund**

6. Work with developers and employers in identifying farm worker housing needs. The City will also support applications for funding to assist in the development of farm worker housing. The zoning ordinance will be revised to be consistent Health and Safety Code Section 17021, 17021.5 and 17021.6.

Amend the Exeter Zoning Ordinance to add farm labor housing (36 beds) to the UR and A districts, and emergency shelters to the CS and ML districts as a permitted uses. ~~to the conditional use list to the city's residential zone districts. to permit fewer than six farm workers to occupy a residential unit in a multi-family residential zone district. The Exeter Zoning Ordinance will be amended to add this use to the permitted use list of the RM-3 and RM-1.5 zone districts.~~

~~Exeter does not have an agricultural zone. It does, however, have a UR (urban reserve) zone, which is the City's holding zone until such time as the land is ready to be developed to some type of urban use. It would not be appropriate to permit housing for farm labor housing in this holding zone since the land will eventually be developed residential subdivisions, industrial uses or other types of intensive urban uses.~~

~~Often the County of Tulare submits to the City of Exeter a "request for comment" on proposed land uses on county lands but within the City's Sphere of Influence. The City will provide a letter of support for these types of facilities. In the past, the City has opposed these types of uses within its SOI.~~

**Time Period: 2016-2017 2016**

**Responsible Agency: City of Exeter, Planning Department**

**Funding: General Fund**

7. The City shall pursue appropriate State and Federal funding sources to support the efforts of non-profit and for-profit developers to meet new construction and rehabilitation needs of lower- and moderate-income households. The City shall also specifically target funding to address the needs of extremely low-income households. The City shall periodically update and review available housing programs to identify appropriate funding sources to meet Exeter's housing needs.

**Time Period: The City staff shall annually prepare a summary of funding programs available to the City with a recommendation for application for funding**

## Exeter Housing Element 2016-2023

**opportunities. The City Council shall direct the staff to apply for such grants, loans and other funding opportunities that may be applicable in the City**

**Responsible Agency: City of Exeter, Planning Department**

**Funding: General Fund**

8. Amend the Exeter Zoning Ordinance to add transitional and supportive housing ~~without the 6 or fewer persons requirement. to permitted use in all residential zones and subject to only those standards/regulations that apply to other residential dwellings of the same type in the same zone list of the City's residential zone districts.~~ The City will remove the CUP requirement for group homes to comply with Health and Safety Code Sections 1267.8, 1566.3, 1568.08 requiring 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.

Transitional housing is defined in Section 50675.2 of the Health & Safety Code as rental housing for stays of at least six months but where the units are re-circulated to another program recipient after a set period. Transitional housing may be designated for a homeless individual or family transitioning to permanent housing.

Supportive housing as defined at Section 50675.14 of the Health & Safety Code has no limit on the length of stay, is linked to on-site or off-site services, and is occupied by a target population as defined in Health & Safety Code Section 53260 (i.e., low income persons with mental disabilities, AIDS, substance abuse or chronic health conditions or persons whose disabilities originated before the person turned 18). Services typically include assistance designed to meet the needs of the target population in retaining housing, living and working in the community, and/or improving health and may include case management, mental health treatment, and life skills.

Transitional housing and supportive housing shall be considered a residential use of property, and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.

The City of Exeter shall amend its zoning ordinance to add supportive and transitional housing to its permitted use list in the RM-3 and RM-1.5 zone districts. In addition, Exeter's CS (service commercial) and ML (light industrial) will be amended to add emergency shelters to the permitted use list of these zone districts.

These amendments will occur in 2010 when Exeter rewrites its zoning ordinance, which is over 30 years old!

**Time Period: 2016**

**Responsible Agency: City of Exeter**

**Funding: General Fund**

## Exeter Housing Element 2016-2023

9. ~~Shall amend zoning ordinance to add emergency shelters to the permitted use list of Exeter's CS and I districts. Emergency shelters provide homeless persons with short-term housing accompanied by limited supplemental services. Emergency shelters are not explicitly identified in the City's Zoning Ordinance. The City has identified the CS and ML zones as the most appropriate zones for the development of emergency shelters.~~

**Time Period: 2016**

**Responsible Agency: City of Exeter**

**Funding: General Fund**

10. Housing element law requires that in addition to the needs analysis for persons with disabilities, the housing element must analyze potential governmental constraints to the development, improvement and maintenance of housing for persons with disabilities, demonstrate local efforts to remove any such constraints and provide for reasonable accommodations for persons with disabilities through programs that remove constraints.

