



City of Tracy 2015-2023 Housing Element

Adopted March 15, 2016
Resolution Number 2016-050

City of Tracy
333 Civic Center Plaza
Tracy, CA 95376

RESOLUTION 2016-050

ADOPTING THE HOUSING ELEMENT NEGATIVE DECLARATION
AND THE 2015-2023 HOUSING ELEMENT

WHEREAS, In April 2015, the City entered into a Professional Services Agreement with Veronica Tam and Associates to guide the City through the Housing Element update process, and

WHEREAS, On August 12, 2015, the Planning Commission conducted a public meeting to receive public input regarding housing needs in Tracy to help develop housing goals and programs for the Housing Element update, and

WHEREAS, On November 4, 2015, the Planning Commission conducted a public hearing to review and receive public input on the Draft 2015-2023 Housing Element, and

WHEREAS, On November 17, 2015, the City Council conducted a public hearing to review and receive public input on the Draft 2015-2023 Housing Element and directed City staff to submit the Draft Housing Element to the State Department of Housing and Community Development (HCD) for review, and

WHEREAS, On November 20, 2015, the City submitted the Draft 2015-2023 Housing Element to HCD for review pursuant to Government Code Section 65585, and

WHEREAS, On January 19, 2016, HCD published correspondence to the City (Exhibit 1) concluding that the Draft Housing Element, with revisions reviewed by HCD, will comply with State housing law when the Housing Element is adopted and submitted to HCD, and

WHEREAS, On January 21, 2016, the City published a Notice of Intent to Adopt a Negative Declaration, in accordance with CEQA Guidelines, and began a 30-day review period for the Negative Declaration, and

WHEREAS, On February 24, 2016, the Planning Commission conducted a public hearing to receive input, review, and recommended that the City Council approve the 2015-2023 Housing Element and Negative Declaration, and

WHEREAS, On March 15, 2016, the City Council conducted a public hearing to receive public input and review the 2015-2023 Housing Element and Negative Declaration;

NOW, THEREFORE, BE IT RESOLVED, By the City Council of the City of Tracy as follows:

1. Negative Declaration

The City Council adopts the Negative Declaration (Exhibit 2).

2. Substantial Compliance with State Housing Element Law

The City Council acknowledges that HCD has determined that the Draft Housing

3. Adoption of the Housing Element

The City Council approves and adopts the 2015-2023 Housing Element (Exhibit 3).

4. Submittal to HCD


Pursuant to Government Code Section 65585(g), the Development Services Director is hereby directed to promptly submit a certified copy of this Resolution to HCD.

The foregoing Resolution 2016-050 was passed and adopted by the Tracy City Council on the 15th day of March, 2016, by the following vote:

AYES: COUNCIL MEMBERS: MITRACOS, VARGAS, YOUNG, RICKMAN, MACIEL
NOES: COUNCIL MEMBERS: NONE
ABSENT: COUNCIL MEMBERS: NONE
ABSTAIN: COUNCIL MEMBERS: NONE



MAYOR

ATTEST:


CITY CLERK

Exhibit 1: -- January 19, 2016 Correspondence from HCD
Exhibit 2: -- Negative Declaration
Exhibit 3: -- 2015-2023 Housing Element

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I. Introduction

The Housing Element represents an awareness of the need to assure that housing is provided for all economic segments of the community. The Element also satisfies the legal requirements that housing policy be a part of the General Plan. The Tracy Housing Element is prepared for the 2015-2023 update cycle for jurisdictions in the San Joaquin Council of Governments (SJCOG) region.

A. Community Context

Tracy began as an agricultural community centered on several rail lines, and eventually became the San Joaquin Valley headquarters for the Central Pacific Railroad. The City was incorporated in 1910 and grew rapidly after the first irrigation district was established in 1915. Towards the latter part of the twentieth century, the City transitioned into a primarily residential community, as more people arrived from the Bay Area seeking affordable housing, a small-town feel, and a respite from the highly-urbanized San Francisco Bay region.

According to the 2010 Census, the City population was reported at 82,922, an increase of about 46 percent in the ten years since the 2000 Census. During this same period, the housing stock increased by approximately 44 percent. The growth in population has, in turn, increased diversity within the City. From 2000 to 2010, Tracy became more racially and ethnically diverse. The percentage of Whites dropped from 54 to 36 percent, while the proportion of Blacks, Asians, and Hispanics increased (by two, seven, and nine percentage points, respectively). The California Department of Finance (DOF) reported an increase in average household size from 3.21 persons per household in 2000 to 3.48 persons in 2015. This trend can be partially attributed to the increase in the City's non-White population, since minority households are traditionally larger than White households.

The City of Tracy's housing stock is comprised primarily of newer single-family homes. Single-family homes make up about 85 percent of all housing units while multi-family housing comprises about 13 percent. About one-quarter (26 percent) of Tracy's housing stock is over 30 years old (built before 1980) and approximately one-third (32 percent) is less than ten years old (constructed since 2000).

Housing prices in Tracy are relatively affordable when compared to the San Francisco Bay region, but the City's housing is some of the most expensive in San Joaquin County. The median price of a single-family home in Tracy was estimated at about \$415,000, as of March 2015. Apartment rents range from \$1,150 for a studio apartment to \$1,700 for a three-bedroom unit. Lower and moderate income households in the City will have a difficult time finding affordable ownership and rental housing options.

B. Role of the Housing Element

The Housing Element is concerned with identifying ways in which the housing needs of existing and future residents can be met. The Element covers the planning period of December 31, 2015 through December 31, 2023, and identifies strategies and programs that focus on:

- Conserving and improving existing affordable housing;
- Providing adequate housing sites;
- Assisting in the development of affordable housing;
- Removing governmental and other constraints to housing development; and
- Promoting equal housing opportunities.

An important goal of the Housing Element is to continue to enhance Tracy's reputation as a great community in which to live, work and play. Drawing on its small town character, the City will grow in a manner that provides a high quality of life for all current and future residents and employees. This Housing Element provides policies and programs to address these issues. The Housing Element consists of the following major components:

- Introduction: An overview of the purpose and contents of the Housing Element.
- Housing Needs Assessment: An analysis of the demographic and housing characteristics and trends.
- Housing Constraints: A review of potential market, governmental, and environmental constraints to meeting the identified housing needs.
- Housing Resources: An evaluation of resources available to address housing goals.
- Review of Past Accomplishments: An evaluation of accomplishments under the adopted Housing Element.
- Housing Plan: A strategy to address the identified housing needs given the City's constraints and resources.

C. Public Participation

Public participation by all economic segments is critical to the preparation of the Housing Element.

1. Study Session

A Study Session was conducted before the Planning Commission to review the Draft Housing Element. The meeting was advertised on the City's website and special invitations were sent out to a number of agencies serving low and moderate income households and persons with special needs. Agencies invited to the Study Sessions are listed in Appendix A.

The study session before the Planning Commission was conducted on August 12, 2015. One representative from the Building Industry Association of the Delta (BIA) and several residents

attended this study session and provided comments. A summary of their comments can be found in Appendix A. The Draft Housing Element was again presented before the Planning Commission on October 28, 2015.

2. Public Review of Draft Housing Element

The Draft Tracy Housing Element was available for public review at the following locations:

- City Hall
- City Library
- City website

3. Public Hearings

Public hearings will be conducted before the Planning Commission and City Council prior to adoption of the Housing Element.

D. Data Sources and Methodology

In preparing the Housing Element, various sources of information are consulted. The 2010 Census provides the basis for population and household characteristics. Although dated, no better source of information on demographics is widely accepted. In addition, the 2010 Census must be used in the Housing Element to ensure consistency with other regional, State, and Federal housing plans. However, several sources are used to provide reliable updates to the 2010 Census, including the following:

- San Joaquin Council of Governments 5th Cycle Housing Element Data Package
- 2009-2013 American Community Survey by the Census Bureau
- Population and demographic data updated by the State Department of Finance
- Housing market information, such as home sales and rents, from CoreLogic, Craigslist.org, Apartments.com, Padmapper, Forrent.com, Trulia, and Realtor.com
- Lending patterns from LendingPatterns™
- Labor statistics from California Employment Development Department

E. General Plan Consistency

According to State planning law, the Housing Element must be consistent with the other General Plan elements. While each of the elements is independent, the elements are also interrelated to a degree. Certain goals and policies of each element may also address issues that are primary subjects of other elements. This integration of issues throughout the General Plan creates a strong basis for the implementation of plans and programs and achievement of community goals. The Housing Element is most closely tied to the Land Use Element as

residential development capacities established in the Land Use Element are incorporated into the Housing Element.

This Housing Element builds upon other General Plan elements and is entirely consistent with the policies and proposals set forth by the General Plan. When an element in the General Plan is amended, the Housing Element will be reviewed and modified if necessary to ensure continued consistency among the various elements. Specifically, State law requires that the Safety and Conservation Elements include an analysis and policies regarding flood hazard and management information upon revisions to the Housing Element. The City of Tracy adopted its General Plan in 2011, which has incorporated these topics in the Safety Element. The City will ensure that updates to these Elements achieve internal consistency with the Housing Element.

II. Housing Needs Assessment

The City strives to achieve a balanced housing stock that meets the varied needs of all income segments of the community. To understand the City's housing needs, the nature of the existing housing stock and the housing market are comprehensively evaluated. This section of the Housing Element discusses the major components of housing needs in Tracy, including population, household, economic and housing stock characteristics. Each of these components is presented in a regional context, and, where relevant, in the context of other nearby communities. This assessment serves as the basis for identifying the appropriate goals, policies, and programs for the City to implement during the 2015-2023 Housing Element cycle.

A. Population Characteristics

Understanding the characteristics of a population is vital in the process of planning for the future needs of a community. Characteristics such as size, age and race and ethnicity provide a unique demographic profile of the City.

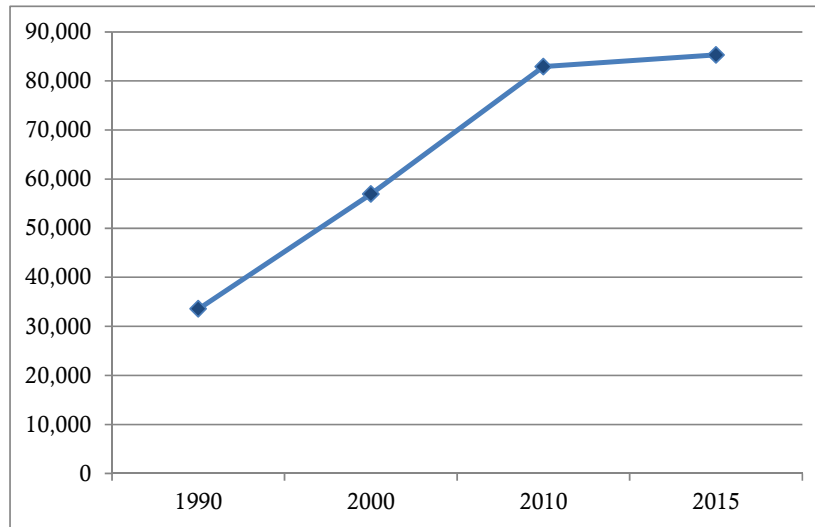
1. Population Growth Trends

A dominant factor in community planning for Tracy has been the increase in population between 2000 and 2010, and the associated housing construction. With the population growth, Tracy has become more diverse racially and ethnically, larger family-households have become more prevalent, and homeownership rates have increased.

Between 1990 and 2000, the Tracy population increased from approximately 33,558 to 56,929 persons (Table 1). This 70-percent increase in population was the highest of any San Joaquin County city during the inter-Census period. Other cities in San Joaquin County had high population growth as well, as shown in Table 1. Lathrop (53 percent) and Escalon (34 percent) had population growth rates that were more than twice that of California (14 percent). Almost 95 percent of the population growth experienced in San Joaquin County during this time was within incorporated cities.

By 2010, the City population reached 82,922, according to the Census. The State Department of Finance (DOF) estimated the current (2015) City population at 85,296, another 2.9 percent increase since 2010. The recent recession that severely impacted the region between 2008 and 2012 contributed to the limited growth in the City. However, the City is beginning to see renewed interest in development and population is expected to increase in the future.

Figure 1: Population Growth Trends



Sources:

1. Bureau of the Census, 1990, 2000, and 2010.
2. State Department of Finance Population and Housing Estimates, 2015

Table 1: Population Growth Trends

Jurisdiction	1990	2000	2010	2015	Population Growth		
					1990-2000	2000-2010	2010-2015
Escalon	4,437	5,963	7,132	7,413	34.4%	19.6%	3.9%
Lathrop	6,841	10,445	18,023	20,353	52.7%	72.6%	12.9%
Lodi	51,874	56,999	62,134	63,719	9.9%	9.0%	2.6%
Manteca	40,773	49,258	67,096	73,787	20.8%	36.2%	10.0%
Ripon	7,455	10,146	14,297	14,922	36.1%	40.9%	4.4%
Stockton	210,943	243,771	291,707	306,999	15.6%	19.7%	5.2%
Tracy	33,558	56,929	82,922	85,296	69.6%	45.7%	2.9%
County Total	480,628	563,598	685,306	719,511	17.3%	21.6%	5.0%

Sources:

1. Bureau of the Census, 1990, 2000, and 2010.
2. State Department of Finance Population and Housing Estimates, 2015.

2. Age Characteristics

A community's current and future housing needs are determined in part by the age characteristics of residents. Typically, each age group has distinct lifestyles, family types and sizes, ability to earn incomes, and therefore, housing preferences. As people move through each stage of life, housing needs and preferences change. Traditional assumptions are that the young adult population (20 to 34 years old) tends to favor apartments, low to moderate cost townhomes/condominiums, and smaller single-family units. The adult population (35 to 64 years old) represents the major market for moderate to relatively high cost condominiums and single-family homes. The senior population (65 years and older) tends to generate demand for low to moderate cost apartments and condominiums, group quarters, and mobile homes. In order to create a balanced community it is important to provide housing options that suit the needs of various age groups.

Between 2000 and 2010, the number of persons between the ages of 18 and 24 in Tracy decreased by one percent (Table 2). This is an age group that, in many communities, is relatively transient and is primarily comprised of college students and people just entering the job market. The City's proportion of young adults/early middle-aged individuals also decreased during this same time period, while the proportion of persons aged 45 to 64 years increased by approximately six percent. A continuation of these trends could be seen through 2013. According to the American Community Survey (ACS) data, the age distribution of Tracy residents between 2009 and 2013 was as follows: nine percent children under five; 22 percent school age children, ten percent college age, 28 percent young adults/early middle age, 23 percent middle-age/near retirement, and eight percent seniors.

The City's age distribution reflects an aging and family-oriented community, where those nearing retirement age and seniors make up an increasingly significant portion of the population. The lack of affordable smaller housing units in Tracy may become an increasingly important issue for the City in the coming years.

Table 2: Age Distribution

Age Group	2000			2010			% Change	
	#	%	% CA	#	%	% CA	Tracy	CA
Preschool (<5 yrs.)	5,360	9%	7%	6,600	8%	7%	-1%	0%
School Age (5-17 yrs.)	14,239	25%	20%	20,068	24%	18%	-1%	-2%
Late Teens/College Age (18-24)	4,248	7%	10%	7,476	9%	11%	2%	1%
Young Adults/Early Middle Age (25-44)	19,947	35%	32%	23,826	29%	28%	-6%	-4%
Middle Age/Near Retirement (45-64)	9,498	17%	21%	19,202	23%	25%	6%	4%
Senior (65+)	3,637	6%	11%	5,750	7%	11%	1%	0%

Note: The % point change column in the table describes the change in representation for each of the age cohorts shown relative to the overall population. For example, the two percent decrease shown for seniors does not mean that the senior population decreased, but rather that the representation of seniors decline from eight percent of the overall population in 2000 to six percent in 2010.

Source: Bureau of the Census, 2000 and 2010.

3. Race and Ethnicity

A community’s racial and ethnic composition may have implications for housing needs to the extent that different groups have different household characteristics and cultural backgrounds that may affect housing needs and preferences. Different racial and ethnic groups differ in their attitudes toward and/or tolerance for “housing problems” as defined by the federal Department of Housing and Urban Development (HUD), including overcrowding and housing cost burden. Perceptions regarding housing density and overcrowding, as well as the cultural practices of living with extended families tend to vary among racial and ethnic groups. Communities with a high proportion of Asian and Hispanic households tend to have a larger average household size due to the cultural practice of living with extended family members. In contrast, communities with a high proportion of White households tend to have a smaller average household size.

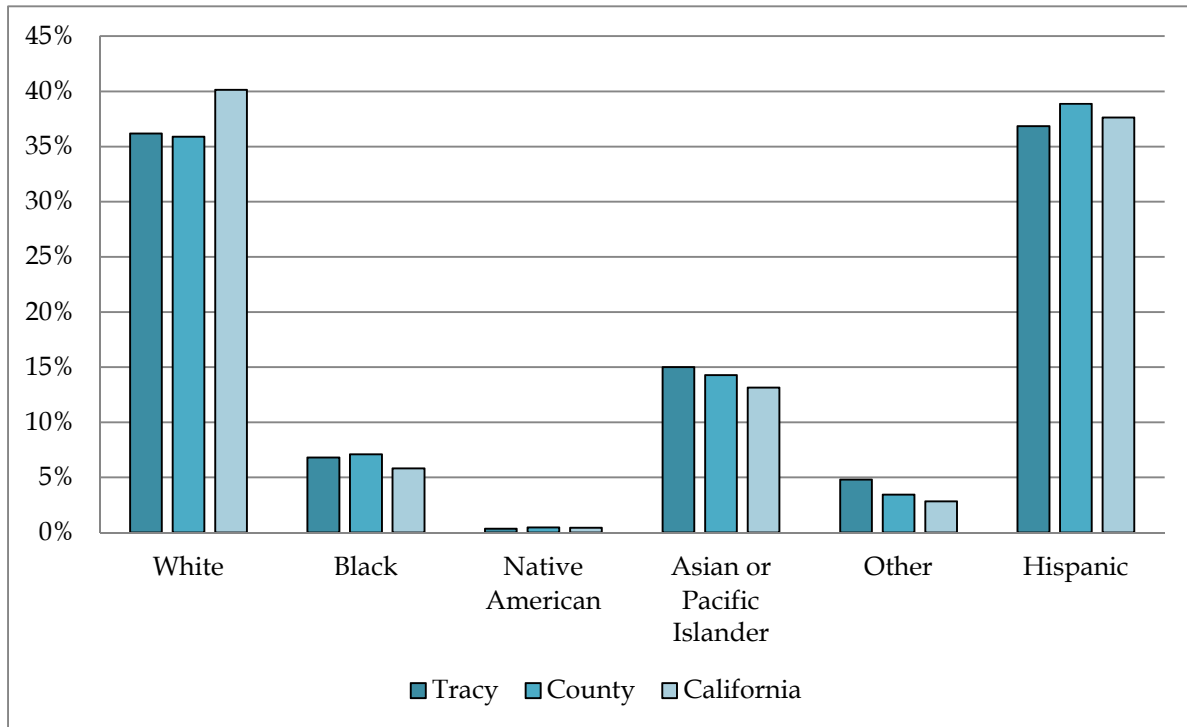
Similar to most other jurisdictions throughout the state and the nation, Tracy has become more racially and ethnically diverse over time. Between 2000 and 2010, the non-Hispanic White population in the City decreased from 54 percent to 36 percent (Table 3). During the same time period, the proportion of all other minority residents, except Native Americans, increased in Tracy. By 2010, Tracy’s racial and ethnic diversity had matched that of both San Joaquin County and the State (see Figure 2). According to ACS data, the racial/ethnic distribution of Tracy residents between 2009 and 2013 was as follows: 35 percent White, 39 percent Hispanic, 16 percent Asian, six percent Black, and five percent Other.

Table 3: Race and Ethnicity

Race/Ethnicity	2010			Percentage Distribution Change, 2000-2010		
	Tracy	County	California	Tracy	County	California
White	36%	36%	40%	-18%	-11%	-7%
Black	7%	7%	6%	2%	1%	-1%
Native American	0%	0%	0%	0%	0%	0%
Asian or Pacific Islander	15%	14%	13%	7%	3%	2%
Other	5%	3%	3%	1%	0%	0%
Hispanic	37%	39%	38%	9%	8%	5%

Source: Bureau of the Census, 2000 and 2010.

Figure 2: Race and Ethnicity



Source: Bureau of the Census, 2010.

B. Household Characteristics

The Census defines a "household" as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, or unrelated persons sharing living quarters. Therefore, the number of households in a community is the same as the number of occupied housing units.

For the purpose of conducting demographic research, the Bureau of the Census defines a family as "a householder and one or more people living in the same household who are related to the householder by birth, marriage, or adoption. All people in a household who are related to the householder are regarded as members of his or her family. A family household may contain people not related to the householder."

Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households. Furthermore, the Census classifies households by type according to the gender of the householder and the presence of relatives. Household characteristics such as size, type, income and tenure reveal important information about the housing needs of a community. Different household sizes, types and income levels often prefer different housing options. Typical household types included in the Census are: family households versus non-family households (unrelated persons living together). Family households can include married couples with or without children, single-parent households with children, or other family households such as grandparents with grandchildren, siblings living together, or other extended family members living together. Non-family households are

typically unrelated persons living together but also include singles living alone. Average household size is estimated based on all persons in all households (including singles), whereas the average family size is based on all related members in family households.

However, for zoning purposes, California court cases have ruled that a definition of “family” that: 1) limits the number of persons in a family; 2) specifies how members of the family are related (i.e. by blood, marriage or adoption, etc.), or (3) defines a group of not more than a certain number of unrelated persons as a single housekeeping unit is invalid. Court rulings stated that defining a family does not serve any legitimate or useful objective or purpose recognized under the zoning and land planning powers of the jurisdiction, and therefore violates rights of privacy under the California Constitution. A zoning ordinance also cannot regulate residency by discriminating between biologically related and unrelated persons. Furthermore, a zoning provision cannot regulate or enforce the number of persons constituting a family. Therefore, for the purpose of implementing its zoning regulations, the City recently amended its Zoning Ordinance to define a family as follows: “Family” means one or more persons occupying a single dwelling unit, under no more than one written or oral rental agreement.”

The following discussions focus on the characteristics of households in the City, based on data obtained from the Bureau of the Census, and therefore utilize the Census definitions of households and families. Later in this Housing Element in the Housing Constraints section, the discussions focus on the City’s zoning regulations and therefore, the City’s zoning definition of family is used.

1. Household Type and Size

Different household types generally have different housing needs. For example, seniors or young adults usually comprise the majority of single-person households and tend to reside in apartment units, condominiums, or smaller single-family homes. Families with children often prefer single-family homes.

The proportion of family households in Tracy increased one percentage point from 2000 to 2010, representing 82 percent of all households in the City in 2010. The proportional share of family households in California, however, did not change. Average family size also increased slightly in Tracy (Table 4). Compared to California, Tracy has a much larger share of married-couple, family households with children (38 percent versus 23 percent). However, the overall proportion of this family type decreased three percent during the 2000s. Among all household types, other family households experienced the largest growth (four percent) between 2000 and 2010. According to the ACS data, between 2009 and 2013, 81 percent of Tracy households were family households. Of the City’s households, 51 percent included children under the age of 18, and 49 percent did not include children. About 14 percent of Tracy residents lived alone and five percent were other non-family households.

The City’s average household and family size, both of which have historically been higher than the State average, increased even more between 2000 and 2010. According to Department of Finance (DOF) estimates for 2015, Tracy’s average household size is 3.48 persons, the second highest among San Joaquin County cities after the City of Lathrop.

Table 4: Household Types

Household Type	2000			2010			Change in Distribution (Percentage Points)		
	Tracy HHs	%	CA %	Tracy HHs	%	CA %	Tracy HHs	%	CA %
Families	14,308	81%	69%	19,945	82%	69%	5,637	1%	0%
Married w/ Children	7,237	41%	26%	9,148	38%	23%	1,911	-3%	-3%
Married No Children	4,213	24%	25%	5,974	25%	26%	1,761	1%	1%
Other Families	2,858	16%	18%	4,823	20%	19%	1,965	4%	1%
Non-Families	3,312	19%	31%	4,386	18%	31%	1074	-1%	0%
Singles	2,530	14%	24%	3,326	14%	23%	796	0%	-1%
Other Non-Families	782	4%	8%	1060	4%	8%	278	0%	0%
Total Households	17,620	100%	100%	24,331	100%	100%	6,711	--	--
	Tracy	CA		Tracy	CA		Tracy	CA	
Average Household Size		3.21	2.87		3.40	2.90		6%	1%
Average Family Size		3.56	3.43		3.72	3.45		4%	1%

Note: The % Change column represents a percentage point change of the share of each type of household between 2000 and 2010, not the percentage growth of each type of household. "HHs" = households.

Source: Bureau of the Census, (2000 and 2010).

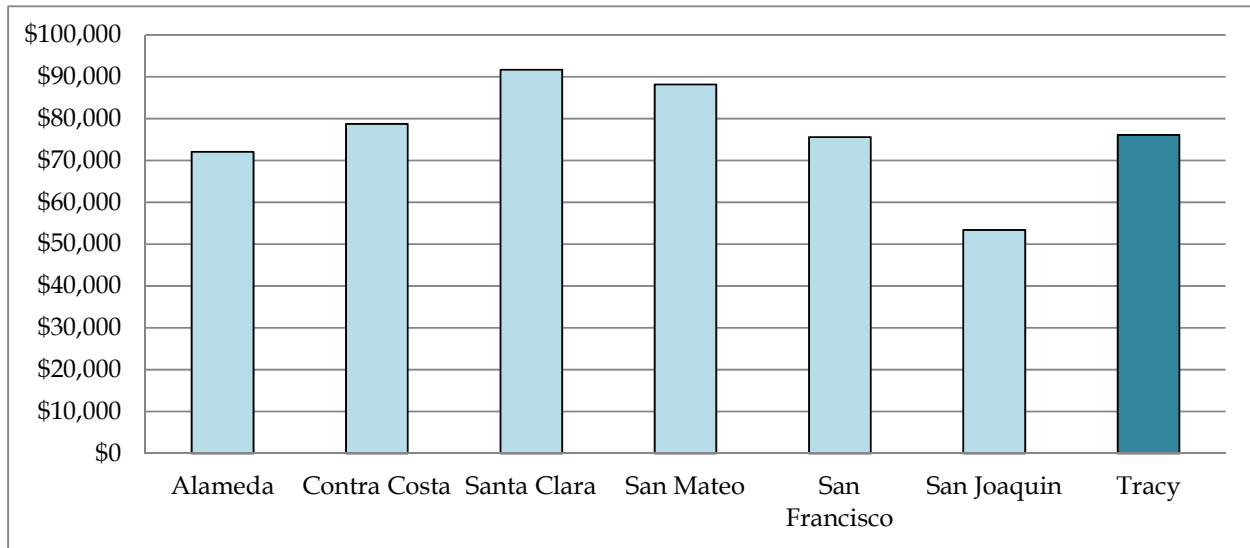
2. Household Income

Household income indicates the wealth of a community and therefore is directly connected to the ability to afford housing. Median household income compared to neighboring communities provides a way to measure income in Tracy against other cities.

In 2013, households in the County of San Joaquin had a significantly lower median income (\$53,380) than surrounding counties. However, residents of the County also had a much lower cost of living. In general, though, Tracy's median household income (\$76,098) is more comparable to the nearby counties of Alameda and San Francisco than its own County. The City's median household income was 43 percent higher than that of San Joaquin County, and 23 percent higher than the State average (Figure 3).

The San Joaquin Valley has become a destination for Bay Area workers seeking lower cost housing and a lower cost of living overall. This can create difficulty for local workers competing for valley housing. Compared to the East Bay counties, the median income in the County of San Joaquin is approximately 35 percent lower than Alameda County (\$72,112), 72 percent lower than Santa Clara County (\$91,702), 65 percent lower than San Mateo County (\$88,202), 42 percent lower than San Francisco County (\$75,604), and 48 percent lower than Contra Costa County (\$78,756).

Figure 3: Median Household Income



Source: Bureau of the Census, American Community Survey, 2009-2013.

Median household income provides only partial insight into a community’s income profile. A more detailed breakdown of households by income category can provide more information about the proportion of households in Tracy whose limited incomes may lead them to have a higher incidence of housing problems such as overpayment (paying more than 30 percent of income on housing) or overcrowding (having more than one person per room).

According to ACS data, between 2009 and 2013, a majority of Tracy households earned annual incomes of \$75,000 or more (Table 5). In addition, households earning \$100,000 or more comprised over one-third of households in the City. By comparison, household incomes in San Joaquin County were more evenly distributed throughout the various income levels—with a significantly higher proportion of households earning less than \$50,000 annually and a noticeably lower proportion of households earning more than \$100,000.

Table 5: Household Income Distribution (2013)

Household Income	Tracy		County	
	Number	%	Number	%
Less than \$10,000	847	3.5%	12,419	5.8%
\$10,000 to \$14,999	564	2.3%	12,641	5.9%
\$15,000 to \$24,999	1,476	6.0%	23,162	10.7%
\$25,000 to \$34,999	1,743	7.1%	21,547	10.0%
\$35,000 to \$49,999	2,927	12.0%	30,908	14.3%
\$50,000 to \$74,999	4,445	18.2%	39,089	18.1%
\$75,000 to \$99,999	3,659	15.0%	26,972	12.5%
\$100,000 or more	8,769	35.9%	48,825	22.6%
Total	24,430	100.0%	215,563	100.0%

Note: The 2008-2013 American Community Survey estimates measure household income in the past 12 months (in 2013 inflation-adjusted dollars).

Source: Bureau of the Census, American Community Survey, 2009-2013.

To facilitate the analysis of income distribution among households in communities, the State Department of Housing and Community Development (HCD) groups households into categories by income. Income categories are determined as a percentage of the Area Median Income (AMI) and then adjusted for household size in the following manner:

- Extremely Low Income – 0 to 30 percent AMI
- Very Low Income – 31 to 50 percent of the AMI
- Low Income – 51 to 80 percent of the AMI
- Moderate Income – 81 to 120 percent of the AMI
- Above Moderate Income – above 120 percent of the AMI

Based on the HCD income categories described above, in 2011, approximately 76 percent of Tracy households earned moderate or above moderate incomes, while 24 percent of households can be classified as extremely low, very low, and low income households (Table 6).¹

Table 6: Households by Income Category (2011)

Income Category (% of County AMI)	Households	Percent
Extremely Low (30% or less)	1,380	5.8%
Very Low (31 to 50%)	1,735	7.4%
Low (51 to 80%)	2,495	10.6%
Moderate or Above (over 80%)	17,990	76.2%
Total	23,600	100.0%

Source: Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS), based on the 2007-2011 American Community Survey.

C. Employment Market

Employment has an important impact on housing needs. Incomes associated with different jobs and the number of workers in a household determines the type and size of housing a household can afford. In some cases, the types of jobs themselves can affect housing needs and demand (such as in communities with military installations, college campuses, and large amounts of seasonal agriculture). Employment growth typically leads to strong housing demand, while the reverse is true when employment contracts.

1. Employment

Between 2008 and 2013, Tracy had an unemployment rate of 9.7 percent—similar to the 10.1 percent unemployment rate for San Joaquin County. The City’s unemployment rate has increased (by two percentage points) since between 2006 and 2010. The education/health/social service, manufacturing, and retail industries have employed the most Tracy residents since 2006 (Table 7). While education/health/social service and manufacturing jobs are typically associated with moderate incomes, retail jobs tend to offer lower wages. Table 8 lists the top ten

¹ Data was obtained from the Comprehensive Housing Affordability Strategy (CHAS) prepared for HUD by the Census Bureau using 2000 Census data. CHAS data does not provide a breakdown of household income for those with more than 80 percent AMI as those households are not qualified for federal housing programs.

employers in Tracy. Safeway is the City's largest employer, followed closely by Tracy Unified School District, the Defense Depot, and the Deuel Vocational Institute.

Table 7: Employment Profile

Industry	2006-2010		2008-13	
	#	%	#	%
Agriculture, Forestry, Fishing and Hunting, and Mining	430	1.2%	505	1.4%
Construction	3,346	9.4%	3,248	8.9%
Manufacturing	4,755	13.4%	4,561	12.5%
Wholesale Trade	1,176	3.3%	1,758	4.8%
Retail Trade	4,785	13.5%	5,485	15.0%
Transportation and Warehousing, and Utilities	2,295	6.5%	1,957	5.4%
Information	1,236	3.5%	1,255	3.4%
Finance, Insurance, Real Estate	2,376	6.7%	2,016	5.5%
Professional, Scientific, Management, Administrative	4,227	11.9%	4,273	11.7%
Educational, Health and Social Services	5,106	14.4%	5,580	15.3%
Arts, Entertainment, Recreation, Accommodation & Food Services	2,581	7.3%	2,882	7.9%
Other Services	1,412	4.0%	1,563	4.3%
Public Administration	1,708	4.8%	1,454	4.0%
Total	35,433	100.0%	36,537	100.0%

Sources: Bureau of the Census, American Community Survey, (2006-2010 and 2008-2013).

Table 8: Major Employers

Firm	Industry	Employees
Safeway Distribution Center	Distribution	2,000
Tracy Unified School District	Education	1,600
Defense Depot San Joaquin	Government Agency	1,375
Deuel Vocational Institute	State Prison Facility	1,300
Sutter Tracy Community Hospital	Medical Care	568
City of Tracy	Municipal Services	461
Taylor Farms Pacific	Food Processor	408
Owens-Illinois, Inc.	Glass Container Manufacturer	400
Adesa Golden Gate	Car Auction	360
Costco Distribution Center	Distribution Perishable	329

Source: City of Tracy, 2015.

Housing development in the City is meeting the needs of many Bay Area employees who are themselves priced out of ownership in the areas where they work. Since local residents employed in Tracy tend to have lower wages, a housing market dictated by persons commuting to Bay Area jobs and their willingness (and ability) to pay presents difficulties in meeting the housing needs of people who live and/or work in Tracy. Table 9 displays mean annual wage data for occupations compiled by the California Employment Development Department (EDD) for the Stockton Metropolitan Statistical Area. Table 9 shows that farming, food preparation and serving, personal care and service, maintenance, and health care support occupations offer

the lowest wages in the region. At least 10 percent of the City’s population (Table 7) is employed in these low wage occupations.

Table 9: Mean Salary By Occupation (2014 1st Quarter)-Stockton MSA, San Joaquin County

Occupation	Mean Annual Salary
Management	\$98,185
Legal	\$95,830
Healthcare Practitioners and Technical	\$86,279
Computer and Mathematical	\$69,424
Architecture and Engineering	\$81,291
Life, Physical and Social Sciences	\$72,206
Business and Financial	\$66,800
Protective Service	\$52,569
Community and Social Services	\$52,346
Construction and Extraction	\$51,872
Installation, Maintenance and Repair	\$47,297
Arts, Design, Entertainment, Sports and Media	\$43,797
Office and Administrative Support	\$36,645
Production	\$35,139
Transportation and Material Moving	\$34,888
Sales	\$34,408
Healthcare Support	\$30,109
Building and Grounds Cleaning and Maintenance	\$29,081
Personal Care and Service	\$24,053
Food Preparation and Serving	\$22,249
Farming, Fishing and Forestry	\$19,682

Source: California Employment Development Division, 2015.

2. Commuting Patterns

Commuting patterns demonstrate the relationship between housing to employment opportunities. The lack of a geographic match between employment centers and housing leads to traffic congestion, air quality deterioration, increased transportation infrastructure needs, and many other adverse environmental and economic problems. Developing housing, particularly near employment centers, can help reduce the occurrence of these environmental and economic problems and place people in closer proximity to the services they need. The availability of housing generally encourages a healthy economy, and could support downtown revitalization efforts.

According to ACS data, between 2008 and 2013, nearly 55 percent of Tracy’s workforce travels to another county for employment. This rate is more than double that of San Joaquin County (26 percent) and the highest among surrounding counties (Table 10). While the proportion of long distance commuters in Tracy remains high, this number has decreased by three percent since 2000. However, this decrease may have been a result of the recession.

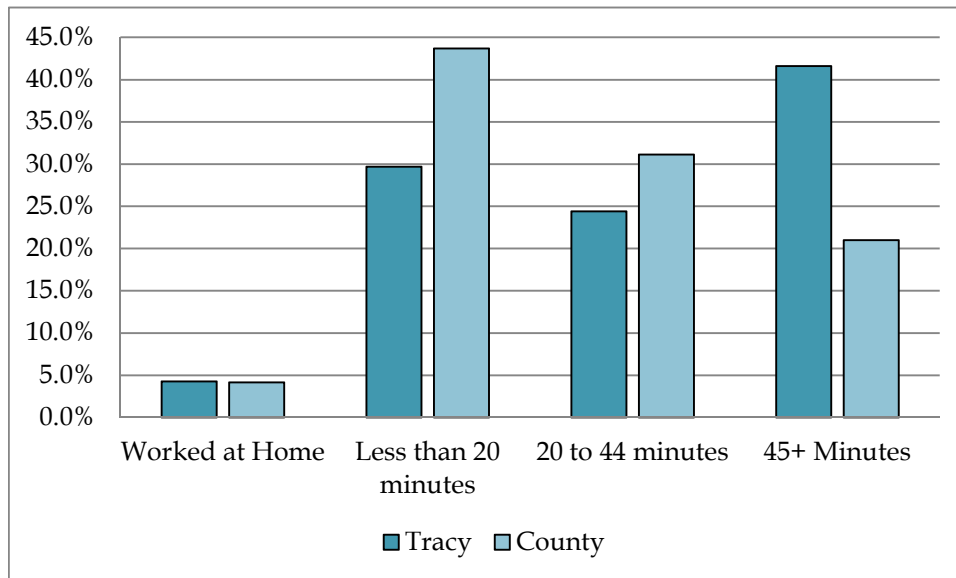
Table 10: Place of Work

Place of Work	CA	Alameda Co.	Contra Costa Co.	San Joaquin Co.	San Mateo Co.	Santa Clara Co.	Tracy
Outside of County of Residence 2000	17%	33%	42%	23%	42%	12%	58%
Outside of County of Residence 2013	17%	34%	41%	26%	41%	13%	55%
Change in Proportion (2000 - 2013)	0%	1%	-1%	3%	-1%	1%	-3%

Source: Bureau of the Census, 2000 and American Community Survey, 2008-2013.

The high rate of residents working in other counties corresponds with longer commute times for Tracy residents compared to the rest of the County. Figure 4 summarizes commute times for workers age 16 and over in Tracy and San Joaquin County, according to 2009-2013 ACS data. Approximately 34 percent of employed Tracy residents either worked at home or lived relatively close to their place of employment (had travel times to work of less than 20 minutes). An additional 24 percent had commutes between 20 to 44 minutes and the remaining 42 percent had commutes of 45 minutes or longer.

Figure 4: Travel Time to Work



Source: Bureau of the Census, American Community Survey, 2009-2013.

The vast majority of Tracy residents (77 percent) drove alone to work between 2009 and 2013. A similar proportion of County residents also drove to work alone during this time period. In general, the method of transportation City residents chose to take to work matched countywide trends (Table 11).

Table 11: Means of Transportation to Work

Means of Transportation	Tracy	County
Drove Alone	76.9%	76.7%
Carpooled	13.6%	14.5%
Public Transportation	2.4%	1.4%
Bicycle	0.4%	0.5%
Walked	1.4%	1.9%
Taxicab, Motorcycle, Other Means	0.9%	0.9%
Worked at home	4.3%	4.2%
Total	100.0%	100.0%

Source: Bureau of the Census, American Community Survey, 2009-2013.

According to the 2013 Interregional Multimodal Commute Trip Planning Study, commuters from the counties of San Joaquin, Merced, and Stanislaus primarily travel to the Bay Area for work. To better serve commuters in this tri-county area, the Study has recommended that the San Joaquin Council of Governments (SJCOG) take the following actions:

- Establish a centralized “one-stop shop” for commuters to get information on travel mode alternatives.
- Give information to commuters and other travelers about available options that might save them time or money.
- Shift people from single occupant vehicles to other modes, allowing for cleaner air and less peak period traffic congestion.
- Provide employers with an additional tool to help them comply with rule 9410 and to provide an additional benefit to their employees.
- Provide easy interface with emerging technologies such as smart phones and tablet computers to provide commuters with more convenient access to information on travel modes and road conditions.
- Help transit operators provide more coordinated service in the region.
- Keep planners informed about current travel patterns and mode choice trends.

D. Housing Problems

The Comprehensive Housing Affordability Strategy (CHAS) developed by the Census for HUD provides detailed information on housing needs by income level for different types of households in Tracy. Detailed CHAS data based on the 2007-2011 ACS is displayed in Table 12. Housing problems considered by CHAS include:

- Units with physical defects (lacking complete kitchen or bathroom);
- Overcrowded conditions (housing units with more than one person per room);
- Housing cost burden, including utilities, exceeding 30 percent of gross income; or
- Severe housing cost burden, including utilities, exceeding 50 percent of gross income.

The types of problems experienced by households in Tracy vary according to household income, type, and tenure; however, general trends include:

- Renter-households are more likely to experience housing problems (56 percent) than owner-households (50 percent).
- Large renter-families were more likely to experience housing problems than all other household types (79 percent).
- Very low income (86 percent) and low income households (82 percent) were significantly more likely than households of other income levels to experience housing problems.

Table 12: Housing Assistance Needs of Lower Income Households (2011)

Household by Type, Income, and Housing Problem	Renters				Owners			Total Households
	Elderly	Small Families	Large Families	Total Renters	Elderly	Large Families	Total Owners	
Extremely Low Income (0-30% MFI)	215	435	85	905	150	0	475	1,380
% with any housing problem	33%	82%	100%	64%	73%	--	65%	64%
% with cost burden >30%	33%	82%	100%	64%	73%	--	65%	64%
% with cost burden > 50%	21%	71%	100%	56%	67%	--	58%	57%
Very Low Income (31-50% MFI)	320	490	215	1,190	135	105	545	1,735
% with any housing problem	61%	91%	100%	85%	52%	100%	88%	86%
% with cost burden >30%	62%	91%	100%	86%	56%	100%	89%	87%
% with cost burden >50%	53%	79%	65%	67%	37%	100%	76%	70%
Low Income (51-80% MFI)	25	485	340	1,175	310	495	1,320	2,495
% with any housing problem	60%	72%	96%	80%	56%	98%	84%	82%
% with cost burden >30%	60%	69%	87%	73%	56%	98%	83%	79%
% with cost burden > 50%	60%	45%	26%	35%	47%	82%	71%	54%
Total Households	1,025	3,950	1,330	7,695	2,015	3,190	15,905	23,600
% with any housing problem	54%	50%	79%	56%	38%	61%	50%	52%

Note: Data presented in this table are based on special tabulations from sample Census data. The number of households in each category usually deviates slightly from the 100% total due to the need to extrapolate sample data out to total households. Interpretations of these data should focus on the proportion of households in need of assistance rather than on precise numbers.

Source: HUD Comprehensive Housing Affordability Strategy (CHAS), (based on the 2007-2011 American Community Survey).

1. Overpayment (Cost Burden)

A household is considered to be overpaying for housing (or cost burdened) if it spends more than 30 percent of its gross household income on housing. Problems of overpayment occur when housing costs rise faster than incomes or when households are forced to pay more than they can afford for housing of adequate size, condition, and amenities to meet their needs. The prevalence of overpayment varies significantly by income, tenure, household type, and household size.

CHAS tabulations (based on ACS data) reported that 48 percent of Tracy households (11,417 households) overpaid for housing between 2007 and 2011. Housing cost burden typically varies by income level, tenure, household type, and household size. In Tracy, renters and owners were overpaying for housing at a nearly equal rate, whereas in the County as a whole, overpayment among owners was less prevalent than among renters.

2. Overcrowding

Overcrowding is typically defined as a housing unit occupied by more than one person per room. Overcrowding typically occurs when there are not enough adequately sized units within a community, when high housing costs relative to income force too many individuals to share a housing unit than it can adequately accommodate, or when families reside in smaller units than they need to devote income to other necessities, such as food and health care. Overcrowding tends to accelerate the deterioration of housing. Therefore, maintaining a reasonable level of occupancy and alleviating overcrowding are critical to enhancing quality of life.

According to the 2008-2013 ACS, approximately six percent of housing units in the City (1,546 units) were overcrowded. Overcrowding disproportionately affected renters (13 percent versus three percent), indicating overcrowding may be the result of an inadequate supply of larger sized rental units. While 80 percent of occupied housing units in the City had three or more bedrooms (the minimum size considered large enough to avoid most overcrowding issues for large households), only a fraction of these units (22 percent) were occupied by renters.

Table 13: Overcrowding (2013)

Occupants per Room	Owner Occupied		Renter Occupied		Total	
	#	%	#	%	#	%
0 To 1 Occupants per Room	15,639	97.3%	7,245	86.8%	22,884	93.7%
1.01 To 1.50 Occupants per Room	327	2.0%	798	9.6%	1,125	4.6%
1.51 To 2.00 Occupants per Room	44	0.3%	306	3.7%	350	1.4%
2.01 Or More Occupants per Room	71	0.4%	0	0.0%	71	0.3%
Overcrowded Units	442	2.7%	1,104	13.2%	1,546	6.3%
Total Housing Units	16,081	100.0%	8,349	100.0%	24,430	100.0%

Source: Bureau of the Census, American Community Survey, 2009-2013.

E. Special Housing Needs

Certain groups have greater difficulty finding decent, affordable housing due to special needs and/or circumstances. Special circumstances may be related to one’s employment and income, family characteristics, disability, and household characteristics, among other factors. Consequently, some residents in Tracy may experience a higher prevalence of housing overpayment, overcrowding, or other housing problems.

“Special needs” groups include the following: seniors, persons with disabilities, large households, single-parent households, farmworkers, persons living in poverty, and the homeless (Table 14). This section provides a detailed discussion of the housing needs facing each particular group as well as programs and services available to address their housing needs.

Table 14: Special Needs Groups

Special Needs Group	Number of Persons or Households	Number of Owners	%	Number of Renters	%	% of Total Households or Persons
Households with Members Age 65+	4,234	--	--	--	--	17.4%
Senior-Headed Households	2,895	2,112	73.0%	783	27.0%	11.9%
Senior Living Alone	1,026					4.2%
Persons with Disabilities	6,909	--	--	--	--	8.3%
Large Households	5,829	3,660	62.8%	2169	37.2%	24.0%
Single-Parent Households with Children	2,713	--	--	--	--	11.2%
Female-Headed Households with Children	1,827	--	--	--	--	7.5%
In Poverty	441	--	--	--	--	1.8%
Farmworkers	505	--	--	--	--	0.6%
Residents Living Below Poverty	6,770	--	--	--	--	7.0%
Homeless	122	--	--	--	--	0.1%

Sources: Bureau of the Census, 2010, American Community Survey (ACS), 2009-2013; San Joaquin County 2015 Point-in-Time Unsheltered Homeless Count Report.

1. Seniors

Seniors face unique housing circumstances because of three factors: a limited or fixed income; health care costs; and disabilities. Specifically, people aged 65 years and older often have four main concerns:

- *Housing:* Many seniors live alone and may have difficulty maintaining their homes.
- *Income:* People aged 65 and over are usually retired and living on a limited income.
- *Health care:* Seniors are more likely to have high health care costs.
- *Transportation:* Many of the elderly rely on public transportation; especially those with disabilities.

According to the 2010 Census, approximately 5,750 seniors (about seven percent of the total population) lived in Tracy. In addition, approximately 12 percent of all households in the City were headed by seniors. Of these senior-headed households, most (73 percent) owned their homes; the remaining 27 percent of senior-headed households rented their homes. Housing cost burden is a significant issue for these households. Approximately 43 percent of senior-headed households overpaid for housing. Specifically, 38 percent of senior homeowners and 52 percent of senior renters experienced a housing cost burden.

Aside from housing cost burden issues faced by seniors due to their relatively fixed incomes, many seniors are also faced with various disabilities. Approximately 35 percent of Tracy seniors had a disability between 2009 and 2013—a slight decrease from 2000 (when 38 percent of seniors reported having a disability).

The 2010 Census reported that 75 percent of the City’s elderly residents were living in family households either with spouse or with other family members (Table 15). However, a significant portion (18 percent) of these seniors lives alone.

Table 15: Elderly Residents by Household Type

Household Type	Number	%
Family Households	4,322	75.2%
Living with Spouse	1,020	17.8%
Other Family Household	3,302	57.4%
Non-Family Households	1,175	20.4%
Elderly Living Alone	1,026	17.8%
Group Quarters	253	4.4%
Total Elderly Population	5,750	100.0%

Source: Bureau of the Census, 2010.

Senior homeowners, particularly elderly women, may require assistance in performing regular home maintenance or repair activities due to physical limitations or disabilities. These in-home needs and other senior needs can be met through a range of services, including congregate care, rent subsidies, shared housing programs, and housing rehabilitation assistance. For the frail or disabled elderly, housing with architectural design features that accommodate disabilities can ensure continued independent living. Those with a mobility or self-care limitation may require transportation alternatives or shared housing options.

Resources Available

The City recognizes the extensive housing needs of seniors in the community. There are currently two affordable senior housing complexes in the City of Tracy—Tracy Garden Apartments and Tracy Place Senior Apartments. In addition, the City contracts with the San Joaquin County Housing Authority to provide Housing Choice Vouchers to very low income households. The City also facilitates housing options for seniors through residential care facilities. As of June 2015, a total of 16 residential care facilities for the elderly (with a total capacity of 327 beds) are operating in Tracy.

In addition, the City operates the Lolly Hansen Senior Center, which offers a wide variety of classes, activities, special events and services, to benefit its senior residents. The Center's programs include:

- *Senior Link*: Specialist provides assistance with access to information, local agencies and service providers.
- *Lunch Program*: Home delivered hot meals available to homebound and/or temporarily ill persons.
- *Daily Nutrition Lunch*: Hot lunches provided for individuals over the age of 60.
- *Paralegal Services*: Paralegal service is provided free of charge by the El Concilio organization.
- *Brown Bag*: Delivers bags of supplemental groceries to low-income senior citizens throughout San Joaquin County provided by Second Harvest Food Bank.
- *TRACER*: A Fixed Route bus service for seniors and persons with disabilities.

2. Persons with Disabilities

In Tracy and elsewhere, persons with disabilities have a wide range of different housing needs, which vary depending on the type and severity of the disability as well as personal preference and lifestyle. Physical, mental, and/or developmental disabilities may prevent a person from working, restrict one's mobility, or make it difficult to care for oneself. "Barrier-free design" housing, accessibility modifications, proximity to services and transit, and group living opportunities represent some of the types of considerations and accommodations that are important in serving this group. Also, some residents suffer from disabilities that require living in a supportive or institutional setting.

According to the 2009-2013 ACS, approximately nine percent of Tracy residents (6,909 persons) over five years of age had a disability. The ACS tallied the number of disabilities by type for residents with one or more disabilities. Among the disabilities tallied, ambulatory (49 percent) and cognitive (38 percent) difficulties were the most common (Table 16). However, the prevalence of certain disabilities does vary by age. For example, cognitive difficulties accounted for 78 percent of disabilities tallied among five to 17 year olds, while 69 percent of disabilities tallied among seniors were ambulatory difficulties.

Table 16: Disabilities Tallied by Age and Type

Type of Disability	% of Disabilities Tallied			
	5 to 17	18 to 64	65+	Total
With a hearing difficulty	10.2%	19.8%	38.5%	24.8%
With a vision difficulty	6.6%	8.3%	13.6%	9.8%
With a cognitive difficulty	78.0%	36.8%	27.5%	37.8%
With an ambulatory difficulty	3.4%	45.3%	68.9%	48.8%
With a self-care difficulty	12.1%	14.4%	27.8%	18.5%
With an independent living difficulty	--	32.4%	51.6%	35.3%
Total Persons with Disabilities	677	4,027	2,205	6,909

Notes:

1. Persons under 5 years of age are not included in this table.
2. Persons may have multiple disabilities.

Source: Bureau of the Census, American Community Survey, 2009-2013.

A recent change in State law requires that the Housing Element discuss the housing needs of persons with developmental disabilities. As defined by Section 4512 of the Welfare and Institutions Code, “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. As defined by the State of California’s Director of Developmental Services, in consultation with the Superintendent of Public Instruction, this term shall include 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.” This term also reflects the individual’s need for a combination and sequence of special, interdisciplinary, or generic services, individualized supports, or other forms of assistance that are of lifelong or extended duration and are individually planned and coordinated.

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 Census does not record developmental disabilities. According to the U.S. Administration on Developmental Disabilities, an accepted estimate of the percentage of the population that can be defined as developmentally disabled is 1.5 percent. This equates to 1,244 persons in Tracy with developmental disabilities, based on the 2010 Census population. The Valley Mountain Regional Center (VMRC) provides services for persons with developmental disabilities in Amador, Calaveras, San Joaquin, Stanislaus, and Tuolumne counties. According to VMRC, as of March 2015, VMRC serves 725 Tracy residents. Most of these individuals were residing in a private home with their parent or guardian (89 percent) and 470 persons (65 percent) were under the age of 18.

Resources Available

Housing options for persons with disabilities also include community care facilities. As of June 2015, the City of Tracy currently has:

- Six Adult Residential Care facilities – 35 beds total
- One Group Home – 23 beds total
- 16 Residential Care for the Elderly facilities – 327 beds total

In addition, VMRC is a private, non-profit corporation that contracts with the State of California to provide diagnostic, evaluation, case management, and early intervention services to people with developmental disabilities. VMRC purchases services such as respite, out-of-home placement, adult day programs, transportation, behavior intervention, infant development services, clinical, and diagnostic services for people with developmental disabilities.

3. Large Households

Large households are defined as those consisting of five or more members. These households comprise a special need group because of the often limited supply of adequately sized and affordable housing units in a community. To save for other basic necessities such as food, clothing and medical care, it is common for lower income large households to reside in smaller units, which frequently results in overcrowding.

In 2010, approximately 24 percent of total households in Tracy were considered large households. Of these large households, approximately 63 percent owned the units they occupied and 37 percent rented. Finding large rental units (with three or more bedrooms) is a common problem for large families, particularly large renter households earning lower incomes. According to the 2009-2013 ACS, of the 24,430 occupied housing units in Tracy, 80 percent had three or more bedrooms (the minimum size considered large enough to avoid most overcrowding issues for large households). However, only about one-fifth of these units (22 percent) were occupied by renters.

Resources Available

The Section 8 Housing Choice Voucher program extends assistance to large households with overcrowding and cost burden issues. Homebuyer assistance and housing rehabilitation programs can also benefit large households with lower and moderate incomes.

4. Single-Parent Households

Single-parent families, particularly female-headed families with children, often require special consideration and assistance because of their greater need for affordable housing and accessible day care, health care, and other supportive services. Female-headed families with children are considered a vulnerable group because they must balance the needs of their children with work responsibilities, often while earning limited incomes.

The 2010 Census showed that single parent households comprised approximately eleven percent of Tracy households. Of these households, 67 percent (1,827 households) were headed by females. Female-headed households, and particularly those with children, often have a higher incidence of poverty when compared to other household types. According to the 2009-2013 ACS, of female-headed families with children under 18 in Tracy, approximately 22 percent had incomes below the poverty level. Female-headed households need affordable housing in areas with access to transit networks, schools and parks, and daily services.

Resources Available

The City offers a number of housing programs and supportive services for lower and moderate income households in general that can also benefit female-headed households.

5. Farmworkers

Farmworkers are traditionally defined as persons whose primary incomes are earned through seasonal agricultural labor. They have special housing needs because of their relatively low income and the transient, seasonal nature of their job. The 2009-2013 ACS found that 505 Tracy residents were employed in the agriculture, forestry, fishing hunting, and mining industry, making up approximately 1.4 percent of the population in Tracy.

Farmworker populations are typically difficult to estimate. The 2008-2012 American Community Survey estimated the farmworker population of San Joaquin County to be 13,365 persons, while the 2012 Employee Development Department estimated the County's farmworker population to be 15,612 persons. The United States Department of Agriculture Census estimated the 2012 San Joaquin County farmworker population at 24,872 persons. No specific information is available at the city level. However, given that the City of Tracy is highly urbanized with farming activities located primarily in the unincorporated areas outside the current city limits, the farmworker population in the City is limited.