~~In order to assist in the housing needs for persons with Developmental Disabilities, the City will implement programs to coordinate housing activities and outreach with the Regional Center and, encourage housing providers to designate a portion of new affordable housing developments for persons with disabilities, especially persons with developmental disabilities, and pursue funding sources designated for persons with special needs and disabilities.~~

Exeter's adoption of a comprehensive update of its Zoning Ordinance added a Reasonable Accommodations chapter, however, it did not add a Universal Design Ordinance to its zoning ordinance. The City of Exeter will incorporate a Universal Design Ordinance into its zoning ordinance in 2016. This Ordinance would serve to ensure the following:

- compliance with fair housing laws;
- provision for group homes over six specifically for the disabled, other than those residential zones covered by State law;
- a broadened definition of family that 1) provides zoning code occupancy standards specific to unrelated adults and, 2) complies with Fair Housing Law;
- siting or separation requirements for licensed residential care facilities, to determine extent to which the local restrictions effects the development and cost of housing;
- ~~granting concessions and incentives for housing developments that include units affordable to special needs households: assisting, supporting or pursuing funding applications; and working with housing developers coordinate and implement a strategy for developing housing affordable to special needs households;~~

## Exeter Housing Element 2016-2023

- any minimum distance requirements in the land-use element for the siting of special needs housing developments in relationship to each other do not impact the development and cost of housing for persons with disabilities; and
- alternate residential parking requirements, including reduction, for persons with disabilities.

**Time Period: 2016**

**Responsible Agency: City of Exeter**

**Funding: General Fund**

### **C. Assist in the Development**

*Assist in the development of adequate housing to meet the needs of extremely low-, very low-, low-, and moderate-income households (Government Code Section 65583(c)(2)).*

Having assessed and identified the housing needs of *extremely low-, very low-, low-, and moderate-income* households, including special needs households, Exeter is poised to implement a sufficient number of strategies to assist in developing adequate housing to meet those needs.

To address this requirement, Exeter has offered direct support for the development of affordable housing through various financing mechanisms including the use of CDBG and HOME funds. Direct assistance has also been provided through the utilization of appropriate federal and State financing and subsidy programs to create rental and ownership opportunities, such as first time homebuyer and self-help housing programs. Exeter has also assisted and supported developers in making applications for CHAFA and HOME funds.

Exeter indirectly facilitated the development of more affordable housing through effective administration of land-use controls and by providing appropriate regulatory concessions and incentives, such as a density bonus and streamlining of applications.

### **Programs**

1. Exeter will continue to contract with Self-Help Enterprises for the rehabilitation of substandard residential dwellings in Exeter. Self-Help will rehab five dwelling per year. Annually, Self-Help Enterprises applies for CDBG funds on behalf of Exeter. Generally, the annual figure is \$500,000. As families that have taken advantage of this rehabilitation program repay the low interest loan, this money is placed into a Program Income fund. These monies can be used for housing rehabilitation as well as other improvements that benefit low- to moderate-income households, including sidewalks, sewer and water lines, and curbs and gutters.

## **Exeter Housing Element 2016-2023**

**Year: Ongoing**

**Responsible Agency: City of Exeter and Self-Help Enterprises**

**Funding: CDBG funds**

2. Exeter and Self-Help Enterprises will work together to construct single-family homes that are affordable to low-and moderate-income households. These homes will be constructed on in-fill residential lots some of which may have originally contained dilapidated homes that have been demolished. Exeter will build two new residential units per year.

**Year: Ongoing**

**Responsible Agency: City of Exeter and Self-Help Enterprises**

**Funding: CDBG funds**

3. The City of Exeter will encourage private developers who are proposing residential development to a PD (planned development) combining district. This district allows for greater flexibility in residential design and better utilization of land. These opportunities allow the developer to potentially provide a more affordable housing product. The city will encourage the use of these zone districts by providing information that shows that they will increase the density of a residential development while at the same time reducing improvement costs and impact fees per residential unit.