Resources Available

Because the City's farmworker population is small, no special housing programs for this group are necessary. The housing needs of farmworkers in the City can be met through the various affordable housing programs that are available to all lower income households.

6. Residents Living Below Poverty

Families, particularly female-headed families, are disproportionately affected by poverty. According to 2009-2013 ACS data, eight percent of the City's total residents (6,770 persons) were living in poverty. However, nearly 22 percent of female-headed families with children had incomes below the poverty level.

7. Homeless

According to the U.S. Department of Housing and Urban Development (HUD), a person is considered homeless if he/she is not imprisoned and:

- Lacks a fixed, regular, and adequate nighttime residence;
- The primary nighttime residence is a publicly or privately operated shelter designed for temporary living arrangements;
- The primary residence is an institution that provides a temporary residence for individuals that should otherwise be institutionalized; or
- The primary residence is a public or private place not designed for or ordinarily used as a regular sleeping accommodation.

According to the San Joaquin County 2015 Point-In-Time Unsheltered Homeless Count, 122 homeless adults and 12 homeless children were counted in the City of Tracy.

Resources Available

Services and facilities available to the homeless in and around Tracy are listed in Table 17.

Table 17: Homeless Services

Organization	Services
Central Valley Low Income Housing Corporation	Provides rent assistance and supportive services to homeless families and individuals, including case management, budgeting assistance/ counseling, education assistance, and job search preparation.
New Directions	Serves homeless individuals who have a history of substance abuse. Program participants reside in dormitories and receive supportive services which include individual and group counseling.
Lutheran Social Services of Northern California	Provides rent assistance and support services to homeless former foster youth with disabilities. Supportive services include case management, education assistance, child care, and transportation assistance.
Coalition of Tracy Citizens to Assist the Homeless (CTCAH)	Operates Emerson House, a transitional shelter for homeless men.
Tracy Interfaith Ministries	Provides bagged groceries and clothing for homeless individuals, and works with the Salvation Army to provide one-night vouchers for Tracy motels.
McHenry House Tracy Family Shelter	Provides shelter to homeless families and single women.
Stockton Shelter for the Homeless	Provides short- and long-term housing and supportive services for homeless families and individuals.
Gospel Center Rescue Mission	Provides emergency housing and services to homeless families and individuals and operates the New Hope Family Shelter, a six-month transitional program.

F. Housing Stock Characteristics

A community’s housing stock is defined as the collection of all housing units located within the jurisdiction. The characteristics of the housing stock, including growth, type, age and condition, tenure, vacancy rates, housing costs, and affordability are important in determining the housing needs for the community. This section details the housing stock characteristics of Tracy to identify how well the current housing stock meets the needs of current and future residents of the City.

1. Housing Growth

Tracy experienced rapid housing growth from 1990 to 2005. The total number of housing units in the City increased 49 percent between 1990 and 2000 and another 44 percent from 2000 to 2010. Until 2010, Tracy’s housing growth had consistently outpaced countywide housing growth as well as growth experienced in most surrounding communities (Table 18). Much of the housing growth that occurred between 2000 and 2010, however, took place in the first half of the decade. Residential building permit data indicates that a tremendous amount of housing development occurred in Tracy between 2000 and 2004. The City issued over 6,600 residential building permits during that four-year time period. Residential development declined sharply in 2005 due to decreased housing demand and the voter-approved Measure A initiative, which amended the City’s Growth Management Ordinance (GMO) by reducing the number of new residential building permits allowed each year from 1,500 to 750. New housing construction has declined further since 2007 as a result of the economic downturn and tightening of the credit market. By 2010, housing growth in all of San Joaquin County had declined steeply – with many communities, including Tracy, experiencing less than one percent growth in their housing stock.

Table 18: Housing Growth

Jurisdiction	1990	2000	2010	2015	% Change		
					1990 – 2000	2000 – 2010	2010-2015
Escalon	1,640	2,132	2,610	2,648	30.0%	22.4%	1.5%
Lathrop	2,040	2,991	5,261	5,801	46.6%	75.9%	10.3%
Lodi	19,676	21,378	23,792	23,830	8.7%	11.3%	0.2%
Manteca	13,981	16,937	23,132	24,856	21.1%	36.6%	7.5%
Ripon	2,653	3,432	5,129	5,227	29.4%	49.4%	1.9%
Stockton	72,525	82,042	99,637	100,097	13.1%	21.4%	0.5%
Tracy	12,174	18,087	25,963	26,080	48.6%	43.5%	0.5%
County Total	166,274	189,160	233,755	237,905	13.8%	23.6%	1.8%

Sources: Bureau of the Census, (1990, 2000, and 2010) California Department of Finance, (2015).

2. Housing Type

Table 19 shows the mix of housing units in Tracy, according to 2009-2013 ACS data. Tracy’s housing stock is comprised mostly of single-family detached homes (82 percent). Another four percent of units are single-family attached units (such as zero lot line or second units). Just 13 percent of units in the City are comprised of multi-family units, while mobile homes, boats, RV, van, etc. make up about two percent of total housing units.

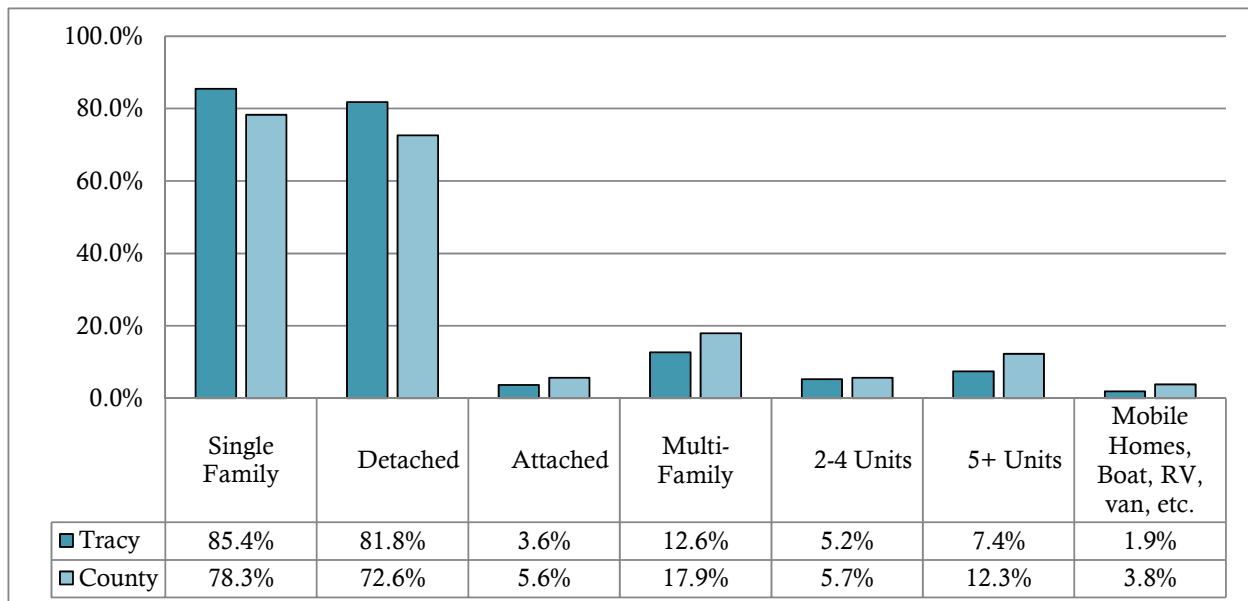
Table 19: Housing Stock Characteristics

Unit Type	Number	Percent
Single-Family	21,886	85.4%
Detached	20,952	81.8%
Attached	934	3.6%
Multi-Family	3,240	12.6%
2-4 Units	1,339	5.2%
5+ Units	1,901	7.4%
Mobile Homes, Boat, RV, van, etc.	492	1.9%
Total Housing Units	25,618	100.0%
Total Occupied	24,430	95.4%
Vacancy Rate		4.6%

Source: Bureau of the Census, American Community Survey, 2009-2013.

Tracy’s housing stock has a higher proportion of single-family homes than the County as a whole. About 73 percent of housing units in San Joaquin County consisted of single-family detached homes and nearly 18 percent was made up of multi-family units (Figure 5).

Figure 5: Housing Stock Composition



Sources: Bureau of the Census, American Community Survey, 2009-2013

3. Housing Availability and Tenure

Housing vacancy rates and tenure are important indicators of the supply and cost of housing in a community. Vacancy rates can indicate whether there is a balance between the population and available housing units. A low vacancy rate means there is a high demand for housing in the area. A high demand for housing can increase the cost of housing as well as become a disincentive for property owners to maintain their property. A vacancy rate between three and five percent is considered optimal for rental housing while two to three percent is ideal for ownership housing. The City’s overall vacancy rate in 2010 was 4.6 percent (Table 19). Given the City’s housing mix of primarily single-family homes, this vacancy rate is considered high.

Housing tenure refers to whether a unit is owned or rented. According to the Census, approximately 66 percent of Tracy households were homeowners, while the remaining 34 percent were renters (Table 20). The home ownership rate in Tracy was higher than the County average, but below that of the neighboring cities of Escalon and Lathrop. Furthermore, comparing this tenure distribution with the composition of the City’s housing stock indicates that a significant number of single-family homes are used as rentals, reflecting a demand for rental housing in the community.

Table 20: Housing Tenure

Jurisdiction	Owner		Renter	
	#	%	#	%
Escalon	1,792	72.4%	684	27.6%
Lathrop	3,604	75.4%	1178	24.6%
Lodi	12,091	54.7%	10,006	45.3%
Manteca	13,521	62.5%	8,097	37.5%
Ripon	3,530	72.7%	1,325	27.3%
Stockton	46,738	51.6%	43,867	48.4%
Tracy	16,163	66.4%	8,168	33.6%
County Total	127,270	59.2%	87,737	40.8%

Source: Bureau of the Census, 2010.

According to the ACS, between 2009 and 2013, the owner vacancy rate had dipped to 1.5 percent while the renter vacancy rate was 4.3 percent, indicating a slightly tightened housing market compared to 2010.

Owner-households are larger in size on average than renter-households. Families with children usually represent many of the larger households in a community, and these households usually prefer owner-occupied housing. The homeownership rate in Tracy was higher for all household size categories compared with the State and the County (Table 21).

Table 21: Percentage Homeowner by Household Size

Household Size	Tracy		CA		County		Difference	
	Count	%	Count	%	Count	%	Tracy-CA	Tracy-County
1 person	3,326	58.5%	2,929,442	45.8%	42,389	52.4%	12.7%	6.1%
2 people	5,546	72.3%	3,653,802	62.1%	57,790	68.7%	10.2%	3.6%
3 people	4,354	68.0%	2,043,812	57.0%	35,266	58.9%	11.0%	9.1%
4 people	5,276	68.0%	1,883,451	60.0%	35,058	59.5%	8.0%	8.5%
5 person	3,198	65.4%	1,040,408	55.5%	22,349	55.0%	9.9%	10.4%
6 person	1,473	60.6%	507,471	53.8%	11,484	52.9%	6.7%	7.7%
7 + people	1,158	58.3%	519,112	54.0%	10,671	50.0%	4.3%	8.3%

Source: Bureau of the Census, 2010.

Racial and ethnic minorities in Tracy are much more likely to own their homes than their counterparts elsewhere in California, as shown in Table 22. The difference is especially apparent for Blacks and Asian/Pacific Islanders. Approximately 56 percent of Black households in Tracy owned their homes compared to 42 percent in San Joaquin County. Similarly, about 78 percent of Asian households in Tracy owned their homes compared to only 63 percent countywide. Homeownership rates for these two racial/ethnic groups were even lower statewide.

Table 22: Homeownership by Race/Ethnicity

Homeownership by Race	Tracy	County	CA
White	11,086 72%	69%	64%
Black or African American	1,893 56%	42%	37%
American Indian/Alaska Native alone	108 55%	49%	51%
Asian/Pacific Islander	3,300 78%	63%	57%
Some other race	64 61%	54%	44%
Two or more races	720 64%	54%	46%
Hispanic of any race	7,160 55%	48%	44%

Source: Bureau of the Census, 2010.

4. Housing Age and Condition

Housing age can be an important indicator of housing condition within a community. Like any other tangible asset, housing is subject to gradual physical or technological deterioration over time. If not properly and regularly maintained, housing can deteriorate and discourage reinvestment, depress neighboring property values, and eventually impact the quality of life in a neighborhood. Thus, maintaining and improving housing quality is an important goal for the City.

Most of Tracy's housing was built between 1980 and 2009 (Table 23). The housing stock in the City is significantly newer than housing in the County, State, and nearby cities – indicating that there is not a critical need for housing rehabilitation in Tracy (Figure 6). A general rule in the housing industry is that structures older than 30 years begin to show signs of deterioration and require reinvestment to maintain their quality. An estimated 6,557 units (26 percent of the housing stock) in Tracy were constructed prior to 1980 and would be of sufficient age to require

maintenance or rehabilitation. The City’s Code Enforcement Division estimates that approximately 200 housing units within the City could be considered substandard.

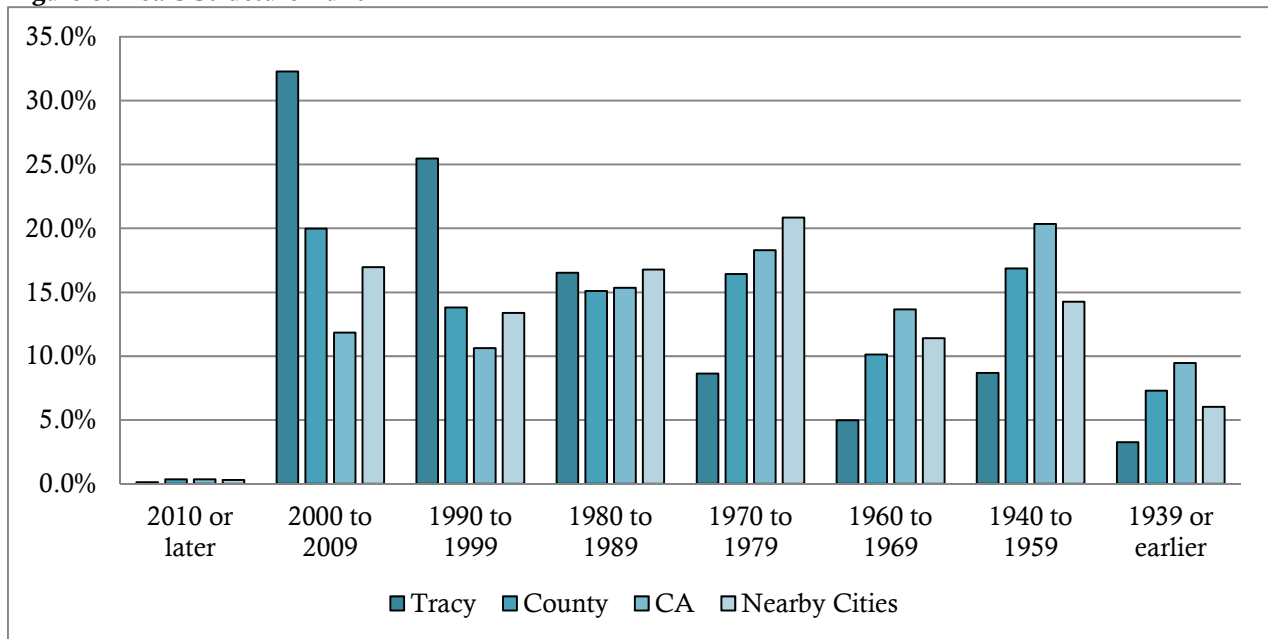
Table 23: Age of Local Housing Stock

Year Housing Unit Was Built	Tracy		County	State	Nearby Cities
	Number	%			
2010 or later	34	0.1%	0.4%	0.4%	0.3%
2000 to 2009	8,266	32.3%	20.0%	11.8%	17.0%
1990 to 1999	6,523	25.5%	13.8%	10.6%	13.4%
1980 to 1989	4,238	16.5%	15.1%	15.3%	16.8%
1970 to 1979	2,213	8.6%	16.4%	18.3%	20.8%
1960 to 1969	1,275	5.0%	10.1%	13.7%	11.4%
1940 to 1959	2,229	8.7%	16.9%	20.4%	14.3%
1939 or earlier	840	3.3%	7.3%	9.5%	6.0%
Total	25,618	100.0%	100.0%	100.0%	100.0%

Note: Nearby Cities includes Lathrop, Manteca, Modesto, Turlock, Stockton, and Livermore.

Sources: Bureau of the Census, American Community Survey, 2009-2013

Figure 6: Years Structure Built



Sources: Bureau of the Census, American Community Survey, 2009-2013

G. Housing Costs and Affordability

The cost of housing is directly related to the extent of housing problems in a community. If housing costs are relatively high in comparison to household income, there will be a correspondingly higher prevalence of housing cost burden and overcrowding. This section summarizes the cost and affordability of the housing stock to Tracy residents.

1. Homeownership Market

Tracy's for-sale residential market has largely followed the boom-and-bust cycle experienced throughout California and across the country. Like many other cities, Tracy's home values increased steadily between 2000 and 2004 before falling substantially in the subsequent five to seven years.

The California Association of Realtors (CAR) publishes median home sales price data compiled by CoreLogic for cities and counties throughout the State. The median home sales price in Tracy increased by approximately four percent between August 2014 and August 2015 (Table 24). Median home prices in the City are the highest (\$420,000) in San Joaquin County. Home prices increased approximately nine percent countywide during that same time period. During the housing market crisis, median home prices were significantly lower in 2009, at \$245,000 for Tracy and \$167,000 countywide.

Table 24: Median Home Sale Price (2014-2015)

Jurisdiction	# of Homes Sold in August 2015	Median Price		% Change in Price 2014-15
		August 2015	August 2014	
Escalon	7	\$288,500	\$300,000	-3.8%
Lathrop	51	\$332,750	\$309,000	7.7%
Lodi	77	\$271,000	\$250,750	8.1%
Manteca	142	\$341,000	\$319,500	6.7%
Ripon	33	\$365,000	\$332,000	9.9%
Stockton	421	\$210,000	\$185,000	13.5%
Tracy	168	\$420,000	\$402,500	4.3%
San Joaquin County	920	\$290,000	\$265,000	9.4%

Source: CoreLogic.com, 2015.

2. Rental Market

As previously noted, while over 85 percent of the City's housing stock is comprised of single-family homes, about 66 percent of the households were owner-occupied households. This would suggest that many single-family homes in the City were being used as rentals. Market-rate rents for housing in Tracy are summarized in Table 25. Rental rates were compiled based on a review of over 150 rental listings posted on various online resources in September 2015. Rents varied significantly by housing type (single-family home versus apartment) and by the number of bedrooms. The majority of apartments available consisted of one- and two-bedroom units renting for approximately \$1,500-\$1,600 per month. The single-family homes available for

rent were typically much larger (three or four bedrooms) and ranged in price from \$1,800-\$2,200 per month.

Table 25: Rental Rates (2015)

Size	# of Listings	Average Rent	Median Rent	Rent Range
<i>Apartments</i>				
Studio	2	\$1,150	\$1,150	\$1,150-\$1,150
1 Bedroom	16	\$1,584	\$1,610	\$1,150-\$1,870
2 Bedrooms	24	\$1,624	\$1,735	\$1,145-\$2,610
3 Bedrooms	7	\$1,678	\$1,695	\$1,450-\$1,985
Subtotal	49	\$1,599	\$1,622	\$1,150-\$2,610
<i>Single-Family Homes, Townhomes, Condominiums</i>				
1-2 Bedrooms	4	\$1,213	\$1,350	\$800-\$1,350
3 Bedrooms	29	\$1,886	\$1,895	\$1,500-\$2,195
4 Bedrooms	49	\$2,204	\$2,200	\$1,645-\$2,795
5 Bedrooms	22	\$2,344	\$2,323	\$1,950-\$2,995
Subtotal	104	\$2,107	\$2,195	\$800-\$2,995
Total	153	\$1,944	\$1,950	

Source: Craigslist, Padmapper, Apartments.com, Forrent.com, Trulia, Realtor.com, and various rental property websites, (accessed September 2015).

3. Housing Affordability by Income Level

Housing affordability can be inferred by comparing the cost of renting or owning a home in the City with the maximum affordable housing costs for households at different income levels. Taken together, this information can generally show who can afford what size and type of housing and indicate the type of households most likely to experience overcrowding and overpayment.

The federal Department of Housing and Urban Development (HUD) conducts annual household income surveys nationwide to determine a household’s eligibility for federal housing assistance. Based on this survey, the California Department of Housing and Community Development (HCD) developed income limits that can be used to determine the maximum price that could be affordable to households in the upper range of their respective income category. Households in the lower end of each category can afford less by comparison than those at the upper end. Table 26 shows the maximum amount that a household can pay for housing each month without incurring a cost burden (overpayment). This amount can be compared to current housing asking prices (Table 24) and market rental rates (Table 25) to determine what types of housing opportunities a household can afford.

Extremely Low income Households

Extremely low income households earn 30 percent or less of the County area median income – up to \$13,950 for a one-person household and up to \$28,410 for a five-person household in 2015. Extremely low income households cannot afford market-rate rental or ownership housing in Tracy.

Very Low income Households

Very low income households earn between 31 percent and 50 percent of the County area median income - up to \$23,250 for a one-person household and up to \$35,850 for a five-person household in 2015. A very low income household can afford homes offered at prices between \$59,304 and \$84,148, adjusting for household size. Given the costs of ownership housing in Tracy, very low income households would not be able to afford a home in the City. Similarly, very low income renters could not afford market-rate rental units in Tracy. After deductions for utilities, a very low income household at the maximum income limit can afford to pay approximately \$478 to \$693 in monthly rent, depending on household size.

Low income Households

Low income households earn between 51 percent and 80 percent of the County's area median income - up to \$37,150 for a one-person household and up to \$57,300 for a five-person household in 2015. The affordable home price for a low income household at the maximum income limit ranges from \$94,237 to \$138,127. Based on the asking prices of homes for sale in 2015 (Table 24), ownership housing would be unaffordable to low income households. After deductions for utilities, a one-person low income household could afford to pay up to \$593 in rent per month and a five-person low income household could afford to pay as much as \$871. In 2015, low income households in Tracy would have trouble finding affordable adequately sized apartment units (Table 25).

Moderate income Households

Moderate income households earn between 81 percent and 120 percent of the County's Area Median Income - up to \$85,900 depending on household size in 2015. The maximum affordable home price for a moderate income household is \$196,624 for a one-person household and \$296,095 for a five-person family. Moderate income households in Tracy will also have trouble purchasing adequately-sized homes. The maximum affordable rent payment for moderate income households is between \$1,173 and \$1,766 per month. Appropriately-sized market-rate rental housing may be difficult to secure for households in this income group.

Table 26: Housing Affordability Matrix – San Joaquin County (2015)

Household	Annual Income	Amount Available for		Utilities		Taxes and Insurance	Affordable Rent	Affordable Home Price
		Rental	Ownership	Renters	Owners			
Extremely Low Income (0-30% AMI)								
1-Person	\$13,950	\$349	\$349	\$103	\$123	\$122	\$246	\$24,132
2-Person	\$15,950	\$399	\$399	\$136	\$141	\$140	\$263	\$27,506
3-Person	\$20,090	\$502	\$502	\$150	\$163	\$176	\$352	\$38,043
4-Person	\$24,250	\$606	\$606	\$172	\$187	\$212	\$434	\$48,191
5-Person	\$28,410	\$710	\$710	\$203	\$221	\$249	\$507	\$56,011
Very Low Income (31-50% AMI)								
1-Person	\$23,250	\$581	\$581	\$103	\$123	\$203	\$478	\$59,304
2-Person	\$26,550	\$664	\$664	\$136	\$141	\$232	\$528	\$67,595
3-Person	\$29,850	\$746	\$746	\$150	\$163	\$261	\$596	\$74,955
4-Person	\$33,150	\$829	\$829	\$172	\$187	\$290	\$657	\$81,850
5-Person	\$35,850	\$896	\$896	\$203	\$221	\$314	\$693	\$84,148
Low Income (51-80% AMI)								
1-Person	\$37,150	\$696	\$812	\$103	\$123	\$284	\$593	\$94,237
2-Person	\$42,450	\$796	\$928	\$136	\$141	\$325	\$660	\$107,600
3-Person	\$47,750	\$895	\$1,044	\$150	\$163	\$365	\$745	\$120,032
4-Person	\$53,050	\$995	\$1,160	\$172	\$187	\$406	\$823	\$131,998
5-Person	\$57,300	\$1,074	\$1,253	\$203	\$221	\$439	\$871	\$138,127
Moderate Income (81-120% AMI)								
1-Person	\$55,700	\$1,276	\$1,489	\$103	\$123	\$521	\$1,173	\$196,624
2-Person	\$63,850	\$1,459	\$1,702	\$136	\$141	\$596	\$1,323	\$224,613
3-Person	\$71,600	\$1,641	\$1,914	\$150	\$163	\$670	\$1,491	\$251,672
4-Person	\$79,550	\$1,823	\$2,127	\$172	\$187	\$744	\$1,651	\$278,265
5-Person	\$85,900	\$1,969	\$2,297	\$203	\$221	\$804	\$1,766	\$296,095

Sources:

1. State Department of Housing and Community Development *Income Limits, 2015.*
2. San Joaquin County Housing Authority, *Utility Allowances, 01/01/2015.*
3. Health and Safety code definitions of affordable housing costs (between 30 and 35% of household income depending on tenure and income level)

Assumptions: 20% of monthly affordable cost for taxes and insurance; 10% down payment; 4% interest rate for a 30-year fixed-rate mortgage loan. Taxes and insurance apply to owner costs only; renters do not usually pay taxes or insurance.

H. Affordable Housing

State law requires that the City identify, analyze, and propose programs to preserve existing multi-family rental units which are eligible to convert to non-low-income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions during the next ten years. Thus, this at-risk housing analysis covers a ten-year period from December 31, 2015 through December 31, 2025. Consistent with State law, this section identifies publicly assisted housing units in Tracy, analyzes their potential to convert to market rate housing uses, and analyzes the cost to preserve or replace those units.

1. Assisted Housing

Housing that receives governmental assistance is often a significant source of affordable housing in many communities. Covenants and deed restrictions are the typical mechanisms used to maintain the affordability of publicly assisted housing, ensuring that these units are available to lower and moderate income households in the long term. Over time, the City may face the risk of losing some of its affordable units due to the expiration of covenants and deed restrictions.

The City of Tracy has seven publicly assisted housing developments, with a combined total of 659 units that are set aside as affordable for lower income households. These projects are presented in Table 27. None of the projects are at-risk of converting to market-rate within the at-risk analysis period.

Table 27: Inventory of Assisted Units

Project Name	Total Units	Assisted Units	Unit Size	Type	Funding Source(s)	Expiration of Affordability
Tracy Garden Apartments	88	87	87 1-br	Seniors	Low Income Housing Tax Credit program; Project-based Section 8	11/1/2064; Section 8 expires 7/31/28
Tracy Village Apartments	72	71	24 1-br 32 2-br 15 3-br	Family	Low Income Housing Tax Credit program	9/9/2060
Chesapeake Bay Apartments	216	150	138 2-br 12 3-br	Family	Low Income Housing Tax Credit program	2031
Mountain View Townhomes	37	36	10 2-br 14 3-br 12 4-br	Family	Redevelopment set-aside funds; Low Income Housing Tax Credit program	2054
Stone Pine Meadows	72	71	15 1-br 23 2-br 27 3-br 6 4-br	Family	Redevelopment set-aside funds; Low Income Housing Tax Credit program; HOME funds	2047
Tracy Place Senior Apartments	50	49	41 1-br 8 2-br	Seniors	Redevelopment set-aside funds; Low Income Housing Tax Credit program	2063
Tracy Homes	195	195	24 1-br 32 2-br 15 3-br	Family	Housing Authority of the County of San Joaquin	None
Total	730	659				

Sources: SJCOG 5th Cycle Housing Element Data Package, 2014; City of Tracy, 2015.

Resources for Preserving Affordable Units

Available public and non-profit organizations with the capacity to preserve assisted housing developments include San Joaquin County, San Joaquin County Housing Authority, the City of Tracy, and various non-profit developers, including Self Help Enterprises and Bridge Housing Corporation. Financial resources available include bond financing, as well as CDBG and HOME funds, Section 8 rental assistance, low income housing tax credits, and Proposition 1C funds. (See the Housing Resources section later for further details.)

I. Future Housing Needs

Future housing need refers to the share of the regional housing need that has been allocated to the City. The State Department of Housing and Community Development (HCD) supplies a regional housing goal number to the San Joaquin Council of Governments (SJCOG). SJCOG is then mandated to allocate the housing goal to city and county jurisdictions in the region. In allocating the region's future housing needs to jurisdictions, SJCOG is required to take the following factors into consideration pursuant to Section 65584 of the State Government Code:

- Market demand for housing;
- Employment opportunities;
- Availability of suitable sites and public facilities;

- Commuting patterns;
- Type and tenure of housing;
- Loss of units in assisted housing developments;
- Over-concentration of lower income households; and
- Geological and topographical constraints.

The SJCOG Executive Board adopted its 2014-2023 Regional Housing Needs Plan (RHNP) on August 28, 2014. The Regional Housing Needs Allocation (RHNA) covers a ten-year planning period (from January 1, 2014 through December 31, 2023) and addresses housing issues that are related to future growth in the region. The RHNA allocates to each city and county a “fair share” of the region’s projected housing needs by household income group. The major goal of the RHNA is to assure a fair distribution of housing among cities and counties within the San Joaquin region, so that every community provides an opportunity for a mix of housing affordable to all economic segments. The housing allocation targets are not building requirements, but goals for each community to accommodate through appropriate planning policies and land use regulations. State Housing Element laws are intended to assure that adequate sites and zoning are made available to address potential housing demand during the planning period and that market forces are not inhibited in addressing the housing needs of all economic segments of a community.

Tracy’s share of regional future housing needs is 4,976 units for the January 1, 2014 to December 31, 2023 period. This allocation is distributed into five income categories, as shown below in Table 28. The RHNA includes a fair share adjustment which allocates future (construction) need by each income category in a way that meets the State mandate to reduce the over-concentration of lower income households in one community.

Table 28: Housing Needs for 2014-2023

Income Category (% of County AMI)	Number of Units	Percent
Extremely Low (30% or less)	513	10.3%
Very Low (31 to 50%) ¹	467	9.4%
Low (51 to 80%)	705	14.2%
Moderate (81% to 120%)	828	16.6%
Above Moderate (Over 120%)	2,463	49.5%
Total	4,976	100.0%

Source: San Joaquin County Regional Housing Needs Plan (RHNP), SJCOG, August 28, 2014.

III. Housing Constraints

This section describes various governmental, market, and environmental constraints on the development of housing that meets the needs of all economic segments of Tracy’s population.

A. Market Constraints

Market constraints significantly affect the cost of housing in Tracy, and can pose barriers to housing production and affordability.

1. Economic Factors

Market forces on the economy and the trickle down effects on the construction industry can act as a barrier to housing construction and especially to affordable housing construction. During the 1980s, Tracy experienced a period of major growth as a result of the high cost of housing in the East Bay area of the San Francisco Bay region. San Francisco, Silicon Valley, and surrounding areas are continuing to experience a steady upsurge in housing prices—primarily as a result of the increase in high-income technology jobs and limited housing stock. For many households, particularly those working in lower-wage sectors, San Joaquin County offers more affordable housing alternatives than the Bay Area. Today, Tracy is considered an outer suburb of the Bay area, rather than a small agricultural and industrial town.

In the summer of 2005, the statewide housing market peaked when it experienced an influx of housing supply coupled with low interest rates. This peak, however, was soon followed by a severe crash just several years later. The San Joaquin Valley experienced a virtual halt to residential construction beginning in 2007 and a resulting collapse of the housing market. The period between 2006 and 2009 reflected a time of significant change as the lending market broke down and home prices saw significant decreases. From 2007 to October 2009 home prices in Tracy decreased 52 percent. Along with the gradual recovery of the housing market, home prices in the City appear to have stabilized and began to increase in recent years (Table 24). The median price of a home in Tracy recorded in August 2015 (\$420,000) represented a four-percent increase from the previous year. Despite these signs of rebounding, the San Joaquin Valley remains in prolonged recovery, lagging behind the coastal housing markets which have recovered more rapidly.

2. Land and Construction Costs

The City of Tracy is located in San Joaquin County, east of the Coastal Range that separates California’s Central Valley from the San Francisco Bay Area. The City has an adequate supply of vacant, unconstrained land; however, residential construction in Tracy is limited by the City’s Growth Management Ordinance (GMO), adopted in 1987 and later amended in 1994, 2000, 2009, 2012, and most recently in April 2013. Significant future housing construction is anticipated in the City’s Specific Plan areas, including the Tracy Hills Specific Plan, the Downtown Specific Plan and the Ellis Specific Plan, as well as other residential areas identified in the General Plan. Much of the land available for sale are vacant properties or land currently being used for grazing or other agricultural uses outside of the city limits. Based on

conversations with local developers, agricultural land near the City (but outside City limits) typically sells for approximately \$20,000 per acre. Vacant properties available for future residential development near the City (but still outside City limits) typically sells for \$60,000 to \$100,000 per acre.

Construction costs vary according to type of housing development, with multi-family housing being generally less expensive to construct than single-family homes. However, variations within each construction type exist depending on the size of the unit, and the number and quality of amenities provided. Construction costs can be broken down into two primary categories: materials and labor. A major component of the cost of housing is the cost of building materials, such as wood and wood-based products, cement, asphalt, roofing materials, and pipe. The availability and demand for such materials affect prices for these goods.

An indicator of construction costs is Building Valuation Data compiled by the International Code Council (ICC). The unit costs compiled by the ICC include structural, electrical, plumbing, and mechanical work, in addition to interior finish and normal site preparation. The data is national and does not take into account regional differences, and does not include the price of the land upon which the building is built. The national average for development costs per square foot for apartments and single-family homes in February 2015 are as follows:

- Type I or II, Multi-Family: \$133.25 to \$152.86 per sq. ft.
- Type V Wood Frame, Multi-Family: \$102.41 to \$106.66 per sq. ft.
- Type V Wood Frame, One and Two Family Dwelling: \$112.65 to \$119.73 per sq. ft.
- The unit costs for residential care facilities generally range between \$129.43 and \$180.72 per square foot.

Based on conversations with local developers, in San Joaquin County, residential construction costs will average approximately \$80 per square foot. However, these estimates can range from \$60 to \$100 per square foot based on the quality of the housing unit and the amenities provided. In general, construction costs can be lowered by increasing the number of units in a development to a certain extent, until the scale of the project requires a different construction type that commands a higher per square foot cost.

3. Availability of Financing

The availability of financing affects a person's ability to purchase or improve a home. Under the Home Mortgage Disclosure Act (HMDA), lending institutions are required to disclose information on the disposition of loan applications by the income, gender, and race of the applicants. This applies to all loan applications for home purchases, improvements and refinancing, whether financed at market rate or with government assistance.

Table 29 summarizes the disposition of loan applications submitted to financial institutions in 2013² for home purchase, refinance, and home improvement loans in Tracy. Included is information on loan outcomes (i.e. the number of applications that were approved and originated, denied, withdrawn by the applicant, and incomplete).

² 2014 HMDA data not yet available at the writing of this Housing Element.

Table 29: Disposition of Home Loans (2013)

Loan Type	Total Applicants	Percent Approved	Percent Denied	Percent Other
Government-backed	761	75.6%	13.3%	11.2%
Conventional	1,266	76.8%	11.2%	12.0%
Refinance	5,293	67.0%	15.5%	17.4%
Home Improvement	210	46.2%	41.4%	12.4%
Total	7,530	69.0%	15.3%	15.8%

Notes:

1. "Approved" includes loans approved by the lenders whether or not accepted by the applicant.
2. "Other" includes loan applications that were either withdrawn or closed for incompleteness.

Source: *www.LendingPatterns.com*TM, 2015.

Home Purchase Loans

In 2013, a total of 1,266 Tracy households applied for conventional loans to purchase homes. The overall loan approval rate was 77 percent and 11 percent of applications were denied. By comparison, 75 percent of conventional home loan applications were approved countywide. A total of 761 applications were submitted for the purchase of homes in Tracy through government-backed loans (e.g. FHA, VA) in 2013. Among applications for government-backed home purchase loans in 2013, 76 percent were approved and 13 percent were denied. Countywide, the approval rate for this type of loan was slightly lower at 73 percent.

Refinance Loans

The vast majority of loan applications filed by Tracy residents in 2013 were for home refinance loans (5,293 applications). About 67 percent of these applications were approved, while 16 percent were denied. Countywide, 65 percent of refinancing applications were approved.

Home Improvement Loans

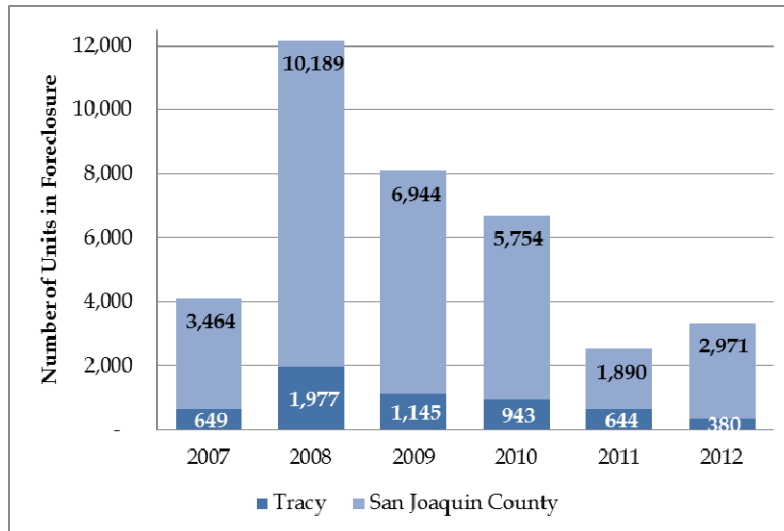
Within the City of Tracy, home improvement loans were the least likely to be approved. Approximately 41 percent of home improvement loan applications were denied and 46 percent were approved by lending institutions in 2013. The high proportion of denials may be explained by the nature of these loans. Most home improvement loans are second loans and therefore more difficult to qualify due to high income-to-debt ratios. Countywide, home improvement loan applications had an approval rate (45 percent) similar to the City of Tracy.

Foreclosures

Like many cities in San Joaquin County, Tracy experienced a dramatic rise in home foreclosures beginning in 2007. According to a 2010 Regional Analyst Report on foreclosures completed by the Eberhardt School of Business in partnership with the San Joaquin Council of Governments, foreclosure rates were particularly high in south and west Tracy (ZIP Code 95377). The number of foreclosures began to fall in 2009, in part due to a new State law that went into effect in September 2008 which required lenders to take added steps to keep troubled homeowners in their homes. The San Joaquin County GIS Department tracked foreclosure data provided by the

County Recorder from 2007 to 2012. The number of foreclosures in Tracy peaked in 2008 and steadily declined each year after.

Figure 7: Foreclosures in Tracy and the Region (2007-2012)



Source: San Joaquin County Recorder, (2007-2012).

B. Governmental Constraints

Aside from market factors, housing affordability is also affected by factors in the public sector. Local policies and regulations can impact the price and availability of housing and, in particular, the provision of affordable housing. Land use controls, site improvement requirements, fees and exactions, permit processing procedures, among other issues may constrain the maintenance, development and improvement of housing. This section discusses potential governmental constraints in Tracy.

1. Land Use Controls

The Land Use Element sets forth City policies for guiding local land use development. These policies, together with existing zoning regulations, establish the amount and distribution of land allocated for different uses. Table 30 lists the land use designations of the General Plan that permit residential uses.

Table 30: Land Use Designations Permitting Residential Use

Land Use Category	Zoning District	Density (du/acre)	Character
Residential Very Low (RVL)	Residential Estate Zone (RE)	0.1 to 2.0	Single-family dwelling units are the principal type of housing stock allowed in these areas. Attached units, zero lot line and clustered housing are also permissible and are encouraged within the overall framework of each community. These housing types can help to meet the City’s desire to create unique neighborhoods and enhance the character of the community.
Residential Low (RL)	Low Density Residential Zone (LDR)	2.1 to 5.8	
Residential Medium (RM)	Medium Density Cluster Zone (MDC)	5.9 to 12.0	Includes small lot single-family detached homes, duplexes, triplexes, fourplexes, townhouses, apartments and includes condominiums as an ownership type.
	Residential Mobile Home Zone (RMH)		
	Medium Density Residential Zone (MDR)		
Residential High (RH)	High Density Residential Zone (HDR)	12.1 to 25.0	Includes triplexes, fourplexes, townhouses, apartments, and includes condominiums as an ownership type.
Traditional Residential (TR)	n/a	Varies	Applies only in combination with a Specific Plan or other project level plan.
Traditional Residential – Ellis (TR-Ellis)	Ellis Specific Plan	4.0 to 9.0	Applies to the Ellis Specific Plan area.
Downtown (D)	Central Business District Zone (CBD), General Highway Commercial Zone (GHC), Planned Unit Development (PUD), Professional Office and Medical Zone (POM)	15.0 to 50.0	A mix of retail, office, high-density residential, cultural and public-serving uses on a grid or modified grid, multi-modal street design, with direct pedestrian and bicycle connections to residential neighborhoods.
Village Center (VC)		12.1 to 25.0	Relatively small retail or mixed-use areas. Allowable uses in Village Centers include, but are not limited to, grocery stores, drug stores, banks, restaurants, retail stores for durable goods, small-scale professional offices or services such as travel agencies, beauty salons, daycare facilities, gyms, parks, and high density residential development, along with other neighborhood-serving uses.

Source: Land Use Element, City of Tracy General Plan, 2011.

Each General Plan land use designation is linked to one or more zone districts. As a result, the development intensity standards for the residential land use designations are dependent on the base zoning. In addition, the development density for the residential land use designations may vary further, depending on the nature of development bonuses granted as part of a development approval. There is not a one-to-one correspondence between the City’s General Plan residential land use designations and zoning districts. The General Plan has eight residential land use designations: Residential Very Low, Residential Low, Residential Medium, Residential High, Traditional Residential, Traditional Residential-Ellis, Downtown, and Village Center. However, two of these land use designations (Traditional Residential and Traditional Residential-Ellis) are to be implemented only in conjunction with a separate development-level

plan (i.e. Specific Plan). The remaining six residential designations are implemented through ten zoning districts (Table 30):

- Residential Estate Zone (RE)
- Low Density Residential Zone (LDR)
- Medium Density Cluster Zone (MDC)
- Residential Mobile Home Zone (RMH)
- Medium Density Residential Zone (MDR)
- High Density Residential Zone (HDR)
- Professional Office and Medical Zone (POM)
- General Highway Commercial (GHC)
- Planned Unit Development (PUD)
- Central Business District (CBD)

Growth Management Ordinance

The City of Tracy adopted the residential Growth Management Ordinance (GMO) Guidelines in 1987. The GMO was amended from time to time with significant amendments occurring in 1994, 2000, 2009, 2012, and most recently in April 2013. Growth management in the City is intended to:

- Achieve a steady and orderly rate of residential growth in the City, and encourage diverse housing opportunities balanced with the City's obligation to provide public facilities and services with available fiscal resources;
- Regulate the timing and annual amount of new development projects, so that necessary and sufficient public facilities and services are provided, and so that new development projects will not diminish the City's level of service standards;
- Encourage concentric (contiguous) growth of the City;
- Encourage development which will efficiently utilize existing, and planned future, public facilities;
- Encourage a balance of housing types in the City which will accommodate a variety of persons, including affordable housing projects which will accommodate persons of very low, low, and moderate income, and persons on limited or fixed incomes;
- Implement and augment the City policies related to the regulation of new development as set forth in the General Plan, specific plans, City ordinances and resolutions, master plans, finance and implementation plans, and design documents.

Under the GMO, builders must obtain a Residential Growth Allotment (RGA) in order to secure a residential building permit. The GMO limits the number of RGA's and building permits to an average of 600 housing units per year for market rate housing, with a maximum of 750 units in any single year. The maximum of 750 units includes an annual allocation of 150 units reserved specifically for affordable housing. The GMO is not intended to limit the production of affordable housing, small projects, or rehabilitation, therefore a number of exemptions and

exceptions were included in the GMO. The number of building permits issued to projects that meet the following requirements is not limited by the GMO:

- The rehabilitation or remodeling of an existing structure or conversion of apartments to condominiums.
- The replacement of legally established dwelling units that were demolished.
- The project is a fourplex or lesser number of dwelling units developed on a single existing lot.
- The project is a secondary residential unit.

The City of Tracy has provided Affordable Housing Project Exceptions to all residential developers who apply for them. Building permits within the normal limits of the GMO (without seeking Affordable Housing Project Exceptions) are also readily available and residential developers have not needed to obtain Affordable Housing Exceptions.

The number of building permits available each year as Affordable Housing Exceptions is set at a maximum of 150. The maximum of 150 was put in place through Measure A, approved by Tracy voters; therefore, the text in the GMO cannot be amended without another ballot initiative approved by voters. The City, however, adopted an amendment to the Growth Management Ordinance in 2013 that would ensure the RHNA could be entirely accommodated, notwithstanding the numerical limits stated in Measure A or the GMO. Other exemptions in the GMO include the following: (1) rehabilitation, remodeling or additions to existing structures; (2) replacement of previously existing dwelling units that had been demolished; (3) construction of “model homes” until they are converted to residential units; (4) development of a project with four or fewer dwelling units; and (5) secondary residential units. Residential projects exempt from the GMO are not counted toward the 600 annual average or the 750 annual maximum.

As mentioned earlier, the GMO has been amended several times since its adoption in 1987. The following discussion summarizes these amendments:

2006 Revisions

In 2006, the City Council created a policy that authorizes the City to approve as many building permits for affordable projects as are qualified, effectively negating the maximum building permit limit of 150.

2009 Revisions

The GMO and the accompanying GMO Guidelines were modified in 2009 to minimize the prominence of RGAs in the development process. Since RGAs cannot be issued until after a Tentative Subdivision Map, Vesting Tentative Subdivision Map or (in the case of multi-family projects) a Development Review permit is approved, RGAs have effectively become a procedural precursor to building permit issuance and their role to ensure adequate provision of public facilities and services is minimal.

Accordingly, RGAs are not “carried over” because the provision of public services and utilities has already been reviewed with approval of the project’s discretionary approval and the public facilities finance and implementation plan. The fact that RGAs cannot be “carried over” has no

effect on the cost of allocations or the ability to accommodate the City's RHNA. The costs associated with residential development are outlined in the project's finance and implementation plan, not through RGA allocations. With respect to the supply and availability of RGAs, the fact that RGAs cannot be "carried over" has no effect on the supply or availability of building permits to accommodate the RHNA because carryovers would have no relationship to the number of available building permits.

2012 Revisions

The GMO was amended in 2012 to allow the Ellis and Tracy Hills projects to obtain up to 600 RGAs per year. The 2009 revision also established "Primary Residential Growth Areas," which are given first priority (aside from projects vested under any previous GMO Guidelines) when issuing building permits. An amendment to the GMO in 2012 clarified the order of priority allocations for RGAs.

RGA Allocation Priorities

1. Vested Projects
2. Primary Residential Growth Areas - The Primary Area includes most of the existing City limits. Up to 100 RGAs annually are reserved for development in the City's Primary Residential Growth Areas.
3. Development Agreements - In the event of any conflict between the development agreement and GMO Guidelines, the development agreement provisions prevail.
4. Tracy Hills and Ellis Specific Plan Projects - These specific plan projects are entitled to receive the following RGAs annually:
 - a. In years where 750 RGAs may be allocated, Tracy Hills shall be eligible to receive 406 RGAs and Ellis shall be eligible to receive 194 RGAs
 - b. In years where 600 RGAs may be allocated, Tracy Hills shall be entitled to receive 325 RGAs and Ellis shall be entitled to receive 155 RGAs
 - c. If either Tracy Hills or Ellis receives less than the number of RGAs described above, the difference between the numbers of RGAs allocated and the numbers of RGAs described above shall be reserved. Either Tracy Hills or Ellis may apply for these RGAs no later than the March 31st GMB meeting. If Tracy Hills or Ellis does not apply for RGAs prior to the March 31st GMB meeting, the RGAs will be made available to other projects.
5. "Other" Projects - Development sites that "promote efficient residential development patterns and orderly expansion of residential areas to maximize the use of existing public services and infrastructure" (as identified in the General Plan Objective LU 1.4) but are not within the Primary Areas (as defined in the GMO Guidelines). "Other" projects are entitled to receive the following RGAs annually:
 - a. In years where 750 RGAs may be allocated, "Other" Projects shall be entitled to receive 50 RGAs per year
 - b. In years where 600 RGAs may be allocated, "Other" Projects shall be entitled to receive 40 RGAs per year

Any remaining RGAs will be made available to projects for which a complete application has been submitted. During years when a number of RGAs other than 600 or 750 are available, the RGAs will be issued in proportionate amounts as established above.

In addition to the priorities established above, the GMO Guidelines outline additional criteria for development projects within Primary Residential Growth Areas. The Primary Areas priority allows for infill projects to compete with the typically larger, greenfield developments that lie outside of the central core of the City. The following criteria was established for determining which infill projects have priority over other infill projects, should there be demand exceeding the supply of RGAs in any given year:

- Housing Type (in order of importance):
 - 1) High Density Residential (12.1 du/acre or more)
 - 2) Medium Density Residential (5.9-12.0 du/acre)
 - 3) Low Density (up to 5.8 du/acre)
 - 4) Projects with an affordable component, including moderate and low to very low income categories (RGAs for the affordable component come from the "Affordable Housing Exception" category in the GMO)
 - 5) Mixed Use and other innovative housing types (i.e mixing products in a single project, cluster housing, mixed-use developments)

- Geographic Area (in order of importance):
 - 1) Village Center
 - 2) Connection of incomplete infrastructure
 - 3) Projects that combine several smaller parcels
 - 4) Compatibility with surrounding area

- Project Size and Proximity to Existing Development (in order of importance):
 - 1) Small Infill-less than five acres and surrounded by development on three sides
 - 2) Large Infill-over five acres and surrounded by development on three sides
 - 3) Projects already in progress that need additional RGAs for completion

- Project Design (in order of importance):
 - 1) High level of connectivity – pedestrian and vehicular
 - 2) Amenities – parks, schools, etc.
 - 3) Architecture
 - 4) Energy Efficient Design
 - 5) Walkability and high intersection density
 - 6) Building and type and building frontage variation

Priority criteria are utilized for projects within the Primary Area only; they are not utilized for projects in the Secondary Residential Growth Area. Only when there is competition between projects in the Primary Area do the scoring criteria apply. There is no impact on the timing of development due to the criteria because projects are evaluated against the criteria after Development Review approval and during the period between RGA application submittal (September) and RGA issuance (typically in October or November). Projects are not rejected, they are ranked. The criteria do not add to the costs of development because they are not

required and there is no City fee associated with the criteria. Developers choose to design their projects in accordance with market demands and opportunities; nothing in the criteria is beyond the developers' control. For example, high density housing types are addressed by location through zoning, not the RGA criteria. The geographical area of a project does not change as a result of the RGA criteria – the project is where the developer chooses to locate it. The project size and proximity to development is a function of the developers' lot size, not the RGA criteria. Project design is evaluated at the time of Development Review approval, not RGA issuance.

2013 Revisions

The 2009 GMO amendment defined Affordable Housing as a very low, low, or moderate income unit deed restricted for 55 years. The 2013 GMO amendment reduced this affordability restriction to ten years.

The 2013 amendment also allowed the City to issue building permits in excess of those allowed through the GMO in order to meet the City's RHNA, as required by the State Department of Housing and Community Development (HCD). The maximum number of building permits issued may be the limit prescribed in the GMO (in general, 600 annual average or 750 per year max) or the number of units identified in the RHNA (by income category), whichever is higher.

The GMO Guidelines summarized above provide a high level of certainty and predictability for development. In fact, the GMO process only occurs after Tentative Map or other discretionary development approval. This allows projects that are closer to obtaining building permits to obtain RGAs and discourages more speculative projects from obtaining RGAs before the project is prepared to use them. Also, the City publishes a spreadsheet identifying all RGA applications being considered, which results in a high level of transparency and predictability in determining a project's chances for approval.

Residential Growth Allotment Allocation Process

The City's Growth Management Ordinance, as amended, sets a schedule of allocating RGAs once per year, with the application deadline on the first Thursday of September, and the allocations to be used to obtain a building permit during the following calendar year. The only exceptions to this schedule occur with applications for affordable housing units (to be processed immediately as received) and for Development Agreement projects with timelines as determined within each agreement.

Applications for RGAs are due the first Thursday in September each year. Completeness determinations are made within 30 days. Allocations are made by the Growth Management Board (the City Manager, the Development and Engineering Services Director, and the Public Works Director) before the end of that same year in order to permit the use of the RGAs to obtain building permits in the following calendar year.

The process to review applications and allocate RGAs would typically last less than 60 days. This simple, predictable process allows residential developers to wait until near the end of the calendar year (just prior to the year they intend to begin obtaining building permits) to obtain

RGAs. This allows maximum flexibility for developers to schedule their entitlement process to coincide with market opportunities.

Furthermore, if a developer obtains Tentative Map approval in the early or mid-portion of the year before they intend to obtain building permits, they may work on their improvement plans, final map, grading, utilities, streets, and other in-tract improvements prior to or concurrent with applying for and obtaining RGAs.

If this program proves inconvenient for developers in the future, GMO Guidelines include provisions for periodic revisions. This Section acknowledges, in part, that the City recognizes the GMO Guidelines must be adaptable to evolving needs related to developers' timing or other issues. Amending the RGA allocation process by adding a second allocation cycle during the year, for example, would only require a Resolution of the City Council, and not a change to the Growth Management Ordinance.

The approval process for RGA issuance relates to the other entitlements in that RGAs are required prior to building permit issuance but are not required prior to other approvals. The cumulative impact on timing and costs of development resulting from the RGA allocation process is that projects have the ability to wait until they are ready to develop before obtaining RGAs. A typical subdivision map has a "life" of many years, which can be extended at regularly scheduled public meetings of the Planning Commission or City Council throughout the year. The costs associated with the RGA process (RGA application fee) are not incurred until the applicant decides to move forward with their project and obtain RGAs.

Applications for RGAs are only considered for projects that have approved Tentative Subdivision Maps or other necessary project approvals, if no subdivision will occur. This ensures that the Growth Management Board only considers the allocation of RGAs to projects that have access to water, sewer, storm drainage, and other requisite public facilities and services. The RGAs are allocated based on the criteria as listed in the GMO guidelines.

RGA allocations are determined at a public hearing by the Growth Management Board, which consists of the City Manager, Development and Engineering Services Director, and the Public Works Director.

The GMO approval process allows both small and large residential projects to obtain adequate RGAs. Projects of over 500 units have successfully been built in the past, and two very large ongoing projects – Ellis (over 2,000 housing units) and Tracy Hills (over 5,000 housing units) – are set to obtain their RGAs over the course of a number of years. The following examples help illustrate the availability of RGAs:

1. The GMO was amended in 2012 to allow the Ellis (194 RGAs) and Tracy Hills (406 RGAs) projects to obtain up to 600 RGAs per year.
2. Infill sites: GMO Guidelines state that infill (Priority Areas) sites may receive up to 100 RGAs annually. Projects in the City's "Primary Residential Growth Areas" are given first priority (aside from projects vested under any previous GMO Guidelines) when issuing building permits.

GMO and Affordability

The rate of housing overpayment in Tracy has increased substantially since 2000. Between 2007 and 2011, nearly one-half (48 percent) of Tracy households overpaid for housing compared to 35 percent in 2000 (Table 12). It is unclear, however, what impact the GMO has had on housing costs in the City. The effect of inclusionary housing ordinances, growth management ordinances, and urban growth boundaries on the affordability of housing is a prominent topic for current academic research. There are researchers and scholars with varying and conflicting ideas of the causal relationship (if any) between growth management and housing affordability.