**Year: Ongoing**

**Responsible Agency: City of Exeter, Planning Department**

**Funding: General fund**

4. The City of Exeter will assist the Tulare County Housing Authority's implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program, which provides rent subsidies directly to participating landlords, and will support that Agency's attempts to secure additional funding for expanded programs. Currently, the Housing Authority manages 50 Section 8 housing units in Exeter.

The Exeter Building Department will identify for the Housing Authority additional rental housing stock that can be used for the Section 8 Program.

**Year: Ongoing**

**Responsible Agency: City of Exeter and Tulare County Housing Authority**

**Funding: HUD funds**

5. Work with developers to obtain available sources of funding and prioritize available funds, as appropriate, for projects including units affordable to extremely-low income households. Exeter will actively court two tax credit apartment projects to Exeter. One will be a senior project that will be located in the Downtown and the second will be a family apartment project on the fringe of the community. To assist



## Exeter Housing Element 2016-2023

in the financing of the projects, the Agency will collect development impact fees when the units are occupied.

Work with non-profit and for-profit developers to target tax credit projects in Exeter and pursue appropriate State and Federal funding sources to support the efforts of non-profit and for-profit developers to meet new construction and rehabilitation needs of lower- and moderate-income households. The City will target sites for development and provide incentives such as density bonus to developers, in accordance with Section 65915 of the Government Code.

The Agency also has other tools that can be used to entice a tax credit project to the community. The most effective tool would be for the City to approve a Density Bonus for either or both projects. In addition to the density bonus, the City can offer one or more deviations from the zoning ordinance standards. These tax credit projects are particularly helpful for the hard to reach extremely - low income households. Generally, about ten percent of the units in a tax credit project are affordable to the ELI group.

**Year:** **Annually**

**Responsible Agency:** City of Exeter

**Funding:** HOME and tax credit funds

6. Exeter will **support and encourage** a general plan amendment and/or zoning ordinance amendment on parcels that are currently zoned for non-residential uses. To generate the residential units detailed in Table 36, the City will be required to initiate a general plan amendments and/or zone change amendments to promote single and multi-family development on parcels currently zoned to the PF, ML and CS zone districts. The specific parcels that will be rezoned for single and multi-family development will include the following:

<del>133-070-12</del>	<del>20.0</del>	<del>PF(R-1-6)</del>	<del>school ag.</del>	<del>109 units</del>	<del>zoning</del>
<del>133-070-30</del>	<del>2.0</del>	<del>CN(RM-3)</del>	<del>MU vac.</del>	<del>15 units</del>	<del>storm drainage</del>
<del>133-070-29</del>	<del>2.0</del>	<del>CN(RM-3)</del>	<del>MU vac.</del>	<del>15 units</del>	<del>storm drainage</del>
138-123-018	.66	ML	industrial vac.	10 units	requires GP amend.
138-043-004	1.0	ML	industrial vac.	29 units	requires GP amend.
135-160-08	1.5	CS	ser. comm. vac.	43 units	requires GP amend.

These rezoning actions will generate approximately ~~109 single-family dwellings and 112 multi-family dwellings.~~ **82 multi-family dwellings.**

**Year:** **Ongoing**

**Responsible Agency:** City of Exeter

**Funding:** general fund



## Exeter Housing Element 2016-2023

7. Exeter lacks parcels of land that are within the city limits and zoned to the RM-1.5 (multi-family residential, one unit per 1,500 square feet), 29 units per acres. It is this zoning that generates significant affordable housing for persons in the extremely-low and very-low income categories. Given this finding, the City of Exeter will supportive and encourage redesignation and rezoning of approximately 3 acres of land for high density multi-family development. This rezoning action will be ongoing and should generate approximately 82 multi-family residential units.

**Year: 2017-2018**

**Responsible Agency: City of Exeter**

**Funding: CDBG and HOME funds**

### **D. Conserve and Improve the Existing Housing Stock**

*Conserve and improve the condition of the existing affordable housing stock, which may include addressing ways to mitigate the loss of dwelling units demolished by public or private action (Government Code Section 65583.(c)(4)).*

Exeter's existing affordable housing stock is a valuable resource and the element includes programs to conserve and improve this affordable housing stock. Improvement includes programs that improve the housing stock such as rehabilitation. Conservation includes both maintenance activity such as code enforcement in deteriorating buildings or in response to complaints and improvements to the housing stock such as weatherization programs which help reduce housing costs or other actions, policies or programs to conserve the affordability of housing such as a mobilehome park preservation ordinance.

#### **Programs**

1. The City of Exeter shall facilitate residential development in Exeter that is well designed and maintained, attractive and affordable. Affordable housing units will be accomplished through increased unit densities; attractive design through architectural review and maintenance; and through the city's site plan review process, conditions such as maintenance through a landscaping and lighting district.

**Year: Ongoing**

**Responsible Agency: Exeter Site Plan Review Committee**

**Funding: General Fund**

2. The City will continue to identify dilapidated housing units in Exeter that require demolition. The City will notify the property owner of this requirement. Once the lot is vacant, the city will work with the property owner to facilitate the construction of a new residential unit, or a multi-family unit if properly zoned. The City will work with Self-Help Enterprises to utilize CDBG funds to construct single-family

## **Exeter Housing Element 2016-2023**

homes that are affordable to low- and moderate-income households. From 2001 to 2008, 10 dilapidated homes were demolished and replaced with new housing that was affordable to lower-income (apartments) and moderate-income (single family dwelling) households. During the planning period, the Exeter Department will facilitate the demolition of two dilapidated residences per year.

**Time Period: Ongoing**

**Responsible Agency: Exeter Building Department**

**Funding: CDBG funds and private investment**

3. Exeter will continue to annually apply for CDBG funds for rehabilitation of housing in Exeter. The City will contract with Self-Help Enterprises to provide this service. From 2001 to 2008, Self-Help Enterprises rehabilitated 31 substandard single-family dwellings. During the planning period, Exeter working with Self-Help will rehab three dwellings per year.

**Year: Ongoing**

**Responsible Entities: City of Exeter and Self-Help Enterprises**

**Funding: CDBG funds**

4. Exeter will continue insure that the long-term affordability of its subsidized apartment projects remain in place for the contracted time period, which ranges from 30 to 55 years.

Should the owners of the assisted living units detailed in this Element, containing 224 lower-income units elect to change to market-rate units, the City of Exeter will contact Self-Help Enterprises, Tulare County Housing Authority and other tax credit developers to discuss how the long-term affordability of these units can be continued. Strategies that the city could employ would include 1) having one of these entities purchase the project, and 2) encourage the current owner of the affordable housing project to continue to own it with financial assistance from the the City of Exeter with the condition that the project would remain affordable to lower-income households.

To date, none of the non-market rate housing projects listed in this Element are at-risk projects, nor have any of the owners of these projects expressed any interest in converting these developments to market-rate housing.

**Year: Ongoing**

**Responsible Entities: City of Exeter**

**Funding: General Fund**

5. Exeter will continue to employ a code enforcement officer in its police department who will insure that neighborhoods are free of blight, including abandoned cars, weed infested lots, and dwellings that accumulate junk and debris. The Officer will inspect 10 sites per week.

**Year: Ongoing**

## **Exeter Housing Element 2016-2023**

**Responsible Entities:** City of Exeter  
**Funding:** General Fund

6. Exeter will work with the Tulare County Housing Authority to identify an apartment complexes that could be purchased and renovated and be made available for long-term rental for lower-income households.

This potential purchase and renovation could be added to the stock of housing developments (page 56) whose units are subsidized and are affordable to lower-income households. This strategy will also serve to upgrade blighted apartment complexes that may be having an adverse impact on their respective neighborhoods.