The incremental effect on housing costs of limiting the number of residential units per year within a city depends on the position of that city economically and demographically within the region, the price (and relative price) of land, the existing local supply and types of housing, the regional and local demand for housing, and the relative level of residential choice and mobility in the area, among other elements beyond the scope of a housing element. The City does not believe that, to date, the GMO has had an effect on the cost of housing.

Historically, there are more RGAs and building permits available than the market can absorb in Tracy. Furthermore, the 2013 amendment to the GMO that established the RHNA exemption resulted in hundreds of additional building permits being made available in a calendar year than the 600 annual average or 750 annual limit. Therefore, the annual limits in the past and in the foreseeable future have not affected (and will not affect) the supply or cost of housing. The RHNA exemption provision will effectively result in a rolling average for each RHNA cycle in that to the extent that the City does not achieve its RHNA in any calendar year, the number of permits to achieve the RHNA will be available in each succeeding year.

Planned Unit Development (PUD) Zone

The Planned Unit Development (PUD) Zone is designed to allow for greater flexibility and creativity in site planning for residential, commercial, and industrial uses to achieve greater efficiency in land use by maximizing open space, preserving natural amenities, and creating additional amenities. Maximum height and bulk requirements, as well as the minimum setback, yard, parking and loading requirements are established for each PUD Zone by a preliminary development plan, which must be reviewed and approved by the Planning Commission and City Council to ensure its acceptability.

Density Bonuses

State law requires the provision of certain incentives for residential development projects that set aside a certain portion of total units to be affordable to lower and moderate income households. The City grants density bonuses to developers who build housing developments of five or more units and construct at least one of the following:

- **Very low income units:** Five percent of the total units of the housing development as target units affordable to very low-income households; or
- **Low Income Units:** Ten percent of the total units of the housing development as target units affordable to low-income households; or

- **Moderate Income Units:** Ten percent of the total units of a newly constructed condominium project or planned development as target units affordable to moderate-income households, provided all the units are offered for purchase; or
- **Senior Units:** A senior citizen housing development of 35 units or more.

Density bonuses and development incentives are based on a sliding scale, where the amount of density bonus and number of incentives provided vary according to the amount of affordable housing units provided.

The City of Tracy updated its density bonus ordinance in 2008 to comply with the requirements of California Government Code Section 65915 that was in effect as of December 2014. However, the recently adopted AB 2222 added new requirements to the State’s density bonus provisions, which took effect in January 2015. Specifically, AB 2222 extends the affordability control to 55 years for the affordable units and requires the replacement of existing affordable units removed in order to qualify for a density bonus, incentive, or concession. The City will update the density bonus ordinance again to comply with these additional requirements by 2016.

Specific Plans

The City anticipates that much of its new residential growth will occur in the Tracy Hills and Ellis specific plan areas.

Tracy Hills Specific Plan

Upon buildout, Tracy Hills will consist of 5,499 dwelling units and will provide a distinct hierarchy of housing types that accommodate a wide range of housing objectives, buyer needs and affordability. Planned housing types include custom homes, production homes, smaller detached homes, town-home units, condominiums and apartments. Table 31 summarizes the permitted uses within the Specific Plan area.

Table 31: Tracy Hills Specific Plan Permitted and Conditionally Permitted Residential Uses

	Land Use Zones			
	RE-TH	LDR-TH	MDR-TH	HDR-TH
Single-Family Dwellings	P	P	P	P
Two-Family Dwellings	--	P	P	P
Multiple-Family Dwellings	--	--	P	P
Residential Care Facilities (<6 persons)	P	P	P	P
Residential Care Facilities (>6 persons)	C	C	C	C
Mobilehome Parks	--	--	--	P

Ellis Specific Plan

The Ellis community will be characterized by three residential neighborhoods that are all in close proximity to the Village Center: the Village Neighborhood, Garden Neighborhood, and Town & Country Neighborhood. The Village Center will be built out over time in response to market demand. The following is a brief description of the various residential land use designations that make up the Ellis Specific Plan, while Table 33 summarizes the permitted uses allowed within each land use category:

- **Residential Mixed Low (RML):** The Residential Mixed Low designation is intended to provide for relatively low-density housing, including single-family, detached one- and two-story houses. The allowed density will range from a minimum of 2.1 to a maximum of 8 dwelling units per acre (du/acre).
- **Residential Mixed Medium (RMM):** The Residential Mixed Medium designation is intended to provide for medium-density housing, including single-family detached and attached units, and will consist of one- and two-story houses and two- and three-story townhouses. Densities in this land use category will range from a minimum of 4 to a maximum of 16 dwelling units per acre (du/acre).
- **Residential Mixed High (RMH):** The Residential Mixed High designation is intended to provide for high-density housing. The units will be single- and multi-family detached and attached units, and will consist of compact housing, townhouses, apartments, condominiums, and live/work units generally located adjacent to commercial uses. Residential Mixed High densities will range from a minimum of 8 to a maximum of 25 du/acre.
- **Village Center (VC):** The Village Center designation will accommodate up to 60,000 square feet of nonresidential uses in the Village Center, as well as up to 50 high-density residential units, possibly in a mixed-use configuration with residential over commercial. Residential units in the Village Center may be apartments, townhouses, condominiums, and /or live /work units.

Table 32: Ellis Specific Plan Permitted and Conditionally Permitted Residential Uses

	Land Use Zones	
	Village Center	Residential Mixed
Attached Single-Family	P	P
Detached Single-Family	--	P
Multiple-Family	P	P
Live/Work	P	--

The Ellis Specific Plan area was annexed into the City of Tracy in 2013. The first tentative map was approved in 2014 and construction of the first phase began in 2015.

2. Residential Development Standards

Outside the specific plan areas, the City regulates the type, location, density, and scale of residential development primarily through the Zoning Ordinance. The following zoning districts allow residential uses:

Residential Estate Zone (RE) - 0.0 to 2.0 du/acre

The Residential Estate (RE) Zone is characterized by open space and very low density development. This zone also allows for educational, cultural, institutional, and recreational uses serving local residential areas.

Low Density Residential Zone (LDR) - 2.0 to 5.8 du/acre

The Low Density Residential (LDR) Zone is intended to be utilized in the areas designated low-medium density residential. Mobile homes on individual lots are permitted, and mobile home parks are permitted through issuance of a conditional use permit, as are convalescent hospitals, rest and nursing homes, and board and care facilities, and planned residential developments of one-family dwellings on individual lots.

Medium Density Cluster Zone (MDC) - 5.9 to 12.0 du/acre

The Medium Density Cluster (MDC) Zone classification is designed to provide for single- and two-family dwellings, dwelling groups, and supporting uses. Dwelling group is defined as a group of two or more detached dwellings located on a parcel of land in one ownership and having one yard or court in common. Crop and tree farming is also permitted by right. Condominiums, one- and two-family residential planned developments, mobile home parks and subdivisions, and attached single-family dwellings are permitted through the issuance of a conditional use permit. A minimum of 3,500 square feet of net lot area for each dwelling unit is required, and not more than 45 percent of the net lot area shall have buildings.

Residential Mobile Home Zone (RMH) - up to 10.0 du/acre

The Residential Mobile Home (RMH) Zone is to provide an exclusive district designation that is applied to land for use as mobile home parks, and to establish rules and regulations by which the City may regulate the standards of lots, yards, or park areas, landscaping, walls or enclosures, signs, access, and vehicle parking. A minimum 2,400-square-foot lot is required for each unit. Each mobile home park is required to provide 1,000 square feet of usable open space plus 150 square feet for each individual trailer space if the mobile home park provides more than 10 spaces.

Medium Density Residential Zone (MDR) - 5.9 to 12.0 du/acre

The Medium Density Residential (MDR) Zone is designed to provide for apartments, multiple-family dwellings, dwelling groups, and supporting uses. One-, two-, or multiple-family dwellings are permitted by right in this zone, as are dwelling groups and apartment houses, boarding and rooming houses, and crop and tree farming. Mobile home parks and subdivisions, condominiums and planned residential developments, attached single-family dwellings, board and care facilities, and rest or nursing homes are permitted through issuance of a conditional use permit. A minimum 2,900 square foot lot area is required for each unit, and buildings shall not cover more than 45 percent of the lot. In addition, residential uses proposed for this zone must provide 100 square feet of usable open space for each of the first 10 dwelling units, 50 square feet for each of the second 10 units, and 25

square feet for each unit in excess of 20. Usable open space is defined as lawn, pool, or a garden courtyard, and shall not include the required front yard or street side yard, off-street parking, driveways, or service areas.

High Density Residential Zone (HDR) - 12.0 to 25.0 du/acre

The High Density Residential (HDR) Zone classification is designed to provide for apartments, multiple-family dwellings, dwelling groups, and supporting uses. Multiple-family dwellings, dwelling groups, apartments, and boarding and rooming houses are allowed by right. Crop and tree farming and single-family dwellings are also allowed by right in the High Density Residential zone. Mobile home parks and subdivisions, condominiums and planned residential developments, and attached single-family dwellings are allowed via a use permit. There is no height limit in the HDR zone, but at least 1,400 square feet of net lot area is required of each unit. The maximum building coverage is 45 percent and the same usable open space required for development in the MDR district is required for the HDR district.

Professional Office and Medical Zone (POM) - 5.8 du/acre

The Professional Office and Medical (POM) Zone specialized classification is designed to provide for local serving offices supporting uses and facilities consistent with the General Plan. This zone permits the development of multiple family dwelling units, with the exception of apartment hotels.

General Highway Commercial (GHC)

The General Highway Commercial (GHC) Zone is to provide areas for commercial activities which are automobile-oriented or for those uses which seek independent locations outside shopping centers or other business clusters. Multiple-family dwellings are also conditionally permitted in this zone without a maximum prescribed density.

Central Business District (CBD) - 40 du/ac

The Central Business District (CBD) Zone is to provide areas in which pedestrian-oriented establishments, commercial business, service, and office facilities for the convenience of residents of the entire City may locate. Multiple-family dwellings are also conditionally permitted in this zone at a density of up to 40 units per acre, as prescribed in the General Plan.

Development standards specific to each zone district are designed to protect and promote the health, safety, and general welfare of residents as well as implement the policies of the General Plan. These standards also serve to preserve the character and integrity of existing neighborhoods. Specific residential development standards are summarized in Table 33. Generally, development standards can limit the number of units that may be constructed on a particular piece of property. These include density, minimum lot and unit sizes, height, and open space requirements. Limiting the number of units that can be constructed will increase the per-unit land costs and can, all other factors being equal, result in higher development costs that may impact housing affordability.

Table 33: Residential Development Standards

Zoning District	Maximum Building Height	Minimum Net Lot Area (sq. ft.)	Minimum Lot (ft.)		Setbacks (ft.)			Maximum Lot Coverage	
			Width	Depth	Front	Rear	Side		
RE	35' (2 ½ stories)	15,000	75	n/a	50	30	20	30%	
LDR		5,600	56	90	15	10	3-10	45%	
MDC		3,500	45	n/a			4-10		
RMH	35' (2 stories)	2,400	35	60	5	5	5	n/a	
MDR	35' (2 ½ stories)	6,000	60	n/a	15-20	10	3-10	45%	
HDR				n/a	15-20		5-10		
POM	none	7,500	70	n/a	10		10	10	50%
GHC		none	none	n/a	n/a	15	15	15	none
CBD				None		none			

Source: City of Tracy Zoning Ordinance, 2015.
n/a = No prescribed minimum or maximum standard.

Parking requirements for single-family and multi-family residential uses in Tracy are summarized in Table 34. Although the provision of off-street parking can increase the cost of housing, Tracy’s standards are reasonable as requirements for multi-family developments are equal to or less than requirements for single-family detached dwellings. Furthermore, given the commute pattern of residents, the parking requirements match the demand in the community. Guest space requirements for multi-family developments are also reasonable because these types of developments do not have private driveways for each unit to accommodate parking for guests as is required for new single-family homes. Nonetheless, because the increased cost of off-street parking can make financing the development of senior housing and housing affordable to lower and moderate income households more difficult, reduced parking and other incentives, concessions, or waivers and modifications of development standards are available for developers of affordable projects that are eligible for a density bonus.

Table 34: Parking Requirements

Type of Residential Development	Required Parking Spaces
Single-Family Residential	Two non-tandem enclosed (in garage) spaces per unit*
<i>Multi-Family Dwellings</i>	
Studio units and one-bedroom units	One and one-half spaces per unit, one of which shall be covered, plus one additional space marked "Guest" per every five units
Two-bedroom or more units	Two spaces with one covered per unit, plus one space marked "Guest" for every five residential units

Source: City of Tracy Zoning Ordinance, 2015.
** Except for housing designated by the City as in a very low or low income housing program where only one of the two spaces per unit is required to be enclosed.*

The City recently adopted amendments to the Zoning Ordinance to incorporate Affordability by Design principles. For example, any use, including multi-family residential, may request a reduction in required parking based on a study or survey that illustrates that required parking is not warranted. Applicants may receive up to a 20 percent reduction of the otherwise required number of parking spaces pursuant to T.M.C. Section 10.08.3470(e). The City of Tracy has also relaxed the required distance between structures in the HDR Zoning District from the average

height of the two buildings to 10 feet. This has provided for greater flexibility for the allowance and maximum usage of residential sites.

3. Provision for a Variety of Housing Opportunities

Housing element law specifies that jurisdictions must identify adequate sites to be made available through appropriate zoning and development standards to encourage the development of a variety of housing types for all economic segments of the population. This includes single-family homes, multi-family housing, second units, mobile homes, and residential care facilities. Table 35 below summarizes the various housing types permitted within the City’s zoning districts.

Table 35: Housing Types Permitted by Zone

Housing Types	RE	LDR	MDC	RMH	MDR	HDR	POM	GHC	CBD
One-Family Dwelling	P	P	P		P	P			
Second Units	P	P	P		P	P			
Manufactured Housing/ Mobile Homes	P	P			P	P			
Mobile Home Parks	C	C	C	P	C	C			
Multi-Family			P		P	P	P	C	C
Residential Care Facility (less than 6 persons)	P	P	P		P	P	P		
Residential Care Facility (more than 6 persons)	C	C	C		C	C			

Source: City of Tracy Zoning Ordinance, 2015.

Notes: P = Permitted C = Use Permit Required

One-Family Dwellings

A “one-family dwelling” is defined in the Zoning Ordinance as a detached building arranged, designed, or used for, and intended to be occupied by, not more than one family, and which building has not more than one primary kitchen and not less than one bathroom. Single-family dwellings are permitted in all of the City’s residential zones, with the exception of the RMH zone.

Secondary Residential Unit

Second units may be an alternative source of affordable housing to lower income households and seniors. A “secondary residential unit” is defined as a separate residential unit containing sleeping, kitchen, and bathroom facilities, and created on a lot in the Low Density Residential Zone (LDR) zone which already contains one legally created residential unit. A secondary residential unit may be created by the conversion of a portion of, or an addition to, an existing dwelling or by the construction of a new structure.

The passage of AB 1866 (effective July 2003) requires cities to use a ministerial process to consider second units in effort to facilitate the production of affordable housing state-wide. Second units must be permitted in all residential zones where a primary single-family unit already exists. In December 2015, the City of Tracy adopted an amendment to the Zoning

Ordinance that permits the development of second units in the RE, LDR, MDC, MDR, and HDR zones.

Manufactured and Mobile Homes

Manufactured housing and mobile homes can be an affordable housing option for low and moderate income households. The California Department of Finance reported in 2009 that Tracy's housing stock included 476 mobile homes, or approximately two percent of the total housing units in the City. A mobile home built after June 15, 1976, certified under the National Manufactured Home Construction and Safety Act of 1974, and built on a permanent foundation may be located in any residential zone where a conventional single-family detached dwelling is permitted subject to the same restrictions on density and to the same property development regulations.

The City's Zoning Ordinance conditionally permits mobile home parks in all of its residential zones, with the exception of the RMH zone where they are permitted by right. In December 2015, the City of Tracy adopted an amendment to the Zoning Ordinance that permits the development of manufactured homes in the RE, LDR, MDR, and HDR zones.

Multiple-Family Housing

According to the American Community Survey, multiple-family housing comprised approximately 13 percent of the housing stock in Tracy between 2009 and 2013 (Table 19 on page 28). Multiple-family housing is permitted within the MDC, MDR, HDR and POM zones. Conditional use permits are required for the construction of multiple-family housing in the GHC and CBD zone districts.

Residential Care Facilities

The Lanterman Developmental Disabilities Services Act (Sections 5115 and 5116) of the California Welfare and Institutions Code declares that mentally and physically disabled persons are entitled to live in normal residential surroundings. The use of property for the care of six or fewer persons with mental disorders or disabilities is required by law. A State-authorized, certified or authorized family care home, foster home, or group home serving six or fewer persons with disabilities or dependent and neglected children on a 24-hour-a-day basis is considered a residential use to be permitted in all residential zones. No local agency can impose stricter zoning or building and safety standards on these homes (commonly referred to as "group" homes) of six or fewer persons with disabilities than are required of the other permitted residential uses in the zone.

In accordance with the Lanterman Act, all residential care facilities serving six or fewer persons are permitted without discretionary review in Tracy wherever a single-family home is permitted. In addition, the City allows residential care facilities of seven or more persons in all of its residential zones with a Conditional Use Permit. Despite this policy, the City's Zoning Ordinance makes no specific provisions for residential care facilities of any size. The City will amend its Zoning Ordinance to fully comply with the provisions of the Lanterman Act by 2016.

It should be noted, however, that the lack of explicit provisions for residential care facilities in the Zoning Ordinance has not precluded the development of this housing type in the City. According to the State Department of Social Services Community Care Licensing Division, as of June 2015, one licensed group home with six beds, 16 licensed residential care facilities for the elderly with a combined capacity of 368 beds, and seven licensed adult residential facilities with a combined capacity of 95 beds, are located in Tracy.

Emergency Shelters

Senate Bill 2, enacted in October 2007, requires local governments to identify one or more zoning categories that allow emergency shelters without discretionary review. The statute permits the City to apply limited conditions to the approval of ministerial permits for emergency shelters. The identified zone must have sufficient capacity to accommodate at least one year-round shelter and accommodate the City's share of the regional unsheltered homeless population. Tracy's share of the regional unsheltered homeless population is estimated to be 32 individuals.

In December 2015, the City of Tracy adopted an amendment to the Zoning Ordinance that added a definition of emergency shelters to the Municipal Code and permits their development in the MDC, MDR, and HDR zones by right, without discretionary review. Emergency shelters are also subject to the following additional development standards:

- Concentration. An emergency homeless shelter may not be located closer than 300 feet from another emergency homeless shelter.
- On-site resident manager. An emergency homeless shelter shall have a resident, on-site manager.

The City has over 20 acres of vacant land zoned MDC, MDR, and HDR. In addition, the City's residential sites inventory identifies 11.3 acres of vacant MDR land. The City also has plans to rezone 31.7 acres of vacant industrial land to HDR, consistent with the City's General Plan Land Use Element. Adequate capacity would be available to potentially accommodate emergency shelters for the unsheltered homeless in the City.

Transitional and Supportive Housing

State law (AB 2634 and SB 2) requires local jurisdictions to address the provisions for transitional and supportive housing. Under Housing Element law, transitional housing means buildings configured as rental housing developments, but operated under program requirements that require the termination of assistance and recirculation of the assisted unit to another eligible program recipient at a predetermined future point in time that shall be no less than six months from the beginning of the assistance (California Government Code Section 65582(h)).

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

with low incomes who have one or more disabilities, including mental illness, HIV/AIDS, substance abuse, or other chronic health condition, or individuals eligible for services provided pursuant to the Lanterman Developmental Disabilities Services Act (Division 4.5 (commencing with Section 4500) of the Welfare and Institutions Code) and may include, among other populations, adults, emancipated minors, families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, and homeless people (California Government Code Sections 65582(f) and (g)).

In December 2015, the City of Tracy adopted an amendment to the Zoning Ordinance that added a definition of transitional housing and supportive housing to the Municipal Code. Transitional housing is now defined as “a building configured for rental housing, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time that is not less than six months from beginning of assistance. Transitional housing that is provided in single-family, two-family, or multi-family dwelling units will be permitted, conditionally permitted or prohibited in the same manner as other single-family, two-family, or multi-family dwelling units under this code.”

Supportive housing is now defined as “housing with no limit on the length of stay, that is occupied by persons with disabilities and individuals or families that are homeless at the time approved for occupancy, and that is linked to on-site services that assist the supportive housing resident in retaining the housing, thereby improving the residents health status, and maximizing his or her ability to live and, when possible and applicable, work in the community. Supportive housing that is provided in single-family, two-family, or multi-family dwelling units will be permitted, conditionally permitted or prohibited in the same manner as other single-family, two-family, or multi-family dwelling units under this code.” This definition is not precisely consistent with the Government Code. The City will be amending its Zoning Ordinance to ensure compliance with State law.

Single Room Occupancy Units (SROs)

SRO units are one-room units intended for occupancy by a single individual. They are distinct from a studio or efficiency unit, in that a studio is a one-room unit that must contain a kitchen and bathroom. Although SRO units are not required to have a kitchen or bathroom, many SROs have one or the other and could be equivalent to an efficiency unit. AB 2634 mandates that local jurisdictions address the provision of housing options for extremely low income households – specifically the provision of SROs.

In December 2015, the City of Tracy adopted an amendment to the Zoning Ordinance that added a definition of SROs to the Municipal Code and permits their development in the MDR and HDR zones. SROs are also conditionally permitted in the MDC zone.

Farmworker Housing

The California Employee Housing Act requires that housing for six or fewer employees be treated as a regular residential use. The Employee Housing Act further defines housing for

agricultural workers consisting of 36 beds or 12 units be treated as an agricultural use and permitted where agricultural uses are permitted.

The City of Tracy permits crop and tree farming in the A, LDR, MDC, MDR, and HDR zones. However, farm employee housing is not similarly permitted in these zones. The City's Zoning Ordinance also has no provisions for employee housing. City staff will amend the Zoning Ordinance by 2016 to include provisions for farm employee housing and employee housing pursuant to the California Employee Housing Act.

Housing for Persons with Disabilities

Both the federal Fair Housing Amendment Act (FHAA) and the California Fair Employment and Housing Act direct local governments to make reasonable accommodations (i.e. modifications or exceptions) in their zoning laws and other land use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. The City conducted an analysis of the zoning ordinance, permitting procedures, development standards, and building codes to identify potential constraints for housing for persons with disabilities. The City's policies and regulations regarding housing for persons with disabilities are described below.

Land Use Controls: Under State Lanterman Developmental Disabilities Services Act (aka Lanterman Act), small licensed residential care facilities for six or fewer persons must be treated as regular residential uses and permitted by right in all residential districts.

All residential care facilities serving six or fewer persons are permitted without discretionary review in Tracy wherever a single-family home is permitted. All residential zones also allow residential care facilities of seven or more persons with a Conditional Use Permit. The City will amend its Zoning Ordinance by 2016 to reflect this current policy and fully comply with the provisions of the Lanterman Act.

Definition of Family: Local governments may restrict access to housing for households failing to qualify as a "family" by the definition specified in the Zoning Ordinance. Specifically, a restrictive definition of "family" that limits the number of and differentiates between related and unrelated individuals living together may illegally limit the development and siting of group homes for persons with disabilities, but not for housing families that are similarly sized or situated.³ In December 2015, the City of Tracy adopted an amendment to the Zoning Ordinance that modified the definition of "family" to "one or more persons occupying a single dwelling unit, under no more than one written or oral rental agreement." This definition may act as a constraint on housing for persons with disabilities. For example, there are some service providers that require individual lease agreements for residents within a residential care facility

³ California court cases (City of Santa Barbara v. Adamson, 1980 and City of Chula Vista v. Pagard, 1981, etc.) have ruled an ordinance as invalid if it defines a "family" as (a) an individual; (b) two or more persons related by blood, marriage, or adoption; or (c) a group of not more than a specific number of unrelated persons as a single housekeeping unit. These cases have explained that defining a family in a manner that distinguishes between blood-related and non-blood related individuals does not serve any legitimate or useful objective or purpose recognized under the zoning and land use planning powers of a municipality, and therefore violates rights of privacy under the California Constitution.

or transitional housing. The City will revisit this definition of family to ensure that it places no negative impacts for persons with disabilities.

Building Codes: The Building and Safety Division actively enforces 2013 California Building Code provisions that regulate the access and adaptability of buildings to accommodate persons with disabilities. No unique restrictions are in place that would constrain the development of housing for persons with disabilities. Government Code Section 12955.1 requires that 10 percent of the total dwelling units in multi-family buildings without elevators consisting of three or more rental units or four or more condominium units subject to the following building standards for persons with disabilities:

- The primary entry to the dwelling unit shall be on an accessible route unless exempted by site impracticality tests.
- At least one powder room or bathroom shall be located on the primary entry level served by an accessible route.
- All rooms or spaces located on the primary entry level shall be served by an accessible route. Rooms and spaces located on the primary entry level and subject to this chapter may include but are not limited to kitchens, powder rooms, bathrooms, living rooms, bedrooms, or hallways.
- Common use areas shall be accessible.
- If common tenant parking is provided, accessible parking spaces is required.

Reasonable Accommodation: Both the Federal Fair Housing Act and the California Fair Employment and Housing Act direct local governments to make reasonable accommodations (i.e. modifications or exceptions) in their zoning laws 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 reasonable to accommodate requests from persons with disabilities to waive a setback requirement or other standard of the Zoning Ordinance to ensure that homes are accessible for the mobility impaired. Whether a particular modification is reasonable depends on the circumstances. In December 2015, the City of Tracy adopted an amendment to the Zoning Ordinance that added a formal reasonable accommodations procedure to the Municipal Code.

4. Development and Planning Fees

Residential developers are subject to a variety of fees and exactions to process permits and provide necessary services and facilities as allowed by State law. In general, these development fees can be a constraint to the maintenance, improvement, and development of housing because the additional cost borne by developers contributes to overall increased housing unit cost. However, the fees are necessary to maintain adequate planning services and other public services and facilities in the City. The City's permit processing and development impact fee schedule for residential development are displayed in Table 36. Most permit processing fees are levied on a full cost recovery basis to recoup actual administrative costs incurred to the City during the development review process. Development impact fees are levied to offset fiscal impacts of new developments.

Table 36: Permit Processing Fees

Type	Amount
Conditional Use Permit	
Class A	\$5,905 (\$608)
Class B	\$3,760 (\$390)
Development Review	
Class A	\$4,361
Class B	\$3,098
Environmental Initial Study/Negative Declaration	\$1,582
Environmental Impact Report	Cost Recovery Agreement
General Plan Amendment	Cost Recovery Agreement
Planned Unit Development	\$8,746
Planning Commission Determination	\$1,120
Residential Growth Allotment	\$1,859
Specific Plan Amendment	\$5,682
Tentative Parcel Map	\$8,133
Tentative Subdivision Map	
5-100 lots	\$11,141
101+ lots	\$17,380
Variance	\$749
Zone Change	\$2,841

Source: City of Tracy, Development and Engineering Services (DES) Department Master Fee Schedule, 2015.

() = Fee for non-profit organizations.

Notes:

1. Class A = 4 or more units
2. Class B = 1-3 units

A typical development is also expected to pay a variety of impact fees to ensure the adequate provision of infrastructure, services, and facilities. The exact fees to be paid depend on the location of the projects. Typical application processing costs to the City for a residential project range between \$15,000 to \$40,000. Technical studies (such as traffic, sewer, water, or CEQA) can cost between \$10,000 to \$60,000 per residential subdivision or apartment complex. Development impact fees for a recent 21-unit single-family subdivision totaled approximately \$50,000 per unit. For a recent 300-unit multi-family development, fees totaled approximately \$25,000 per

unit. Appendix C shows the development impact fees for a typical single-family unit and a typical multi-family unit.

While the City’s fees are tied to the costs of providing necessary services, they can impact the development of affordable housing. The City has several policies in place to facilitate the development of affordable housing, including: increased priority under the Growth Management Ordinance, decreased construction costs through reduced standards (i.e. reduced parking, etc.), and reduced fees.

5. On- and Off-Site Improvements

Requirements for on- and off-site improvements vary depending on the presence of existing improvements, as well as the size and nature of the proposed development. In general, the City requires the following improvements and facilities for new developments:

- *Frontage improvements.* The frontage of each lot is required to be improved consistent with the geometric sections of the Roadway Master Plan, including street structural section, curbs, gutters, sidewalks, driveway approaches, transitions, landscaping and street lighting
- *Storm drainage.* Stormwater runoff must be collected and conveyed by an approved storm drain system that provides for the protection of abutting and off-site properties. Off- and/or on-site storm drain improvements and/or detention or retention basins may be required to satisfy this requirement.
- *Water supply.* Each unit or lot must be served by the City water system, with a separate water meter.
- *Underground utilities.* All existing and proposed utilities must be placed underground. Street lighting must also be provided to the standards specified in the City's design documents. Developers must deposit with the City sufficient money to pay for the energy and maintenance of such street-lighting for a period of 18 months or secure funding for lighting through a landscape and lighting maintenance district.
- *Other improvements.* Other improvements, including but not limited to, street lights, fire hydrants, signs, street trees and shrubs, landscaping, irrigation, and monuments, or fees in lieu of any of the above may also be required.
- *Street Design.* The City of Tracy street design criteria are summarized in the table below (Table 37). Alternative street designs are permitted within specific plan areas.

Table 37: Street Design Criteria

Design Criteria	Right of Way	Curb to Curb
Residential Streets (<500 VPD)	56'	36'
Minor Residential Collector (500-2,000 VPD)	60'	40'
Major Residential Collector (2,000-5,000 VPD)	86'	56'
Minor Arterial (5,000-12,000 VPD)	114'	64'

Source: City of Tracy, 2015.
 VPD=Vehicles per day

6. Building Codes and Enforcement

In addition to land use controls, local building codes also affect the cost of housing. The City currently implements the 2013 California Building Codes, which are based on the International Building Codes. The California Building Codes establish standards and requires inspections at various stages of construction to ensure code compliance and minimum health and safety standards. Although these standards may increase housing production costs, these standards are mandated by the State of California and are intended to provide structurally sound, safe, and energy-efficient housing.

7. Local Permits and Processing Times

The processing time needed to obtain development permits and required approvals is commonly cited by the development community as a prime contributor to the high cost of housing. Depending on the magnitude and complexity of the development proposal, the time that elapses from application submittal to project approval may vary considerably. Factors that can affect the length of development review on a proposed project include: completeness of the development application submittal, responsiveness of developers to staff comments and requests for information, and projects that are not exempt from the California Environmental Quality Act (CEQA), require rezoning or general plan amendment, or are subject to a public hearing before the Planning Commission or City Council.

Certainty and consistency in permit processing procedures and reasonable processing times is important to ensure that the development review/approval process does not discourage developers of housing or add excessive costs (including carrying costs on property) that would make the project economically infeasible. The City is committed to maintaining comparatively short processing times. Total processing times vary by project, but most residential projects are approved in two to four months. Table 38 provides a detailed summary of the typical processing procedures and timelines of various types of projects in the City.

Table 38: Processing Times

Project Type	Reviewing Body	Public Hearing Required	Appeal Body (if any)	Estimated Total Processing Time
Single-Family Subdivision	Planning Commission*	Yes	City Council	2-4 months
Multiple-Family	DES Director	Yes	Planning Commission	2-4 months
Multiple-Family (with subdivisions)	Planning Commission*	Yes	City Council	2-4 months
Mixed Use	Planning Commission	Yes	City Council	2-4 months

**City Council would grant final approval if the Tentative Map is a "Vesting" Map. If not Vesting, Planning Commission has final approval authority. All projects are assumed to have proper general plan, zoning, and CEQA clearance.*

The processing time for the most common residential development applications are summarized in Table 39. These applications are often processed concurrently. Depending on the level of environmental review required, the processing time for a project may be lengthened. Given the relatively short time periods required for processing residential

development applications in Tracy, the City’s permit processing procedures are not a significant constraint on residential development.

Table 39: Approximate Processing Times

Process/Application	Time
Conditional Use Permit	2-3 months
Development Review	1-3 months
General Plan Amendment	3-4 months
Environmental Impact Reports	6-12 months
Plan Check/Building Permits	1-3 months
Tentative Map	2-3 months
Variance	1-2 months
Zone Change	3-4 months

Source: City of Tracy Planning Department, 2015.

Development Review

A Development Review Permit is required for all housing developments or improvements that require a building permit, except for single-family and two-family residences. An application, including an initial environmental study and site/architectural plans, must be submitted to the City’s Development and Engineering Services (DES) Department. Site plan and architectural reviews are completed within the Development Review process. The DES Director reviews applications and has the authority to approve, conditionally approve, or deny an application. In reviewing and evaluating an application, the Director considers the following aspects:

- Conformity with various zoning provisions;
- The height, bulk, and area of buildings;
- The types of buildings and installations;
- The physical and architectural relationship with the existing and proposed structures;
- The site layout, orientation, and location of the buildings and relationships with open areas and topography;
- The height, materials, colors, and variations in boundary walls, fences, and screen plantings;
- The location and type of landscaping, including, but not limited to, off-street parking areas; and
- The appropriateness of the sign design and exterior lighting.

Conditional Use Permit

In all zoning districts, specified conditional uses are permitted subject to the granting of a Conditional Use Permit. Because of their potentially incompatible characteristics, conditional uses require special consideration so that they may be located properly with respect to their effects on surrounding properties. In order to achieve these purposes, the Planning Commission has the authority to grant or deny applications for use permits and to impose reasonable conditions upon the granting of Conditional Use Permits.

A public hearing is required for each application for a conditional use permit. Hearings must be held within 30 days after the date the application was filed. Notice of the public hearing must be given at least 10 days, but not more than 20 days, prior to the date of the hearing. At the public hearing, the Commission reviews each application and receives applicable evidence and testimony concerning the proposed use and the proposed conditions. The Commission must decide on each application within 40 days of the closing of the public hearing.

In recommending the approval of a Conditional Use Permit, the Commission can impose a variety of conditions that are deemed necessary to protect the public health, safety, and general welfare. Such conditions may include:

- Special yards, spaces, and buffers;
- Fences and walls;
- The surfacing of parking areas and provisions for surface water drainage, subject to City specifications;
- Requiring street dedications and improvements, including service roads or alleys when practical;
- The regulation of the points of vehicular ingress and egress;
- The regulation of signs;
- Requiring the maintenance of the grounds;
- Requiring landscaping and the maintenance thereof;
- The regulation of noise, vibration, odors, and other similar characteristics;
- The regulation of the time for certain activities to be conducted on the site;
- The time period within which the proposed use shall be developed;
- A bond, deposit of money, or letter of credit for the completion of the street improvements and other facilities or for the removal of such use within a specified period of time to assure faithful performance on the part of the applicant.

8. State Tax Policies and Regulations

Proposition 13

Proposition 13 is a voter initiative that limits increases in property taxes except when there is a transfer of ownership. This initiative may have increased the cost of housing by forcing local governments to pass on more of the costs of housing development to new homeowners.

Federal and State Environmental Protection Regulations

Federal and State regulations require environmental review of proposed discretionary projects (e.g., subdivision maps, use permits, etc.). Costs, resulting from fees charged by local government and private consultants needed to complete the environmental analysis and from delays caused by the mandated public review periods, are also added to the cost of housing and passed on to the consumer. However, the presence of these regulations helps preserve the environment and ensure environmental quality for Tracy residents.

C. Environmental and Infrastructure Constraints

A community's environmental setting affects the feasibility and cost of developing housing. Environmental issues range from the availability of water to the suitability of land for development due to potential exposure to seismic, flooding, wildfire and other hazards. If not properly recognized and accommodated in residential design, these environmental features could potentially endanger lives and property. This section summarizes these potential constraints on residential development in Tracy.

1. Geologic and Seismic Hazards

There are four Seismic Zones in the United States, which are ranked according to their seismic hazard potential. Zone 1 has the least seismic potential and Zone 4 has the highest seismic potential. The City of Tracy lies primarily within Seismic Zone 3, while parts of the Tracy Hills Specific Plan area lie in Zone 4. The California Building Code contains special standards and regulations for each zone to ensure that all new construction will withstand forces associated with a major earthquake.

There are numerous faults within and around the City of Tracy. Major faults near the City include the San Andreas, Calaveras, Hayward and Concord-Green Valley faults. These faults have historically been the source of earthquakes felt in Tracy. The Carnegie/Corral Hollow fault, considered active, runs roughly northeast-southeast along the southern boundary of the Lawrence Livermore National Laboratory Site 300. The Black Butte and Midway faults, which are potentially active, lie near the City's boundaries and may pose potential seismic hazards for the Planning Area. The Tracy-Stockton fault, which passes beneath the City of Tracy in the deep subsurface, is considered inactive. The Elk Ravine fault, which is considered inactive, lies between the Carnegie/Corral Hollow, Black Butte and Midway faults.

There are a series of specific hazards that are caused by earthquakes, including ground rupture, ground shaking, liquefaction and expansive soils. Due to its seismic and geologic conditions, the City of Tracy is subject to several of these hazards, including a moderate potential for liquefaction, as well as a moderate to high potential for expansive soils depending on the specific soil conditions and location. The Safety Element of the City's General Plan includes goals, policies, and actions that are designed to reduce the risks of these hazards, including requiring underground utilities and geotechnical reports.

For all new construction, the City requires geotechnical reports and other analyses, where necessary, to analyze potential soils or geologic hazards. The California Building Code, enforced by the City's Development and Engineering Services Department, contains design and development regulations to ensure that all new construction will withstand forces associated with geologic and seismic hazards.

2. Flooding

Floodplain zones are determined by the Federal Emergency Management Agency (FEMA) and used to create Flood Insurance Rate Maps (FIRMs) that designate these zones. These maps assist cities in mitigating flooding hazards through land use planning and building permit

requirements. FEMA outlines specific regulations for any construction, whether residential, commercial or industrial within 100-year floodplains. The floodplain is the relatively level land area on either side of the banks of a stream subject to flooding. The 100-year floodplain is the area subject to flooding based on a storm event that is expected to occur every 100 years on average, based on historical data.

The most recent FIRM for the City of Tracy is dated October 16, 2009. According to this FIRM, the majority of land within City limits is included in Zone X, the designation for lands outside of the 100-year floodplain. Two areas along the northern portion of the City fall within FIRM Zone AE, which indicates the 100-year floodplain. Furthermore, the majority of land within the city limit and SOI is located outside of the 200-year floodplain, although there are small areas in the northern portions of the city limit and SOI that are within the preliminary 200-year floodplain boundary. New construction and substantial improvements to structures are required to “have the lowest floor (including the basement) elevated at least one foot above the base flood level” or be of flood-proof construction.

The Safety Element of the City’s General Plan also includes goals and policies that are designed to reduce the risks of flooding hazards in the City. These policies include:

- Limiting development on lands within the 100-year flood zone
- Preventing the construction of flood barriers within the 100-year flood zone that divert flood water or increase flooding in other areas
- Encouraging to purchase National Flood Insurance, which reduces the financial risk from flooding and mudflows
- Implementing floodplain overlay zones provided by FEMA

The Federal Emergency Management Agency (FEMA) determines the locations of floodplains and designates the locations of flood zones on Flood Insurance Rate Maps. Specific regulations are enforced by the City on all new construction to ensure that the lowest floor is at least one foot above the base flood level or that the structure is flood-proof. All sites zoned for residential development or identified to provide sites to meet the RHNA, however, are outside the 100-year floodplain.

3. Wildland Fires

The risk of wildland fires is related to a combination of factors, including winds, temperatures, humidity levels and fuel moisture content. Of these four factors, wind is the most crucial. Steep slopes also contribute to fire hazard by intensifying the effects of wind and making fire suppression difficult. Features in some parts of the Planning Area, including highly flammable vegetation, and warm and dry summers with temperatures often exceeding 100 degrees Fahrenheit, create a situation that results in potential wildland fires. Where there is easy human access to dry vegetation, fire hazards increase because of the greater chance of human carelessness. High hazard areas include outlying residential parcels and open lands adjacent to residential areas.

To quantify this potential risk, the California Department of Forestry (CDF) has developed a Fire Hazard Severity Scale that utilizes three criteria in order to evaluate and designate potential

fire hazards in wildland areas. The criteria are fuel loading (vegetation), fire weather (winds, temperatures, humidity levels and fuel moisture contents) and topography (degree of slope).

The Safety Element of the City's General Plan also includes goals and policies that are designed to reduce the risks of wildland fire hazards in the City. These policies include:

- Limiting development in areas with steep terrain
- Requiring new developments to satisfy fire flow and hydrant requirements
- Incorporating drought-resistant and fire-resistant plants in areas subject to wildland fires.
- Regularly training the City of Tracy Fire Department for urban and wildland firefighting conditions.

High fire hazard areas include outlying residential parcels and open lands adjacent to residential area. All new development in Tracy is required to satisfy fire flow and hydrant requirements. No sites improved with residential development to meet or exceed the RHNA are in a high fire hazard area.

4. Hazardous Materials and Waste

Products as diverse as gasoline, paint solvents, film processing chemicals, household cleaning products, refrigerants and radioactive substances are categorized as hazardous materials. What remains of a hazardous material after use or processing is considered to be a hazardous waste. The handling, transportation and disposal of such waste is of concern to all communities. Improper handling of hazardous materials or wastes may result in significant effects to human health and the environment.

Many businesses and residents in Tracy use hazardous materials and generate some amount of hazardous waste. The most common hazardous waste in Tracy are generated from gasoline service stations, dry cleaners, automotive mechanics, auto body repair shops, machine shops, printers and photo processors, and agriculture. Most of these wastes are petroleum-based or hydrocarbon hazardous waste and include cleaning and paint solvents, lubricants and oils. However, medical wastes, defined as potential infectious waste from sources such as laboratories, clinics and hospitals, are also included among the hazardous wastes found in Tracy.

Hazardous materials and hazardous wastes in Tracy are heavily regulated by a range of federal, State and local agencies. One of the primary hazardous materials regulatory agencies is the California Environmental Protection Agency, Department of Toxic Substances Control (DTSC). DTSC is authorized by the U.S. Environmental Protection Agency (EPA) to enforce and implement federal hazardous materials laws and regulations.

San Joaquin County has prepared a Hazardous Material Area Plan, in accordance with the California Health and Safety Code (HSC) (Division 20, Chapter 6.95, §25500 et seq.) and California Code of Regulations (CCR) (Title 19, Article 3, §2270 et seq.). The Plan is designed to protect human health and the environment through hazardous materials emergency planning, response and agency coordination and community right-to-know programs. The Plan outlines

the roles and responsibilities of federal, State, and local agencies in responding to hazardous material releases and incidents. The City of Tracy's Police and Fire Departments work with San Joaquin County to implement this plan.

The City of Tracy participates with San Joaquin County in a household hazardous waste program. Tracy residents can also access the permanent household hazardous waste consolidation facility located in Stockton.

The County Office of Emergency Services (OES) administers the Emergency Planning and Community Right-to-Know program for the Tracy Planning Area. Under Chapter 6.95 of the California Health and Safety Code and the Federal Resource Conservation and Recovery Act, any business storing quantities of hazardous materials greater than 55 gallons of liquid, 500 pounds of solid or 200 cubic feet of some compressed gasses must file a hazardous materials business plan annually that establishes incident prevention measures, hazardous material handling protocols and emergency response and evacuation procedures.

The Safety Element of the City's General Plan also includes goals and policies that are designed to reduce the risks associated with hazardous materials and waste in the City. These policies include:

- Requiring developers to conduct the necessary level of environmental investigation to ensure that soils, groundwater and buildings affected by hazardous material releases from prior land uses and lead or asbestos potentially present in building materials, will not have a negative impact on the natural environment or health and safety of future property owners or users.
- Requiring new pipelines and other channels carrying hazardous materials avoid residential areas and other immobile populations to the extent possible.
- Maintaining formally-designated hazardous material carrier routes to direct hazardous materials away from populated and other sensitive areas.

Most hazardous wastes in Tracy include cleaning and paint solvents, lubricants and oils. Medical wastes are also included among the hazardous wastes found in Tracy. The City works with appropriate County and State agencies to ensure compliance with all hazardous materials and waste safety regulations. No new residential development will be subject to significant risks from hazardous materials or waste.

5. Water Supply

Tracy obtains water from both surface and groundwater sources. The City has access to up to 39,000 acre-feet of water per year from both surface and groundwater sources combined and utilizes less than half that amount each year. Furthermore, the City is pursuing additional water supplies to accommodate future growth. The amount from either source as a percentage of the total water supply used by Tracy varies from year to year based on contractual agreements, annual precipitation and City policy about how to expend water resources. The supply of groundwater sources is dependent on the capacity of the Tracy Aquifer.

The City of Tracy receives the majority of its surface water supply from the South County Surface Water Supply Project (SCSWSP), a partnership with the cities of Manteca, Lathrop, and Escalon and the South San Joaquin Irrigation District. The SCSWSP delivers up to 10,000 acre-feet per year of treated Stanislaus River water to the City.

Another 10,000 acre-feet per year is available through a Bureau of Reclamation contract from the Delta Mendota Canal. An additional 10,000 acre-feet of less reliable supply is available from the Delta Mendota Canal through agricultural water contracts the City purchased from the Banta-Carbona Irrigation District and the West Side Irrigation District.

Finally, the City owns and operates eight wells through which it has historically pumped up to 9,000 acre-feet per year for municipal use. Since obtaining access to surface water supplies, the City only uses well water for meeting peak demands or during the annual maintenance outage of the City's Water Treatment Plant. The well water is less desirable because it is heavily mineralized.

In addition to the current water supply sources indicated above, the City is pursuing thousands of additional acre-feet per year for future urban growth from the Byron-Bethany Irrigation District, the Plain View Water District, water recycling, aquifer storage and recovery, and out-of-area storage through the Semitropic Water Banking project.

The City of Tracy provides water service to all of its residents. In 2009, the City used approximately 17,000 acre-feet of its 39,000 acre-feet supply. Upon General Plan buildout, potable water demand is projected at about 36,300 acre feet per year. The City's water supply comes from both surface and groundwater sources and totals approximately 38,000 acre feet per year. The City will have adequate water to accommodate projected water demands at buildout of the General Plan.

6. Wastewater Capacity

The City of Tracy's wastewater facilities include a collection system consisting of gravity sewer lines, pump stations, force mains, and a Wastewater Treatment Plant (WWTP). Wastewater flows toward the northern part of the City where it is treated at the WWTP and then discharged into the Old River in the southern Sacramento-San Joaquin Delta.

The City of Tracy is the wastewater treatment service provider in Tracy. Wastewater treatment capacity exceeds demand. In 2012, the average dry weather flow for the entire City was 7.6 million gallons per day (mgd). This flow is treated at the City's WWTP which has a design capacity of 10.8 mgd and a planned expansion to 16 mgd. Through existing facilities and approved expansions, the City will have adequate wastewater treatment capacity to meet and exceed the RHNA.

7. Habitat Protection

The Tracy Planning Area currently contains a range of vegetation and habitat types including urban, agricultural, riparian woodlands, seasonal wetlands, farmed wetlands and non-native grasslands. These vegetation areas and habitats, which are described below, host a wide range

of wildlife and plant species that reflect the diversity in San Joaquin County and the Central Valley.

There are numerous special status plant and animal species known to be located in the Tracy Planning Area. Special-status species include plants and animals that are legally protected under state and federal Endangered Species Acts or other regulations, as well as species considered sufficiently rare by the scientific community to qualify for such listing.

As of 2009, there are six special-status mammals, 24 special-status birds, six special-status reptiles and amphibians, two special-status invertebrates, and twelve special-status plant species potentially occurring in the Planning Area. These include the San Joaquin kit fox, Swainson's hawk, San Joaquin pocket mouse and the giant garter snake.

In an effort to protect sensitive and threatened species throughout the county, the San Joaquin Council of Governments (SJCOG) has prepared the San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSCP). The purpose of the SJMSCP is to provide a county-wide strategy for preserving open space, provide for the long-term management of plant, fish and wildlife species, especially those that are currently listed or may be listed in the future under the ESA or the California Endangered Species Act, and provide and maintain multiple-use Open Spaces that contribute to the quality of life of the residents of San Joaquin County. The City of Tracy has adopted the SJMSCP. Sites used to fulfill the RHNA are not impacted by the SJMSCP.

There are numerous special status plant and animal species known to be located in the vicinity of Tracy. In an effort to protect sensitive and threatened species, the City of Tracy participates in the San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSCP). The SJMSCP allows development to occur in the City limits while land is conserved elsewhere in San Joaquin County for long-term management of plant, fish, and wildlife species. The SJMSCP provides habitat mitigation for sufficient amounts of land for Tracy to exceed the RHNA.

IV. Housing Resources

The extent of housing needs in a community often exceeds the resources available. The City of Tracy must pool together limited resources and use them efficiently in order to address the current and projected housing needs of its residents. This section of the Housing Element provides an overview of resources available to the City.

A. Regional Housing Needs Allocation

1. Projected Housing Needs

State Housing Element law requires that a local jurisdiction accommodate a share of the region's projected housing needs for the planning period. This share, called the Regional Housing Needs Allocation (RHNA), is important because State law mandates that jurisdictions provide sufficient land to accommodate a variety of housing opportunities for all economic segments of the community. Compliance with this requirement is measured by the jurisdiction's ability in providing adequate land to accommodate the RHNA. The San Joaquin Council of Governments (SJCOG), as the regional planning agency, is responsible for allocating the RHNA to individual jurisdictions within the region.

The RHNA is distributed by income category. For the 2015 Housing Element update, the City of Tracy is allocated a RHNA of 4,976 units as follows:

- Extremely Low (up to 30 percent of AMI): 513 units (10.3 percent)
- Very Low Income (31 to 50 percent of AMI): 467 units (9.4 percent)
- Low Income (51 to 80 percent of AMI): 705 units (14.2 percent)
- Moderate Income (81 to 120 percent of AMI): 828 units (16.6 percent)
- Above Moderate Income (more than 120 percent of AMI): 2,463 units (49.5 percent)

Credits toward the RHNA

Since the RHNA uses January 1, 2014 as the baseline for growth projections for the Housing Element planning period of 2015-2023, jurisdictions may count toward the RHNA any new units built or issued certificates of occupancy since January 1, 2014. As of May 2015, 1,896 market-rate housing units are under construction or have been approved in Tracy (Table 40). The location of these developments is illustrated in Figure 10. Overall, the City has a remaining RHNA of 2,513 units, including 980 extremely low/very low income units, 705 low income units, and 828 moderate income units.

Table 40: Credits Toward the RHNA

Project Name (Map ID)	Extremely Low/ Very Low 0-50% AMI	Low 51-80% AMI	Moderate 81-120% AMI	Above Moderate > 120% AMI	Total
Projects Under Construction					
Primrose (1)	0	0	0	252	252
The Bungalows (2)	0	0	0	57	57
Trinity Lane (3)	0	0	0	60	60
Muirfield VII—Phase 4 (4)	0	0	0	61	61
Lyon Crossroads (5)	0	0	0	59	59
Aspire Apartments (6)	0	0	0	301	301
Yosemite Vista (7)	0	0	0	166	166
Ventana (8)	0	0	0	105	105
<i>Subtotal</i>	0	0	0	1,061	1,061
Projects Approved and Not Yet Constructed					
Brookview (9)	0	0	0	80	80
Southgate (10)	0	0	0	70	70
Seventh Street Commons (11)	0	0	0	10	10
Elissagaray Infill (12)	0	0	0	47	47
Trigo Duplexes and Triplexes (13)	0	0	0	18	18
Valpico Apartments (14)	0	0	0	184	184
MacDonald Apartments (15)	0	0	0	60	60
Tracy Apartments at Grant Line (16)	0	0	0	441	441
Ellis Specific Plan—Phase I (17)	0	0	0	299	299
Barcelona Infill (18)	0	0	0	51	51
<i>Subtotal</i>	0	0	0	1,260	1,260
Projects Pending Approval					
Tracy Hills Specific Plan—Phase I (19)	0	0	0	1,162	1,162
Middlefield Apartments (20)	0	0	0	144	144
Bates Stringer (21)	0	0	0	226	226
Tracy Village (22)	0	0	0	585	585
Harvest at Tracy (23)	0	0	0	300	300
Aspire II Apartments (24)	0	0	0	47	47
Berg Road Subdivision (25)	0	0	0	71	71
<i>Subtotal</i>	0	0	0	2,535	2,535
Total	0	0	0	4,856	4,856
RHNA	980	705	828	2,463	4,976
Remaining RHNA	980	705	828	0	2,513

2. Residential Sites Inventory

State law requires that jurisdictions demonstrate in the Housing Element that the land inventory is adequate to accommodate that jurisdiction's share of the regional growth. The City is committed to identifying sites at appropriate densities as required by law. The State, through AB 2348, has established "default" density standards for local jurisdictions. State law assumes that a density standard of 20 units per acre for suburban jurisdictions, such as Tracy, is adequate to facilitate the production of housing affordable to lower income households. Therefore, in estimating potential units by income range, it is assumed that:

- A density of 0 to 10 units per acre (primarily for single-family homes) is assumed to facilitate housing in the above moderate income category;
- A density of 11 to 19 units per acre (primarily for medium density multi-family developments) is assumed to facilitate housing in the moderate income category; and
- A density of 20 or more units per acre (primarily for higher density multi-family developments) is assumed to facilitate housing in the extremely low, very low and low income categories.

Residential Development Potential in Specific Plan Areas

The City anticipates that much of its future residential growth will occur within two Specific Plan areas—the Tracy Hills Specific Plan and the Ellis Specific Plan. These Specific Plan areas have the potential to yield over 6,600 units and are described in detail below:

Tracy Hills Specific Plan

The Tracy Hills Specific Plan was adopted in 1998 and encompasses approximately 2,731 acres within the southern portion of the City surrounding the existing interchange at Corral Hollow Road and the proposed Lammers Road interchange on Interstate 580. The specific plan area is anticipated to include 5,499 housing units. In addition to the residential component, areas have been designated for commercial, industrial and office uses. The Specific Plan offers four housing densities for a diverse range of residential opportunities: Residential Estate (0.5 to 2.0 units per acre), Low Density Residential (2.1 to 5.8 units per acre), Medium Density Residential (5.9 to 12.0 units per acre), and High Density Residential (12.1 to 25.0 units per acre).

Full development of the Tracy Hills Specific Plan area may take up to 20 years or more to complete, depending on market conditions. Conceptually, it will be phased generally from east to west or from the Corral Hollow Road end of the site to the western portions of the planning area. The first phase of development is currently under review and expected to be considered by the City Council in 2016 (Figure 8). This development application also includes an amendment to the 1998 Specific Plan that proposes to rearrange the land uses within the planning area. The total number of proposed dwelling units will not change; however, the distribution of units (by land use category) will be modified. Table 41 below reflects the new distribution of housing units, according to the proposed Tracy Hills Specific Plan amendment

that is anticipated to be considered in 2016. The first phase of Tracy Hills is currently under review (Table 40) and these 1,162 units, proposed on the Specific Plan’s LDR parcels, have been removed from the residential development potential calculations below. Furthermore, in order to provide a more conservative estimate of Tracy Hills’ development potential, only one-half of the 2,014 units anticipated in the Specific Plan’s MDR parcels will be counted toward the City’s moderate-income RHNA, even though the maximum allowable density on these properties makes them suitable for the development of moderate-income housing units.