**Year: Ongoing**  
**Responsible Entities:** City of Exeter and Tulare County Housing Authority  
**Funding:** CDBG funds

### **E. Preserve Units At-Risk of Conversion to Market Rate Uses**

*Preserve for lower income households the assisted housing developments identified pursuant to paragraph (8) of subdivision (a). The program for preservation of the assisted housing developments shall utilize, to the extent necessary, all available federal, state, and local financing and subsidy programs identified in paragraph (8) of subdivision (a), except where a community has other urgent needs for which alternative funding sources are not available. The program may include strategies that involve local regulation and technical assistance (Government Code Section 65583(c)(6)).*

The nature of conversion risk varies significantly among projects depending on the type of subsidy and related affordability controls. Since 1990, 85 affordable housing units have been constructed in Exeter, each utilizing different types of financing - Section 515, HOME and CHAFA funding. Each of these projects has different long-term affordability requirements. The City monitors these complexes to ensure that they do not get converted to market-rate units. To date, none have been converted to market rate housing.

Exeter has not experienced a significant increase in Section 8 units over the last 10 years. Presently, there are 50 Section 8 units operated by the Housing Authority in Exeter. To improve on this trend, Exeter has been working with private contractors to construct single family homes on infill lots that have had previously contained a dilapidated home that has been demolished. These units can become Section 8 units so long as they receive certification from the Housing Authority.

### **Programs**

1. Work with local contractors to construct or rehabilitate single-family homes that can be made available for Section 8 households. Exeter will work to increase the number of Section 8 units in Exeter by two units per year over the planning period.

## **Exeter Housing Element 2016-2023**

**Year: Ongoing**

**Responsible Entities: City of Exeter, Building Department**

**Funding: General Fund**

2. Exeter will work with the Tulare County Housing Authority to work with households that are displaced by owners of Section 8 units that opt-out of the program. The Agency will use some of its CDBG funds to rehab homes that can be made available for Section 8 housing. The Agency will rehab one potential Section 8 unit per year during the planning period.

**Year: Ongoing**

**Responsible Entities: City of Exeter**

**Funding: CDBG funds**

3. Exeter will monitor owners of at-risk projects on an ongoing basis, at least every six months, in coordination with other public and private entities to determine their interest in selling, prepaying, terminating or continuing participation in a subsidy program.

**Year: Ongoing**

**Responsible Entities: City of Exeter**

**Funding: CDBG funds**

4. The City of Exeter will work in concert with the Tulare County Housing Authority to purchase deteriorated apartment complexes and rehabilitate them so that they can pass health and safety codes. These units, when upgraded, would be rented to lower-income households.

**Year: Ongoing**

**Responsible Entities: City of Exeter and Tulare County Housing Authority**

**Funding: HUD funds**

5. The City of Exeter will preserve all 212 units in the six at-risk properties. Exeter will monitor, every year, the status of any HUD receipt/approval of Notices of Intent and Plans of Action filed by property owners to convert to market-rate units.

**Year: Ongoing**

**Responsible Entities: City of Exeter**

**Funding: General Fund**

### **F. Address and Remove or Mitigate Constraints**

*Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, or provide reasonable accommodations for housing designed for, intended for occupancy by, or*

## Exeter Housing Element 2016-2023

*with supportive services for, persons with disabilities (Government Code Section 65583(c)(3)).*

Exeter's effective programs reflect the results of its housing need analyses, identification of available resources including land and financing, and the mitigation of identified governmental and non-governmental constraints.

1. The Exeter Planning Department shall require through site plan or conditional use permit conditions that ten percent of all ground floor units in new multi-family projects be handicapped-accessible.

**Year: Ongoing**

**Responsible Agency: Exeter Planning Department**

**Funding: General Fund**

2. The City of Exeter will consider not collecting development impact fees until occupancy, excluding school impact fees, if the project is a single-family residential infill project, or a downtown mixed-use project that includes an affordable residential component.

**Year: Ongoing**

**Responsible Agency: Exeter Planning Department**

**Funding: General Fund**

3. The City of Exeter contracts with Collins & Schoettler, Planning Consultants, to provide planning services for the community. All planning projects are streamlined from submittal of the application to the final decision-making step. It is the role of this consulting firm to insure that the design of the project meets good urban design standards and that the project is processed in an expeditious manner. The consulting firm is responsible for all matters pertaining to the processing of the project, including public hearing notices, staff reports, resolutions/ordinances, environmental documents, and presentations before the Commission and City Council.

**Year: Ongoing**

**Responsible Agency: Exeter Planning Department**

**Funding: General Fund**

4. The City of Exeter will continue to process State licensed group homes administratively. To date, the processing of this type of home can be completed in about two weeks.

**Year: Ongoing**

**Responsible Agency: Exeter Planning Department**

**Funding: General Fund**

## Exeter Housing Element 2016-2023

5. The City of Exeter will continue to process fast-track all multi-family projects. ~~except in the case where a density bonus is required and the project is required to be reviewed and approved by the City Council.~~

**Year: Ongoing**

**Responsible Agency: Exeter Planning Department**

**Funding: General Fund**

6. The City of Exeter will establish specific procedures to grant priority for water and sewer services to developments with units affordable to lower-income households (Section 65589.7).

**Year: 2016**

**Responsible Agency: Exeter Planning Department**

**Funding: General Fund**

7. The City of Exeter will annually review its general plan to ensure internal consistency as well as implementing the programs of the housing element.

**Year: 2016**

**Responsible Agency: Exeter Planning Department**

**Funding: General Fund**

### **G. Housing Programs: Equal Housing Opportunities**

*Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability (Government Code Section 65583(c)(5)).*

Fair Housing laws make it illegal to discriminate against any person because of race, color, religion, sex, disability, familial status, national origin, ancestry, marital status, sexual orientation, source of income and age in the rental or sale, financing, advertising, appraisal, provision of real estate brokerage services, etc., and land-use practices. Government Code Section 65008 also expressly prohibits localities from discriminating against residential development or emergency shelters if the intended occupants are low-income or if the development is subsidized.

In Exeter's housing element, a local equal housing opportunity program must provide a means for the resolution of local housing discrimination complaints and should include a program to disseminate fair housing information and information about resources throughout the community.

## **Exeter Housing Element 2016-2023**

### **Programs**

1. Exeter will work with Tulare County Housing Authority to maintain a local Fair Housing Information Program. This Program will distribute educational materials to property owners, apartment managers, and tenants, and it will respond to complaints of discrimination (i.e., in-taking, investigation of complaints, and resolution) by referring the affected party to the appropriate agencies.

**Year: Ongoing**

**Responsible Entities: City of Exeter and Tulare County Housing Authority**

**Funding: CDBG funds**

# Exeter Housing Element 2016-2023

## Chapter 9: Other Housing Element Requirements

*Government Code Section 65300.5 states: “In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.”*

*Government Code Section 65583 (c)(7) requires the identification of “means by which consistency will be achieved with other general plan elements and community goals.”*

### A. Analysis of Consistency with General Plan

Exeter’s Housing Element must be internally consistent with its other general plan elements, including land use, circulation and parks, open space, recreation and conservation elements. Internal consistency among the general plan elements has been accomplished by using the same population projections, land use demand acreages and growth boundary lines. Consistency between the Housing Element and the Land Use Element is the best measure of internal consistency. The Land Use Element, adopted in 2004, contains numerous goals, policies and action programs that serve to further the objectives of the Housing Element, especially objectives pertaining to affordability, density and infill. Examples of these goals, policies and objectives are as follows:

Both the Land Use and Housing Elements recommend that certain sections of the Zoning Ordinance be amended to further the objectives of creating affordable housing. An example, both elements call for the creation of a Planned Development combining district. By adding this district to Exeter’s Zoning Ordinance, a program in each element is implemented.

**The City of Exeter will annually review its General Plan as per Section 65400 of the Government Code to ensure that all elements are internally consistent as well as ensuring that various programs of the Housing Element are being implemented.**

### B. Priority for Water and Sewer

Per Chapter 727, Statutes of 2004 (SB 1087), upon completion of an amended or adopted housing element, a local government is responsible for immediately distributing a copy of the element to area water and sewer providers. In addition, water and sewer providers must grant priority for service allocations to proposed developments that include housing units affordable to lower-income households. Chapter 727 was enacted to improve the effectiveness of the law in facilitating housing development for lower-income families and workers.

The City of Exeter is the provider of water and sewer services inside the city limits. As previously discussed in this Element, the city will provide the necessary



## **Exeter Housing Element 2016-2023**

infrastructure improvements to provide for residential growth over the 7-year lifespan of the Housing Element and 20-year lifespan of the Land Use Element. The financing of these improvements will come from monthly sewer and water payments, developer impact fees, state loans, and federal loans and grants.