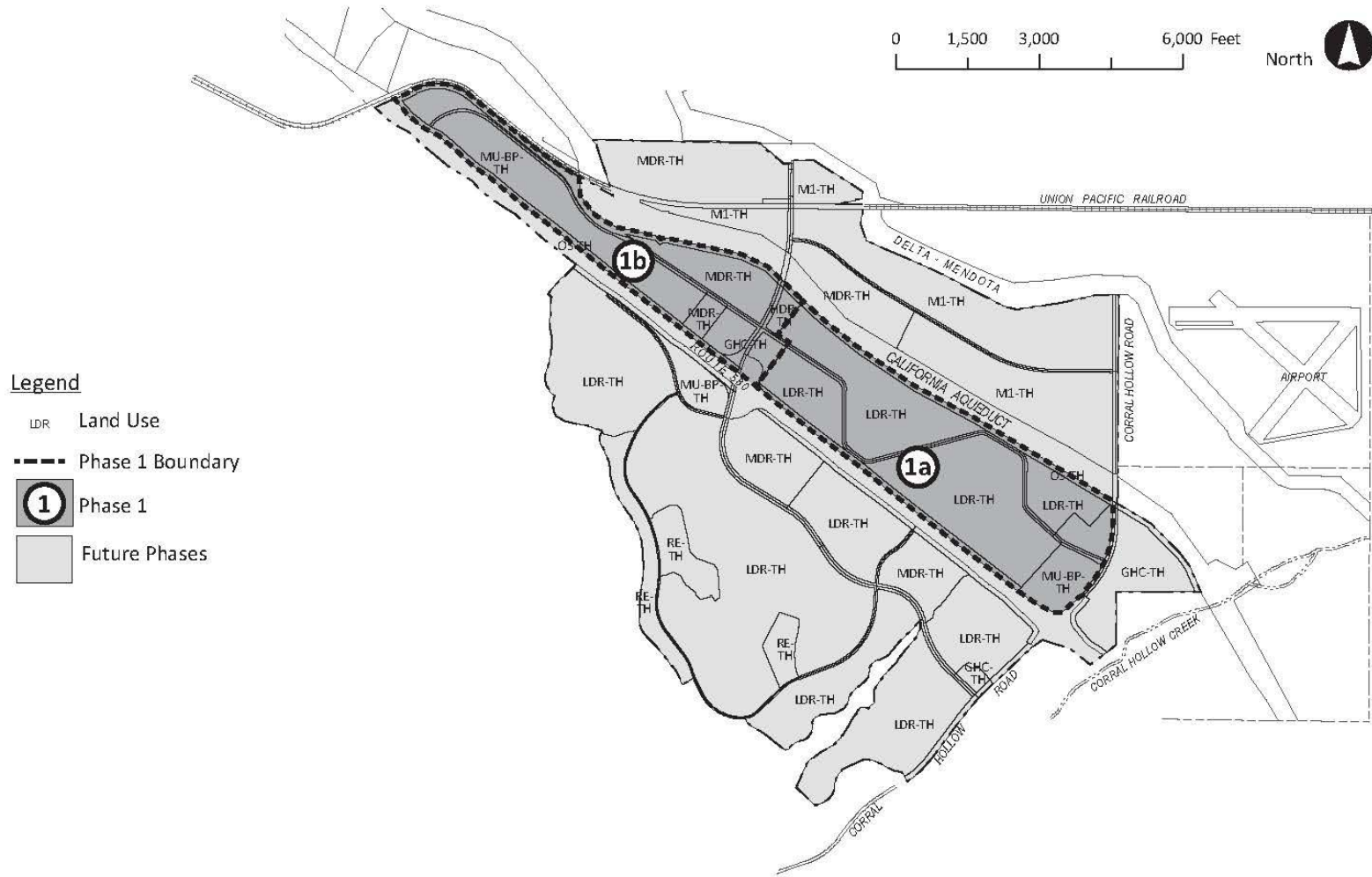
Table 41: Remaining Residential Development Potential in the Tracy Hills Specific Plan (Proposed Amendment)

Land Use (Zoning)	Acreage¹	Density (du/acre)	# of Units
Residential Estate (RE)	81.3	0.5-2.0	122
Low Density Residential (LDR)	876.3	2.1-5.8	2,076
Medium Density Residential (MDR)	270.4	5.9-12.0	2,014
High Density Residential (HDR)	7.8	12.1-25.0	125
Total	1,235.8		4,337

Note:

1. Indicates adjusted developable acres.

Figure 8: Tracy Hills Specific Plan



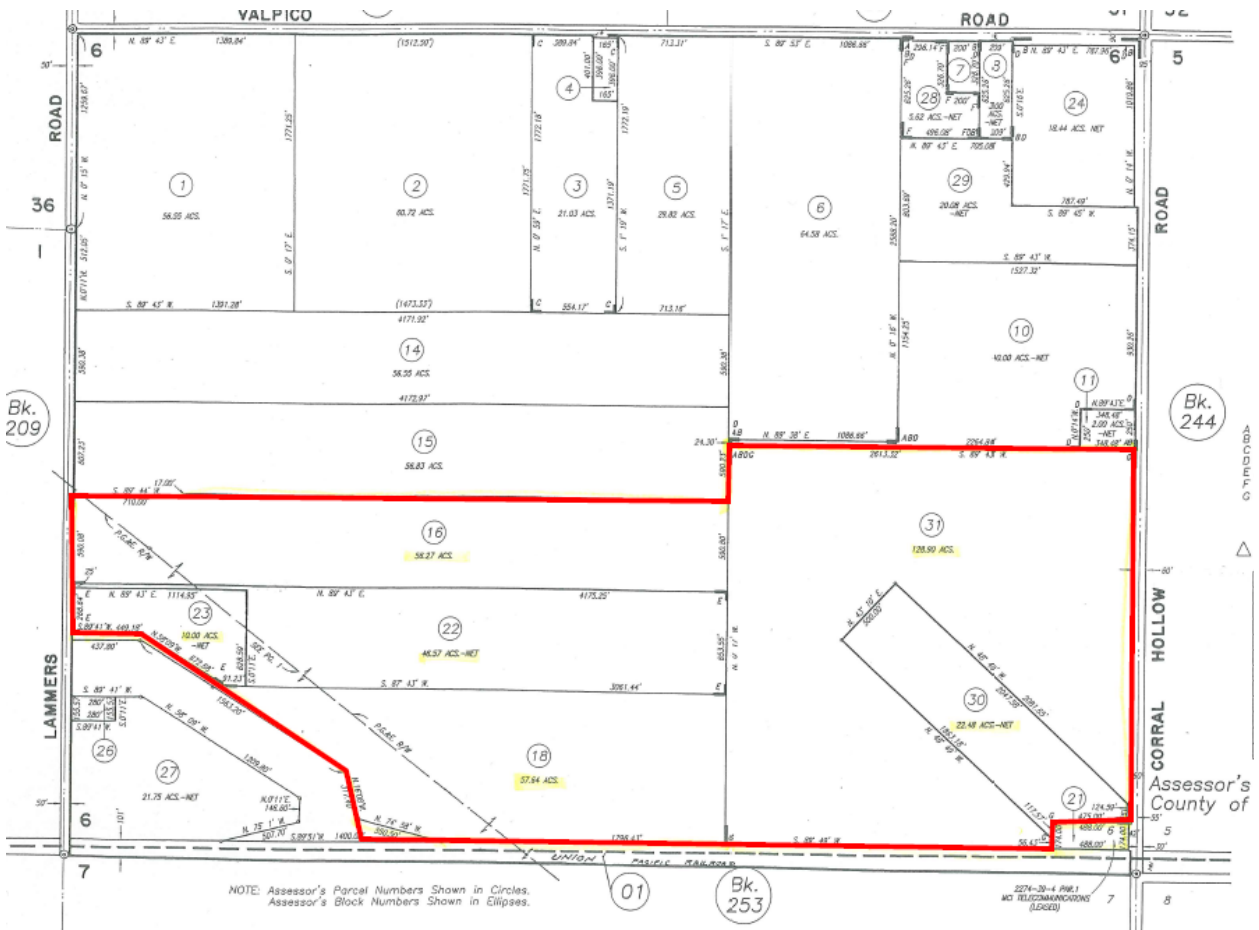
Ellis Specific Plan

The 2011 Tracy General Plan established a separate and distinct land use classification for the Ellis Project entitled Traditional Residential-Ellis (TR-Ellis). In December 2011, the developer filed applications with the City for a modification and amendment to the Original Ellis Development Agreement (DA); a modification and amendment to the Original Ellis Specific Plan; and Petition for Annexation and Pre-Zoning and General Plan Amendment (collectively referred to as the “Modified Project”).

The Modified Ellis Specific Plan (ESP) pertains to 321 acres designated as Traditional Residential-Ellis (TR-Ellis), Commercial, and Village Center (VC) in the City of Tracy General Plan. The area is located between Lammers Road and Corral Hollow Road along the north side of the Union Pacific rail line. The vision for Ellis is to create a village with a broad mix of residential housing types and densities, neighborhood parks, and an opportunity to include a Family-Oriented Swim Center (Family Swim Center) serving as a Community Park. Ellis will be a pedestrian-friendly, compact, planned development. A Village Center with commercial and office/professional uses will be located adjacent to the proposed Family Swim Center and will serve as the focal point of community activities. These uses will all be within walking distance of each other.

The Modified Ellis Specific Plan identifies two land use designations that allow for residential development: Residential Mixed (4.0 to 9.0 units per acre) and Village Center (up to 9.0 units per acre). Upon buildout, the plan will accommodate a maximum of 2,250 residential units (minimum 1,000 units), not including secondary residential units.

Figure 9: Ellis Specific Plan (Location and Existing Parcels)



The Ellis site currently has 100 RGAs, and is anticipated to receive more in the future, in accordance with the Growth Management Ordinance (GMO). The first phase of development within the Ellis Specific Plan was approved in 2014 and construction began in 2015. The specific plan area has a remaining capacity of 1,131 units.

Table 42: Residential Development Potential in the Ellis Specific Plan

Land Use	Acreage	Allowed Density Range (du/acre)	Maximum Number of Units	Potential Number of Units (Mid-Range)
Residential Mixed	170.3	4.0-9.0	1,532	1,106
Village Center	5.7	0.0-9.0	50	25
	176.0		1,582	1,131

Notes: Potential number of dwelling units is estimated as the midpoint of the dwelling unit range specified in Specific Plan.

Residential Development Potential on Vacant Sites

In addition to the Specific Plan areas discussed above, future housing units can also be accommodated on various vacant sites located throughout the City. The sites inventory includes several vacant sites designated for lower density residential uses (up to 12 units per acre). The residential capacity on these sites is counted towards the City’s moderate- and above moderate-income RHNA.

The City plans to accommodate the majority of its lower income RHNA on land designated as Downtown (D) and Residential High (RH) by the General Plan. Residential development within the RH designation can occur at a density of up to 25 units per acre, while the Downtown designation can accommodate up to 40 units per acre. Senior housing is allowed within the Downtown designation at a density of up to 50 units per acre. The Downtown properties included in the sites inventory (detailed in Table 43 and illustrated in Figure 10) all have zoning in place that accommodates residential development. Altogether, the City has identified 35 acres of this high density land, with a total capacity of 1,054 lower income units. City staff used their extensive knowledge of the City to select these particular vacant properties based on a variety of factors, including parcel size, location, and redevelopment potential. These vacant sites were previously identified in the City’s 2009-2014 Housing Element and are currently still vacant and available for future residential development.

Table 43: Vacant Sites Inventory

Map ID	APN	General Plan	Zoning	Acres	Density (units/acre)	Maximum Capacity	Potential Capacity	Existing Use	Notes
<i>Low Density</i>									
A	235-100-32	Residential Low	Low Density Residential	2.00	5.8	11	8	Vacant	
Subtotal				2.0		11	8		
<i>Medium Density</i>									
B	234-070-06	Residential Medium	Medium Density Residential	2.4 ¹	12.0	35	35	Vacant	The MDR zone permits one dwelling unit for each 2,900 square feet of net lot area.
C	234-070-04	Residential Medium	Medium Density Residential	7.1 ¹	12.0	106	106	Vacant	The MDR zone permits one dwelling unit for each 2,900 square feet of net lot area.
D	233-460-04	Residential Medium	General Highway Commercial	1.8	12.0	21	16	Vacant	
Subtotal				11.3		162	157		

Table 43: Vacant Sites Inventory

Map ID	APN	General Plan	Zoning	Acres	Density (units/acre)	Maximum Capacity	Potential Capacity	Existing Use	Notes
<i>High Density</i>									
E	235-150-23	Downtown	Central Business District	17.1	40.0 ²	682	545	Vacant	The General Plan designation for these sites is Downtown and the zoning is Central Business District, which allows multiple-family dwellings at a density of up to 40 units per acre.
F	235-150-06	Downtown	Central Business District	6.9	40.0 ²	275	220	Vacant	
G	235-150-24	Downtown	Central Business District	4.4	40.0 ²	176	123	Vacant	
H	240-660-37	Residential High	Planned Unit Development	3.4	25.0	85	68	Vacant	
I	235-150-07	Downtown	Central Business District	3.5	40.0 ²	140	98	Vacant	
Subtotal				35.3		1,358	1,054		
Total				48.6		1,531	1,219		

Notes:

1. Represents net acreage.
2. Up to 50 units per acre is allowed for senior housing.

Proposed Rezoning

The City’s existing inventory of vacant sites has a shortfall of approximately 500 lower income units for meeting its RHNA obligations. To meet the RHNA for the upcoming planning period, the City will rezone adequate acreage within the City. Specifically, the City will rezone four properties (totaling over 31 acres) designated Residential High by the General Plan to HDR. The location of these parcels is illustrated in Figure 10.

Table 44: Proposed Rezoning

Map ID	APN	General Plan	Current Zoning	Proposed Zoning	Acres	Density (units/acre)	Maximum Capacity	Potential Capacity
J	246-130-03	Residential High	Light Industrial	HDR	7.68	25	192	153
K	246-130-04	Residential High	Light Industrial	HDR	5.00	25	125	100
L	246-130-05	Residential High	Light Industrial	HDR	11.29	25	282	225
M	246-130-06	Residential High	Light Industrial	HDR	7.69	25	192	153
Subtotal					31.7		791	631

These four parcels are currently zoned Light Industrial; however, the Light Industrial zoning on these sites became obsolete when they were re-designated by the General Plan for residential uses. As a matter of land use policy, the General Plan is the guiding land use document in the City. The rezoning of these four properties is, therefore, technical in nature in order to maintain consistency with the General Plan and will be accomplished within two years of the adoption of the 2015-2023 Housing Element. The rezoning of properties to accommodate the City’s RHNA shortfall will also meet the following requirements:

- Sites must be rezoned to permit owner-occupied and rental multi-family housing by right without discretionary review of the use or density; and
- Sites must be zoned with a minimum density of at least 20 units per acre.

Recent Development Trends

Residential development capacity in the specific plan areas are based on the approved number of units in the specific plans. In vacant sites within the City’s downtown area, the capacity is estimated based on 80 percent of allowable densities. Table 45 presents examples of currently under construction or recently approved projects. These projects demonstrate that the City’s development standards are reasonable and that developers are able to achieve over 80 percent of the maximum density permitted.

Table 45: Recent Development Projects (Constructed, Approved, and Proposed)

Project Name	Land Use Designation (Zoning)	Residential Density Allowed	Actual Density		Acreage	Max. Capacity (units)	Actual Capacity (units)
			Density	% of Max.			
Aspire Apartments	Corridor SP	25	23.7	95%	10.80	270	301
Seventh Street Commons	CBD	40	43.5	109%	0.23	9	10
Tracy Apartments at Grant Line	Corridor SP	25	22.0	88%	20.04	501	441
Valpico Apartments	HDR	25	21.0	84%	8.75	218	184
Waterstone Apartments	Residential High	25	23.9	96%	6.52	163	156
Tracy Place ¹	Residential High	25	39.8	159%	1.28	32	50
Avalon Condos	Residential High	25	24.4	100%	1.35	33	33

Note 1: Tracy Place received a density bonus approval to achieve the increased density.

Comparison of Sites Inventory and RHNA

In addition, to nearly 5,000 housing units already approved, under construction, or in review, the City of Tracy has the capacity to accommodate over 7,000 housing units within specific plan areas, vacant sites, and properties proposed for rezoning (Figure 10). This capacity exceeds the City's RHNA of 4,976 units. Table 46 provides a summary of the City's residential capacity and RHNA status.

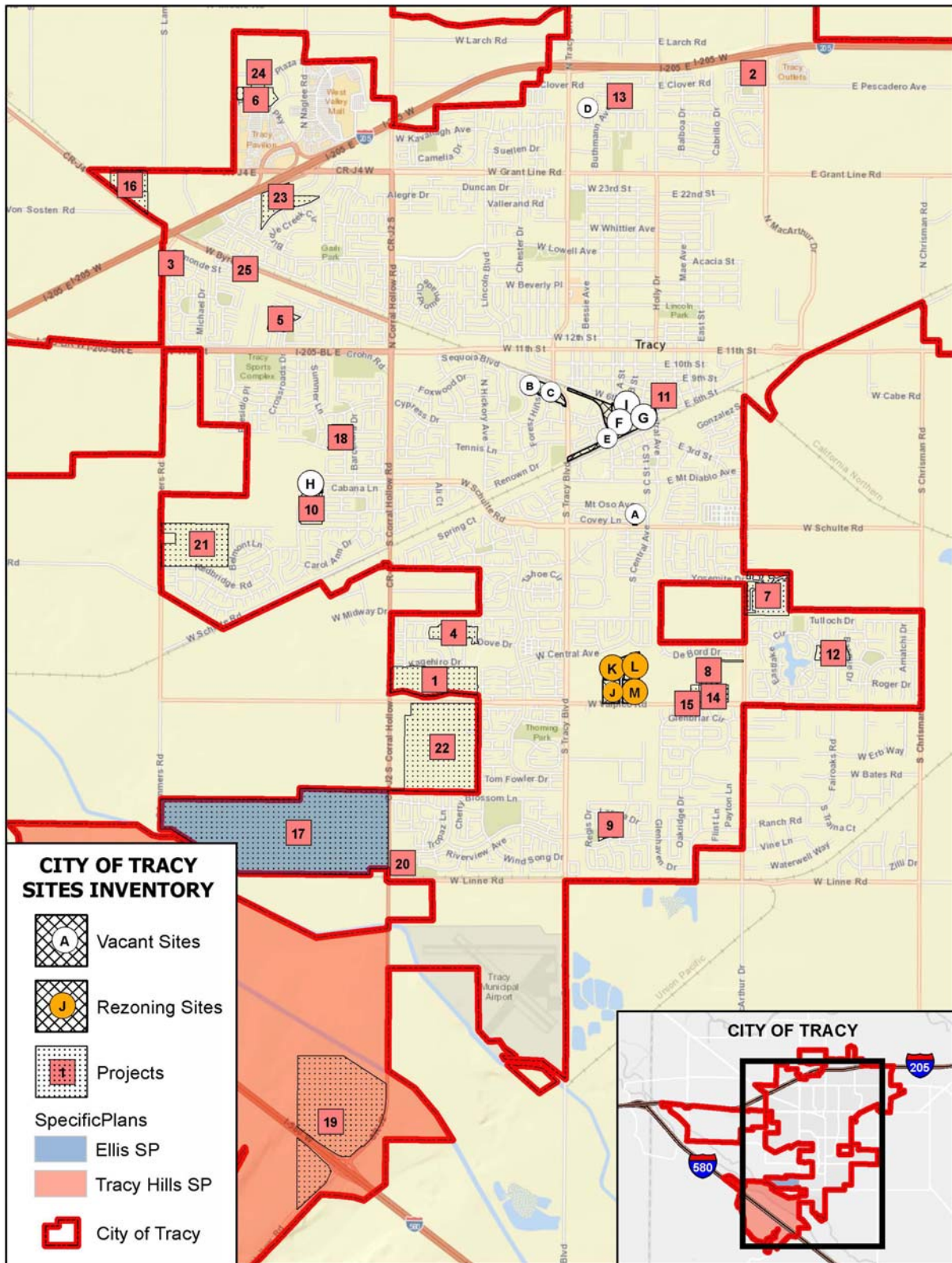
Table 46: Comparison of Sites Inventory and RHNA

Income Category	Projects Approved, Under Construction and In Review	Tracy Hills Specific Plan	Ellis Specific Plan	Vacant Sites	Proposed Rezoning	Total Sites	RHNA	Surplus/ Deficit
Lower	0	125	0	1,054	631	1,810	1,685	+125
Moderate	0	1,007	0	157	0	1,164	828	+336
Above Moderate	4,856	3,205	1,131	8	0	9,200	2,463	+6,737
Total	4,856	4,337	1,131	1,219	631	12,174	4,976	+7,198

Availability of Infrastructure and Services

The Tracy Hills and Ellis projects were analyzed for infrastructure requirements through their respective EIRs, in accordance with CEQA. More specifically, the Tracy Hills project will be provided with wastewater treatment at either the existing WWTP or a new facility. Water for Tracy Hills will be provided after improvement and financing plans are completed. The Ellis project will be supplied with both water and wastewater from the City's existing water supplies and the existing WWTP.

Figure 10: Residential Sites Inventory



B. Financial Resources

As a small city, Tracy has limited access to financial resources for affordable housing. The following list presents the realistic funding available to the City.

1. Community Development Block Grant (CDBG) Funds

CDBG is the largest federal housing-related program for affordable housing. It is a "pass-through" program that allows local governments to use federal funds to alleviate poverty and blight. HUD makes allocations based on a formula that takes population, poverty, and housing distress into account. CDBG funds are used for a variety of housing efforts including activities aimed at reducing costs for private development (helping fund site acquisition, improvement, and other soft costs); housing acquisition and rehabilitation through short and long-term loans, grants or loan guarantees; direct payment of rent or mortgage and housing counseling services; and fair housing activities.

Tracy receives CDBG funds through the San Joaquin Urban County program. The City uses 15 percent of its CDBG funds for public services with the remainder of the allocation going toward public facilities. Tracy is typically allocated approximately \$450,000 in CDBG funds annually.

2. HOME Investment Partnership Act (HOME)

HOME, like CDBG, is a formula-based block grant program. HOME funds must be spent only on housing, and are intended to provide incentives for the acquisition, construction, and rehabilitation of affordable rental and home ownership. HOME requires local governments to provide matching funds, though the matching ratio depends on the specific uses to which HOME funds are to be put. The federal-to-local matching ratio for tenant assistance is currently four-to-one, while the match for rental construction is two-to-one.

The City participates in the HOME program through San Joaquin County and receives approximately \$60,000 in HOME funds annually.

3. Housing Choice Voucher Assistance (Section 8)

The Housing Choice Voucher Program (formerly known as Section 8) is a federal program that provides rental assistance to very low-income persons in need of affordable housing. The Housing Choice Voucher (HCV) program offers a voucher that pays the difference between the payment standard and what a tenant can afford to pay (e.g., 30 percent of their income). The voucher allows a tenant to choose housing that may cost above the payment standard, with the tenant paying the extra cost. The Housing Authority of the County of San Joaquin (HACSJ) administers the HCV program for a number of communities in the County, including Tracy. Approximately 150 Tracy households are currently being assisted with Housing Choice Vouchers. However, the HCV waiting list has been closed since 2009.

C. Administrative Resources

The following agencies and organizations can assist the City of Tracy in implementing the housing programs and activities contained in this Housing Element, including preserving affordable units that are at risk of converting to market-rate housing.

1. Development and Engineering Services (DES) Department

The Development and Engineering Services (DES) Department enhances and maintains the community character of Tracy through application of the City's General Plan goals and objectives. The DES Department comprehensively reviews and processes land development applications for compliance with land use and design standards adopted in the Tracy Municipal Code, Specific Plans, and other design standards and guidelines. The DES Department also coordinates review of development applications between the project applicant, internal divisions and departments, and outside agencies.

2. Finance Department

The Finance Department ensures the fiscal foundation and information systems necessary to deliver community services and is responsible for City budget preparation and compliance, accounting and financial reporting, debt issuance and management, accounts payable, City employee payroll preparation, utility billing, business licensing, accounts receivable, cashiering and sales, and information systems. The Finance Department also includes the elected office of City Treasurer who oversees the investment of City funds and the Information Systems Division.

3. Housing Authority of the County of San Joaquin (HACSJ)

The Housing Authority of the County of San Joaquin (HACSJ) is the agency responsible for providing decent, safe, and affordable housing for low-income families, elderly, and the disabled. HACSJ manages the Housing Choice Voucher (HCV) program, providing rent subsidies in the form of housing assistance payments to private landlords on behalf of eligible families. The HCV program provides housing assistance to extremely low and very low-income families, senior citizens, and disabled or handicapped persons. Its objective is to provide affordable, decent and safe housing for eligible families, while increasing a family's residential mobility and choice.

HACSJ currently assists more than 19,000 people through distribution of 4,800 housing vouchers (including single family homes spread throughout the County) and by managing and maintaining 1,071 units in the County's public housing developments. The HCV program also includes programs such as Family Self-Sufficiency and Welfare to Work. These are designed to assist families in becoming economically self-sufficient.

4. Non-Profit Housing Developers

Due to the high cost of housing development, many communities have found that partnerships with non-profit housing developers are an effective tool for creating affordable housing units. In Tracy, several affordable housing developments have been made possible through close coordination and partnership with non-profit housing developers.

Visionary Home Builders of California

Visionary Home Builders (VHB) is an organization whose mission is to create stable, vibrant communities through the development of affordable housing and provision of related programs and services for low and moderate income families, seniors and people with special needs. VHB began as a small group of farm workers in 1983 whose sole purpose was to improve the living environment for farm workers living in public housing. VHB is a prominent leader in the development and renovation of housing in the Central Valley region. VHB has developed over 1,000 units of rental housing and 350 single-family homes, including the affordable 37-unit Mountain View Townhomes in the City of Tracy. VHB also offers homebuyer education classes to residents of San Joaquin County.

CFY Development, Inc.

CFY Development, Inc. is a committed community developer with over 25 years of experience acquiring, developing, building and rehabilitating workforce housing. The company's portfolio includes 29 projects in 18 cities, with approximately 2,605 units under management. In addition to specializing in affordable housing, the company is also active in mixed-use and mixed-income development. The Tracy Community Development Agency entered into a below market deferred loan agreement with CFY Development, Inc. to provide gap financing for a 50-unit affordable senior housing complex, the Tracy Place Apartments. The complex was completed in 2008.

Bridge Housing

BRIDGE creates high-quality, affordable homes for working families and seniors. With over 13,000 homes and counting, BRIDGE has become the leading affordable housing developer in California. Recently, BRIDGE acquired a 90-unit apartment complex in the Kentfield neighborhood of Stockton as part of a coordinated neighborhood revitalization program initiated by the City of Stockton. The City had identified the Kentfield Apartments as severely distressed and BRIDGE began a major rehabilitation of the property in 2008.

Eden Housing

Eden Housing is an affordable housing developer whose mission is to build and maintain high-quality, well-managed, service-enhanced affordable housing communities that meet the needs of lower income families, seniors and persons with disabilities. Though traditionally based in Alameda County, Eden has by now partnered with 20 cities in six counties to develop affordable housing and is expanding its geographical operations at a rapid pace to new communities, including the San Joaquin Valley. In 1996, the Agency assisted Eden in the

development and construction of 72 low income family apartments, the Stone Pine Meadow complex, located at 229 W. Grant Line Road.

5. Opportunities for Energy Conservation

Energy-related housing costs can directly impact the affordability of housing. While state building code standards contain mandatory energy efficiency requirements for new development, the City and utility providers are also important resources to encourage and facilitate energy conservation and to help residents minimize energy-related expenses.

City Programs and Policies

In Tracy, energy conservation can be achieved via a reduction in electricity usage and private automobile use, encouraging efficient siting and exposure for buildings, and implementing land use and transportation policies that encourage fewer and shorter vehicle trips. The City's Open Space and Conservation Element identifies the following goals, objectives, policies, and actions to make efficient use of energy resources throughout the City of Tracy:

- New development projects should be designed for solar access and orientation. Maximum efficiency is gained by siting homes on an east-west axis.
- New development projects should include measures to reduce energy consumption through site and building design, material selection and mechanical systems.
- Use of on-site alternative energy sources, such as photovoltaic (PV) cells for commercial, residential and industrial users to install shall be encouraged.
- The City will encourage businesses to replace diesel vehicles with less polluting alternatives such as compressed natural gas (CNG), bio-based fuels, hybrids and electric cars.
- Study programs that encourage "green" building, such as the LEED (Leadership in Energy & Environmental Design) program developed by the US Green Building Council, and consider code amendments that encourage "green" construction.
- Develop a program to educate the public about energy efficiency technologies and practices for homes and businesses, such as solar panels and low-energy appliances.
- Partner with public utilities to establish and promote a program for home weatherization and solar retrofit.
- Develop design guidelines for residential construction to address the placement solar panels.
- New vehicles purchased and leased by the City should be alternatively fueled to the extent feasible. Common alternative fuel technologies include hybrid, electric bio-based fuels and compressed natural gas (CNG).
- The City will promote the development of alternative energy systems, including but not limited to solar thermal, photovoltaic and other clean energy systems, directly into building design and construction.