**Exeter Housing Element  
2016-2023**

**Table of Contents**

<b>CHAPTER</b>	<b>PAGE</b>
<b>EXECUTIVE SUMMARY</b>	
<b>INTRODUCTION</b>	
The City of Exeter	1
The Housing Element	1
A Housing Needs Assessment	2
A Sites Inventory and Analysis	2
An Analysis of Constraints on Housing	2
Housing Programs	3
Quantified Objectives	3
<b>CHAPTER 1: PUBLIC PARTICIPATION</b>	<b>4</b>
<b>CHAPTER 2: REVIEW AND EVALUATION</b>	<b>6</b>
A. Adequate Sites	7
B. Assist in the Development	15
C. Conserve and Improve the Existing Housing Stock	22
D. Preserve Units At-Risk of Conversion to Market Rate Users	26
E. Address and Remove or Mitigate Constraints	29
F. Housing Programs: Equal Housing Opportunities	33
<b>CHAPTER 3: EXISTING HOUSING NEEDS</b>	
A. Population, Employment and Housing Characteristics	35
1. Population	35
2. Employment	37
3. Housing Characteristics	39
a. Household Size	39
b. Household Tenure	40
c. Vacancy Rates	40
d. Median Family Incomes	40
B. Overcrowding and Overpayment	42

## **Exeter Housing Element 2016-2023**

1. Overcrowding	42
2. Overpaying	43
C. Extremely Low-Income Households Housing Needs	45
1. Existing Needs	45
2. Projected Needs	46
D. Housing Stock Characteristics	47
1. Housing Conditions Surveys	47
2. Housing Stock Characteristics	50
3. Residential Construction Trends	51
4. Vacancy Trends	53
5. Housing Costs and Affordability	54
E. Identification and Analysis of Developments At-Risk of Conversion	57
1. Inventory of At-Risk Units	57
2. Inventory of Affordable Rental Housing Units	58
3. Cost Analysis	60
4. Identify Entities Qualified to Preserve At-Risk Units	61
5. Identify Financing and Subsidy Resources	61
6. Preservation Resources	62
F. Opportunities for Energy Conservation	64

### **CHAPTER 4: SPECIAL HOUSING NEEDS**

A. Persons with Disabilities	69
B. Elderly	76
C. Large and Female-Headed Households	79
1. Large Family Households	79
2. Female-Headed Households	81
D. Special Needs: Farmworkers	83
E. Families and Persons in Need of Emergency Shelters	87

### **CHAPTER 5: REGIONAL HOUSING NEEDS ALLOCATION**

A. Regional Housing Needs Allocation	91
B. Units Built, Under Construction and/or Approved During Planning Period	92

### **CHAPTER 6: ADEQUATE SITES AND INVENTORY ANALYSIS**

A. Available Sites Inventory	94
------------------------------	----

## **Exeter Housing Element 2016-2023**

B. Adequate Infrastructure Capacity	99
C. Environmental Constraints	103
D. Realistic Development Capacity	104
E. Analysis of Non-Vacant and Underutilized Sites	105
F. Zoning Appropriate to Accommodate the Demand of Housing Affordable to Lower-Income Households	108
F. Zoning for Emergency Shelters and Transitional/Supportive Housing	110
G. Zoning for a Variety of Housing Types	112
1. Farmworker Housing	112
2. Mobilehomes and Factory-Built Housing	114
3. Multi-Family Rental Housing	114
4. Single-Room Occupancy Units	115
H. Adequate Sites Alternative	115

### **CHAPTER 7: GOVERNMENTAL CONSTRAINTS**

A. Land Use Controls	118
1. Exeter's Residential Districts	119
2. Allowances for Residential Uses in Non-Residential Zoning Districts	121
3. Zoning Standards: Parking	122
4. Zoning for Special Housing Types	122
B. Fees and Exactions	123
1. Planning and Permit Processing	124
2. Development Impact Fees	126
C. Permit and Processing Procedures	129
D. Codes and Enforcement	134
E. Housing for Persons with Disabilities	135
1. Procedures for Ensuring Reasonable Accommodations	136
2. Efforts to Remove	136
3. Zoning and Other Land Use Regulations	136
4. Permits and Processing	137
5. Building Codes	137
6. Universal Design Element	138
F. Non-Governmental Constraints	138
1. Residential Land and Site Development Costs	138
2. Construction and Soft Costs	139

## **Exeter Housing Element 2016-2023**

3. Availability of Financing	139
4. Rental Housing in Exeter	140
5. Cost Summary of a Single Family Home	140
<b>CHAPTER 8: PROGRAM OVERVIEW AND QUANTIFIED OBJECTIVES</b>	<b>141</b>
A. Quantified Objectives	142
B. Adequate Sites -Programs	143
C. Assist in the Development - Programs	150
D. Conserve and Improve the Existing Housing Stock-Programs	153
E. Preserve Units At-Risk of Conversion to Market Rate Users-Programs	155
F. Address and Remove or Mitigate Constraints - Programs	156
G. Equal Housing Opportunities - Programs	158
<b>CHAPTER 9: OTHER HOUSING ELEMENT PROGRAMS</b>	
A. Analysis of Consistency with General Plan Requirements	160
B. Priority for Water and Sewer	160

## **Exeter Housing Element 2016-2023**

### **Tables**

<b>No.</b>	<b>Title</b>	<b>Page</b>
1	Population Growth Trends	35
2	Population Trends - Neighboring Jurisdictions	36
3	Ethnic Composition Trends by Percent	36
4	Population by Age	37
5	Employment by Industry	38
6	Household Growth Trends (1990 to 2010)	39
7	Household Overcrowding	43
8	Total Households Overpaying (2010)	44
9	Housing Needs for Extremely Low-Income Households	45
10	Exeter Housing Conditions, 1991	47
11	Exeter Housing Condition Survey, 2002	47
12	Exeter Housing Condition Survey, 2008	48
13	Exeter Housing Condition Survey, 2015	48
14	Year Structure Built	49
15	Housing Unit Types	50
16	Indicators of Substandard Housing - 2010	51
17	Building Permits by Year	51
18	Residential Subdivisions	52
19	Income Groups by Affordability - 2010	54
20	Current Median Rents	55

## **Exeter Housing Element 2016-2023**

21	Affordable Rental Rates	55
22	Inventory of Public Assisted Complexes	58
23	Inventory of "at-risk" Units in the Ten Year Period	59
24	Rehabilitation Costs for 48-unit Complex	60
25	New Construction/Replacement Costs for 25-unit Complex	60
26	Persons with Disabilities by Age	71
27	Special Housing Types for Persons with Special Needs	71
28	Persons with Disabilities by Disability Type	74
29	Disabilities by Employment Status	76
30	Elderly Households by Income	77
31	Large Family Households	80
32	Number of Bedrooms in Households	81
33	Female-Headed Households/Poverty Level	82
34	Farmworkers - County-Wide	84
35	Farmworkers by Days Worked	84
36	Homeless Facilities in the Kings/Tulare Region	88
37	Homeless Needs	89
38	Regional Housing Allocation (1/1/2014 to 7/1/2023)	92
39	Units Built, Under Construction and/or Approved	93
40	Remaining Need based on Units Built/Under Construction	93
41	Available Land Inventory Summary (large parcels)	95
42	Available Land Inventory Summary (small parcels)	96
43	Non-Vacant and Underutilized Land Inventory	106

## **Exeter Housing Element 2016-2023**

44	Development Standards in Exeter's Residential Zones	120
45	Parking Requirements of New Housing	122
46	Development Requirements for Special Housing Types	122
47	Planning and Permit Processing Fees	125
48	Planning Fee Survey	126
49	Development Impact Fee Survey	127
50	Development Impact Fees for Single Family Home	128
51	Development Impact Fees for Multi-Family Unit in Exeter	128
52	Housing Types Permitted by Zoning District	130
53	Timelines for Permit Procedures	132
54	Typical Processing Procedures by Project Type	134
55	Example of Development Costs for a Single Family Home	140
56	Quantified Housing Objectives	143

### **Exhibits**

1	Regional Location	after page 1
2	City of Exeter	after page 1
3.	Public Participation Flier (English)	after page 5
4.	Public Participation Flier (Spanish)	after page 5