- The City will support public and private efforts to develop and operate alternative systems of wind, solar and other electrical production that take advantage of local renewable resources.
- Future development projects are expected to consider the following design features, during the Specific Plan, PUD, subdivision, and design development review: solar access and orientation, natural ventilation, energy efficient landscaping and energy efficient and conserving building design and technologies.
- The City shall encourage and support voluntary retrofit energy programs for residential, commercial, and industrial buildings.
- The City shall pursue the implementation of energy efficiency measures of existing and future City facilities as opportunities arise.
- The City shall support land use patterns that maximize energy efficiency, both by minimizing transportation and by making use of existing capital improvements.
- Develop or otherwise make available information to developers and citizens on energy efficient and conserving building design and technologies, including enhanced wall and ceiling insulation, thermally efficient glazing, and efficient heating and cooling equipment and household appliances.
- Review, and revise if necessary, the zoning ordinance and building codes, to allow for a variety of energy efficiency technologies so long as the revisions do not adversely impact human health or safety or conflict with other goals in this General Plan.

Utility Provider Programs

PG&E offers energy efficiency rebates to property owners and managers of multifamily dwellings. The program encourages owners of existing properties to upgrade to qualifying energy-efficient products in individual tenant units and in the common areas of residential apartment buildings, mobile home parks and condominium complexes. PG&E also offers an Energy Efficiency Savings Assistance Program that provides qualified customers with energy-saving improvements at no charge.

V. Review of Past Accomplishments

State law (California Government Code Section 65588(a)) requires each jurisdiction to review its housing element as frequently as appropriate and evaluate:

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

The evaluation provides valuable information on the extent to which programs have been successful in achieving stated objectives and addressing local needs, and to which these programs continue to be relevant to addressing current and future housing needs in Tracy. The evaluation provides the basis for recommending modifications to policies and programs and the establishment of new objectives in the 2015-2023 Housing Element.

This section summarizes the City's accomplishments in implementing the 2009-2014 Housing Element. A program-by-program review is contained in Appendix B. Table 47 summarizes Tracy's quantified objectives for the 2009-2014 Housing Element period and compares the City's progress in fulfilling these objectives.

Table 47: 2009-2014 Housing Element Summary of Quantified Objectives

	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Objectives						
New Construction (RHNA)	453	454	632	813	2,535	4,888
Rehabilitation						
Downtown Rehabilitation Loan	1	1	2	1	0	5
Downtown Rehabilitation Grant	5	5	10	5	0	25
NSP	0	2	2	5	0	9
Preservation						
No units at risk during planning period						
Assistance						
Downpayment Assistance	0	20	25	25	0	60
Section 8	83	83	0	0	0	166
Family Self-Sufficiency	8	9	0	0	0	17
Actual						
New Construction (permitted)	0	0	0	0	784	784
Rehabilitation						
Downtown Rehabilitation Loan	0	0	0	2	0	2
Downtown Rehabilitation Grant	0	0	0	11	0	11
NSP	0	0	0	14	0	14
Preservation						
No units at risk during planning period						
Assistance						
Downpayment Assistance	0	4	12	7	0	23
County GAP-DPA Program	0	0	0	8	0	8

VI. Housing Plan

The City of Tracy’s long-term housing goal is to provide housing that fulfills the diverse needs of the community. In the short term, this will be accomplished with the objectives, policies, and programs set forth in this Housing Plan. The goals, policies, and programs in the Plan build upon the identified housing needs in the community, constraints confronting the City, and resources available to address the housing needs, and will guide City housing policy through the 2015-2023 planning period.

Goals are statements of community desires which are broad in both purpose and aim, but are designed specifically to establish direction. Policies provide specific standards and/or end states for achieving a goal. Essentially, goals represent desired outcomes the City seeks to achieve through the implementation of policies. Further articulation of how the City will achieve the stated goals is found in the programs. Programs identify specific actions the City will undertake toward putting each goal and policy into action. Quantified objectives identified in particular programs are estimates of assistance the City will be able to offer, subject to available financial and administrative resources.

To make adequate provision for the housing needs of all economic segments of the community, the programs in the Housing Plan aim to:

- Conserve and improve the condition of the existing affordable housing stock;
- Assist in the development of housing for low- and moderate-income households;
- Identify adequate sites to encourage the development of a variety of types of housing for all income levels;
- Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing; and
- Promote housing opportunities for all persons.

Table 48 at the end of this section summarizes the quantified objectives of the various housing programs for the period of December 31, 2015 through December 31, 2023.

A. Conservation of the Existing Supply of Housing

Conserving and improving the housing stock is an important goal for the City of Tracy. The City supports neighborhood preservation and improvement through code enforcement.

Goal 1.0 **Conserve and improve the condition of the existing housing stock, especially affordable housing.**

Policy 1.1 Promote the continued maintenance and enhancement of residential units.

Policy 1.2 Work to preserve affordable units in publicly assisted housing developments that are at risk of converting to market-rate housing.

Policy 1.3 Facilitate the removal of existing housing that poses serious health and safety hazards to residents and adjacent structures.

Policy 1.4 Work with property owners and nonprofit housing providers to preserve existing housing for low and moderate income households.

Policy 1.5 Promote energy conservation in housing.

Program 1: Housing Rehabilitation

The City previously offered several housing rehabilitation programs, including the Downtown Rehabilitation Loan Program and the Downtown Rehabilitation Grant Program. However, due to the dissolution of the Tracy Community Development Agency in 2012, the City eliminated both programs due to lack of funding. Housing rehabilitation programs offered by the County of San Joaquin have also been suspended with no timeline for reinstatement. The City will work to identify and pursue additional funding sources to reinstate a housing rehabilitation program, if feasible.

Objectives and Timeframe:

- Annually consult the HCD and HUD websites to identify and pursue potential funding opportunities that may be available and appropriate to reinstate a housing rehabilitation program.
- Refer property owners in need of rehabilitation assistance to the San Joaquin County Neighborhood Preservation Division who administers the County's HUD Grant programs, which include housing rehabilitation programs (currently suspended).
- Assist 20 lower- and moderate-income households with the rehabilitation of their homes during the planning period.

Responsible Agency: Tracy Economic Development Division

Funding Sources: General Fund

Program 2: Code Enforcement

The Code Enforcement Division handles the enforcement of the City's zoning regulations and building and housing codes. Complaints received are investigated for possible violations and compliance is handled first by direct person to person visit or by telephone to discuss the violations and obtain voluntary compliance. The Code Enforcement Division also works with other city departments and outside state and county agencies.

Objectives and Timeframe:

- Continue to investigate possible code violations.
- Continue to disseminate information on available housing rehabilitation assistance to address code violations and other housing issues.

Responsible Agency: Tracy Code Enforcement Division

Funding Sources: General Fund

Program 3: Graffiti Removal Program

The majority of graffiti is done by graffiti vandals known as "taggers." They are motivated by the need to be recognized. The City of Tracy operates a Graffiti Removal Program. Residents can report any graffiti they happen to see around the City on public or private property to the City's Graffiti Hot Line. This hot line is available 24 hours a day and completely anonymous.

Objectives and Timeframe:

- Continue to operate the Graffiti Hot Line.

Responsible Agency: Public Works Department

Funding Sources: General Fund

Program 4: Affordable Housing Monitoring

The City has a large inventory of affordable housing units with different terms of affordability covenants. None of the City's affordable units are at-risk of converting to market rate during the planning period; however, the City will continue to monitor the status of affordable units with the objective of preserving the affordable housing stock.

Objectives and Timeframe:

- Monitor status of affordable units annually by maintaining contact with property owners and HUD Multi-Family Housing division.
- Solicit interest and participation of nonprofit housing developers to acquire and preserve housing to be maintained as affordable units.

Responsible Agency: Tracy Economic Development Division

Funding Sources: General Fund

B. Assist in the Development of Affordable Housing

Providing affordable housing is essential for a healthy community. In addition to a diverse mix of housing types, it is necessary to make available housing for residents of all income levels. Seeking funding from varied sources increases the opportunities for development of affordable housing units. The Tracy Development and Engineering Services (DES) Department actively works with both non-profit and for-profit developers in the production of affordable for-sale and rental housing. Recognizing that homeownership plays a significant role in establishing strong neighborhoods and a sense of community pride, the City supports programs that make purchasing a home a realistic option for lower and moderate income households.

Goal 2.0 Assist in the provision of housing that meets the needs of all economic segments of the community.

- Policy 2.1** Facilitate homeownership opportunities for low and moderate income households.
- Policy 2.2** Use density bonuses and other incentives to facilitate the development of new housing for extremely low, very low, and low income households.
- Policy 2.3** Work with non-profit and for-profit developers to maximize resources available for the provision of housing affordable to lower income households.
- Policy 2.4** Address the housing needs of special populations and extremely low income households through a range of housing options, including emergency shelters, transitional housing, supportive housing, and single-room occupancy units.
- Policy 2.5** Promote the use of energy conservation features in the design of residential development to conserve natural resources and lower energy costs.

Program 5: Down Payment Assistance (DAP) Loan Program

The City of Tracy Down Payment Assistance (DAP) Loan Program provides deferred downpayment assistance loans to low income, first-time homebuyers for the purchase of homes in the City of Tracy. The loans are intended to bridge the gap between the cost of a home and what a low income household can afford by providing 10 percent of the home sales price (up to \$15,000, whichever is the lesser) to qualified households. All first-time home buyers must be certified as first-time home buyers by a HUD approved agency (i.e., Visionary Home Builders). The DAP is administered by the San Joaquin County Neighborhood Preservation Division.

Objectives and Timeframe:

- Continue to provide down payment assistance to qualified lower income households (up to 80 percent AMI).
- Disseminate information to prospective first-time homebuyers on the DAP Loan Program.
- Assist three households (an estimated one very low income and two low income households) annually.

Responsible Agency: San Joaquin County Neighborhood Preservation Division

Funding Sources: HUD funds

Program 6: Homebuyer and Financial Literacy Training

Homebuyer and financial literacy education represents a key step to introducing households to the challenges, responsibilities, and benefits of homeownership. These programs also serve as critical components of asset-building, helping families build wealth – savings and equity – rather than living paycheck to paycheck. In particular, homebuyer education programs help first-time buyers evaluate their financial readiness, understand the home buying process, explore different financing options, access homebuyer assistance programs, resolve credit issues, and avoid predatory lending practices. Other asset-building education programs

address financial literacy more broadly. Homebuyer and financial literacy programs are best offered in tandem with demand-side initiatives such as a down payment assistance program.

Objectives and Timeframe:

- Continue to require a “Certificate of Completion” from a HUD-approved homebuyer class in order to participate in the City’s DAP Loan Program.
- Partner with qualified local non-profit agencies to offer homebuyer education classes and publicize the availability of these classes to residents.

Responsible Agency: San Joaquin County Neighborhood Preservation Division; Visionary Home Builders; Neighbor Works; NID-HCA (Housing Counsel Agency)

Funding Sources: HUD funds

Program 7: Affordable Housing Development

Local governments can support the production of affordable and workforce housing by contributing capital funds to local affordable housing developments. This financial assistance can come in a variety of ways. Many jurisdictions defer, waive, or reimburse local permitting fees for affordable units, either in 100 percent affordable developments or in mixed-income inclusionary projects. While jurisdictions cannot legally waive impact fees, which are meant to mitigate impacts generated by the project, they may offer financial assistance to cover these costs. Alternately, cities can pay for the necessary infrastructure improvements to prepare a site for residential development, in lieu of collecting impact fees. Below-market rate loans for land acquisition and predevelopment can prove vital for affordable housing developers with limited capital. The State also offers a number of funding sources for acquisition and predevelopment costs.

Objectives and Timeframe:

- Continue to prioritize the allocation of RGAs to affordable housing projects (particularly for those projects that set aside units for extremely low income households and persons with special needs, including those with developmental disabilities, and farmworkers).
- Proactively encourage and facilitate, on an ongoing basis, the development of affordable housing by non-profit organizations for lower income households, particularly those with special needs including large households, seniors, extremely low-income (ELI) households, and households with persons who have disabilities or developmental disabilities, and farmworkers.
- Continue to provide density bonuses and other incentives on an ongoing basis to developers who provide affordable units, such as technical assistance related to City policies and regulations, and pre-application consultation with staff.

Responsible Agency: Tracy Development Services (DS) Department

Funding Sources: General funds

Program 8: Housing Choice Voucher Program

The City of Tracy contracts with the Housing Authority of the County of San Joaquin (HACSJ) to manage the Housing Choice Voucher (HCV) program, which provides rent subsidies in the form of housing assistance payments to private landlords on behalf of eligible families. The HCV program, funded by HUD, provides housing assistance to extremely low and very low income families, senior citizens, and disabled or handicapped persons. Its objective is to provide affordable, decent and safe housing for eligible families, while increasing a family's residential mobility and choice. The Voucher Program also includes programs such as Family Self-Sufficiency and Welfare to Work. These are designed to assist families in becoming economically self-sufficient.

Objectives and Timeframe:

- Disseminate information to the public regarding the HCV program and promote participation by rental property owners.
- Annually contact the HACSJ to obtain information on the status of the HCV program and other available resources.
- Continue to support HACSJ's petition for increased funding from HUD.
- Continue to work with HACSJ to provide HCVs to Tracy residents.
- Continue to work with the HACSJ to assist households through the Family Self-Sufficiency Program.

Responsible Agency: Housing Authority of the County of San Joaquin

Funding Sources: HUD funds

Program 9: Sustainability Program

The City adopted a Sustainability Action Plan in 2011. The Sustainability Action Plan provides the City with a guide to reduce GHG emissions, reduce consumption of nonrenewable resources, improve public health, promote economic vitality, implement the General Plan, and engage residents. Implementation of the Sustainability Action Plan will also place Tracy at a competitive advantage in attracting new job industries. The Plan identifies opportunities for Tracy to be a destination of local employment centers and green jobs, an emerging field that diversifies Tracy's economic base and attracts complementary industries. Approximately every five years following the adoption of the Sustainability Action Plan in 2011, or as funding is available, the City will conduct a comprehensive update to the greenhouse gas emission inventory and release a progress report. The progress report will list the measures that have been implemented to date and summarize the results of periodic reviews that have been conducted.

Objectives and Timeframe:

- Continue to implement the Sustainability Action Plan.

Responsible Agency: Tracy Development Services (DS) Department

Funding Sources: General funds

Program 10: Affordability by Design

“Affordability by Design” refers to a series of zoning and site design standards that regulate building form to promote the construction of affordable housing. These standards facilitate more efficient use of land, thereby lowering a development’s per unit costs without sacrificing construction or building design quality. Although Affordability by Design concepts do not guarantee the provision of affordable housing, they do establish a regulatory environment wherein affordable units may occur.

The City recently adopted amendments to the Zoning Ordinance to incorporate Affordability by Design principles. For example, any use, including multi-family residential, may request a reduction in required parking based on a study or survey that illustrates that required parking is not warranted. Applicants may also receive up to a 20 percent reduction of the otherwise required number of parking spaces pursuant to T.M.C. Section 10.08.3470(e). The City of Tracy has also relaxed the required distance between structures in the HDR Zoning District from the average height of the two buildings to 10 feet. This has provided for greater flexibility for the allowance and maximum usage of residential sites.

Objectives and Timeframe:

- Continue to implement the recently adopted Zoning Amendments that incorporate affordability by design concepts described in the General Plan.
- Encourage the development of a variety of housing types that provide affordable housing options for persons with special needs, such as micro-units, senior units, second units, and small-lot developments.
- Promote Affordability by Design principles by placing information on City website and at public counters by 2016.

Responsible Agency: Tracy Development Services (DS) Department

Funding Sources: Departmental Budget

C. Provide Adequate Housing Sites

A key element in meeting the housing needs of all segments of the community is the provision of adequate sites for all types, sizes and prices of housing. Persons and households of different ages, types, incomes, and lifestyles have a variety of housing needs and preferences that evolve over time and in response to changing life circumstances. Providing an adequate supply and diversity of housing accommodates changing housing needs of residents. The Tracy General Plan and Zoning Ordinance, as well as Specific Plans, establish where housing may locate. To provide adequate housing and maximize use of limited land resources, new development should be constructed at appropriate densities that maximize the intended use of the land.

Goal 3.0 **Provide suitable sites for housing development which can accommodate a range of housing by type, size, location, price, and tenure.**

Policy 3.1 Provide for a range of residential densities and products, including low-density single-family uses, moderate-density townhomes, and higher-density apartments, condominiums, and units in mixed-use developments.

- Policy 3.2** Encourage development of residential uses in strategic proximity to employment, recreational facilities, schools, neighborhood commercial areas, and transportation routes.
- Policy 3.3** Encourage compatible residential development in areas with recyclable or underutilized land.
- Policy 3.4** Promote the adaptive reuse of existing commercial/industrial buildings as a conservation measure.
- Policy 3.5** Promote flexible development standards to provide for a variety of housing types.

Program 11: Provision of Adequate Sites

The City is committed to ensuring that adequate sites at appropriate densities remain available during the planning period, as required by law. The City will maintain an inventory of vacant sites to accommodate the City’s Regional Housing Needs Assessment (RHNA) of 4,976 units. Specifically, the City already has 4,856 housing units under construction, approved, or under review since January 1, 2014—leaving a remaining RHNA of 2,513 lower and moderate income units. The City will ensure that an adequate supply of vacant sites, at appropriate densities and development standards, are available during the planning period to accommodate the remaining RHNA.

Most of this lower income RHNA can be accommodated on vacant sites throughout the City that are currently zoned to allow higher density residential uses. The City will also rezone a group of four adjacent properties, totaling over 31 acres, from Light Industrial to HDR. These four parcels, located at the intersection of Valpico Road and Mission Court, are already designated Residential High by the General Plan. The rezoning of these four properties is, therefore, technical in nature in order to maintain consistency with the General Plan and will be accomplished within two years of the adoption of the 2015-2023 Housing Element. The rezoning of properties to accommodate the City’s RHNA shortfall will also meet the following requirements:

- Sites must be rezoned to permit owner-occupied and rental multifamily housing by right without discretionary review of the use or density; and
- Sites must be zoned with a minimum density of at least 20 units per acre.

Objectives and Timeframe:

- Complete rezoning of the four parcels on Valpico Road within two years of the adoption of the 2015-2023 Housing Element.
- Monitor and update the sites inventory annually to assess its adequacy for meeting the RHNA, particularly for sites capable of facilitating the development of lower income housing.

- Make the inventory of vacant sites available to interested developers after adoption of the Housing Element.
- Should properties identified in the residential sites inventory become unavailable during the planning period, resulting in a shortfall in sites for meeting the RHNA, the City will identify additional sites per Government Code § 65863.

Responsible Agency: Tracy Development Services (DS) Department

Funding Sources: Departmental Budget

Program 12: Property Acquisition and Improvement

The City will continue to identify and seek partnerships with organizations and the County in order to acquire, improve, and develop affordable housing.

Objectives and Timeframe:

- Continue to identify and seek partnerships with organizations and the County in order to acquire, improve, and develop affordable housing
- Continue to assist in site acquisition for affordable housing. As funding permits, prioritize funding assistance to affordable housing projects that set aside units for seniors, persons with disabilities, and extremely low income households.

Responsible Agencies: Tracy Development Services (DS) Department; Economic Development Division; San Joaquin County Neighborhood Preservation Division; and local nonprofits

Funding Sources: CDBG funds and other funding sources, as available

Program 13: Inclusionary Housing

Inclusionary programs are established through local ordinances that require market rate residential developers to set aside a certain portion of units in a development for income-restricted affordable housing (both rental and homeownership). In order to make affordable housing more accessible to workforce-income households, the City could consider ways to incorporate voluntary inclusionary housing incentives into the GMO to increase the supply of low, moderate, and/or workforce income units.

Objectives and Timeframe:

- Explore the potential and set the stage for a voluntary inclusionary housing program that includes an extremely low income housing component by 2017.
- Monitor the City's affordability conditions on an annual basis and identify an inclusionary housing trigger, if necessary.

Responsible Agency: Tracy Development Services (DS) Department

Funding Sources: Departmental Budget

Program 14: Resale of Foreclosed Properties

HUD's Neighborhood Stabilization Program (NSP), passed as part of President Bush's September 2008 Economic Recovery Act, provided nearly \$4 billion of emergency grants to state and local governments to acquire, redevelop, and resell foreclosed properties. San Joaquin County received one-time stimulus funds for the Neighborhood Stabilization Program (NSP-3), which ended March 2014. The County expended these funds for the acquisition, rehabilitation and resale of foreclosed single-family homes and multi-family apartment complexes throughout the County. Twelve of these foreclosed properties were located in the City of Tracy and resold to income-qualified households. The County also worked with Stocktonians Taking Action To Neutralize Drugs (STAND) to rehabilitate six foreclosed properties in Tracy and resell those homes to income-qualified households. As of December 2015, funding for these programs has been exhausted but the City will work with the County to identify additional funding sources to continue this program.

Objectives and Timeframe:

- Continue to collaborate with the County, on an ongoing basis, to identify and pursue available resources for the acquisition/rehabilitation of foreclosed and/or substandard housing as affordable housing.

Responsible Agency: Tracy Development Services (DS) Department; San Joaquin County Neighborhood Preservation Division

Funding Sources: Departmental Budget

D. Remove Governmental Constraints

Pursuant to State law, the City is obligated to address, and where legally possible, remove governmental constraints affecting the maintenance, improvement, and development of housing. Removing constraints on housing development can help address housing needs in the City by expediting construction, and lowering development costs.

Goal 4.0 **Mitigate any potential governmental constraints to housing production and affordability.**

Policy 4.1 Review and adjust as appropriate residential development standards, regulations, ordinances, and processing procedures that are determined to constrain housing development, particularly housing for lower and moderate income households and for persons with special needs.

Policy 4.2 Allow more than 150 affordable housing units as exceptions under the GMO.

Program 15: Zoning Ordinance

In 2015, the City of Tracy adopted an amendment to the Zoning Ordinance that includes updated provisions for emergency shelters, transitional and supportive housing, SROs, manufactured housing, and second units. The amendment also updated the City's definition of "family" and established a formal reasonable accommodations procedure.

Additional revisions related to density bonuses, residential care facilities, farmworker housing, and employee housing will be completed by 2016. The City will also continue to evaluate its Zoning Ordinance for any potential constraints to the development of housing on an ongoing basis and process amendments as necessary.

Objectives and Timeframe:

- Complete Zoning Ordinance amendments to address the provision of density bonuses, residential care facilities, farmworker housing, and employee housing by the end of 2016. Specifically:
 - **Density Bonus:** Update Density Bonus Ordinance to reflect the requirements of AB 2222 (effective January 2015), including extending the affordability control for the affordable units to 55 years, and requiring the replacement of existing affordable units demolished or removed in order to qualify for a density bonus, incentive, or concession.
 - **Residential Care Facilities:** In accordance with the Lanterman Act, amend the Zoning Ordinance to permit residential care facilities serving six or fewer persons as a single-family residential use. In addition, consistent with City practice, amend the Zoning Ordinance to allow residential care facilities of seven or more persons in all residential zones with a Conditional Use Permit.
 - **Farmworker Housing:** The California Employee Housing Act further defines housing for agricultural workers consisting of 36 beds or 12 units be treated as an agricultural use and permitted where agricultural uses are permitted. The City of Tracy permits crop and tree farming in the A, LDR, MDC, MDR, and HDR zones. The City will amend the Zoning Ordinance to address the provision of farmworker housing consistent with the Employee Housing Act.
 - **Employee Housing:** The California Employee Housing Act requires that housing for six or fewer employees be treated as a regular residential use. The City will amend the Zoning Ordinance to address the provision of farmworker housing consistent with the Employee Housing Act.
- Reevaluate recent amendments to the definition of "family" and "supportive housing" in the Zoning Ordinance and amend, as necessary, to comply with State laws.
- Evaluate Zoning Ordinance for any potential constraints to the development of housing on an ongoing basis.

Responsible Agency: Tracy Development Services (DS) Department

Funding Sources: Departmental Budget

Program 16: Growth Management Ordinance (GMO)

The City of Tracy adopted the residential Growth Management Ordinance (GMO) and the Guidelines in 1987. The GMO was amended from time to time with significant amendments occurring in 1994, 2000, 2009, 2012, and most recently in April 2013. Under the GMO, builders must obtain a Residential Growth Allotment (RGA) in order to secure a residential building permit. The 2013 amendment ensured that the RHNA could be entirely accommodated, notwithstanding the numerical limits stated in Measure A or the GMO. Other exemptions in the GMO include the following: (1) rehabilitation, remodeling or additions to existing structures; (2) replacement of previously existing dwelling units that had been demolished; (3) construction of “model homes” until they are converted to residential units; (4) development of a project with four or fewer dwelling units; and (5) secondary residential units. Residential projects exempt from the GMO are not counted toward the 600 annual average or the 750 annual maximum. The City will continue to monitor the GMO for any potential constraints to the development of housing on an ongoing basis and process amendments as necessary.

Objectives and Timeframe:

- Annually monitor and evaluate the Growth Management Ordinance for the impacts on the cost, supply and timing of housing including seeking input from residential developers and affordable housing stakeholders in reviewing the effects of the GMO. The review will reflect the RHNA as a minimum and consider impacts on overall housing supply in addition to accommodating the RHNA. Information will be included and evaluated as part of the annual Growth Management Status report, published in the fourth quarter of each calendar year.

Responsible Agency: Tracy Development Services (DS) Department

Funding Sources: Departmental Budget

E. Provide Equal Housing Opportunities

To meet the housing needs of all segments of the community, the Housing Plan includes a program to promote housing opportunities for all persons consistent with Federal and State fair housing laws. The City works with the Stockton-San Joaquin Community Housing Resource Board, which provides several fair housing and tenant/landlord services.

Goal 5.0 **Continue to promote equal housing opportunity in the City’s housing market consistent with Federal and State fair housing laws.**

Policy 5.1 Provide fair housing services to Tracy residents, and ensure that residents are aware of their rights and responsibilities regarding fair housing.

Policy 5.2 Provide equal access to housing for special needs residents such as the homeless, elderly, and disabled.

Policy 5.3 Promote the provisions of disabled-accessible units and housing for mentally and physically disabled.

Program 17: Fair Housing

The City actively furthers fair housing in the community. Specifically, the City contracts the San Joaquin Fair Housing Association to promote fair housing and provide fair housing services for its residents. The City refers complaints regarding fair housing and housing discrimination to the agency, whose office is located in downtown Stockton, and maintains this service using CDBG funds.

Objectives and Timeframe:

- Continue to support the San Joaquin Fair Housing Association, or other qualified fair housing agencies, annually with CDBG funds and refer residents seeking fair housing assistance on an ongoing basis.
- Advertise the services provided by the San Joaquin Fair Housing Association (or other qualified fair housing agencies) on an ongoing basis in City buildings and other public buildings (such as public libraries, community centers, County Housing Authority offices, and post offices, etc.)

Responsible Agency: Tracy Development (DS) Department and San Joaquin Fair Housing Association

Funding Sources: CDBG funds

The following objectives are based on the assumption that funding and partnership opportunities will become available to implement the housing programs detailed above.

Table 48: Summary of Quantified Objectives

	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
New Construction	513	467	705	828	2,463	4,976
Rehabilitation	4	8	8	0	0	20
Conservation	250	250	159	0	0	659
Assistance						
Down Payment Assistance	0	1	2	0	0	3
Housing Choice Vouchers	75	75	0	0	0	150

Appendix A: Public Participation

A. Planning Commission Study Session – August 12, 2015

1. Notices

**City of Tracy
Housing Element Update**

The City of Tracy is updating the General Plan Housing Element. The Housing Element will assess housing needs within the City and outline goals and policies the City can pursue to address these needs. The City is looking for input from the public about current housing needs. This feedback will help the City develop housing strategies for the next eight years.

The City invites you to participate in a study session with the Planning Commission during their regularly scheduled meeting to provide input on housing needs in Tracy.

Date: August 12, 2015 - **Time:** 7:00 p.m.
City of Tracy City Council Chambers
333 Civic Center Plaza
Tracy, CA 95376

If you have any questions regarding this study session or the Housing Element Update, please contact Alan Bell, Senior Planner, alan.bell@ci.tracy.ca.us or (209) 831-6426.

You are invited to attend a Tracy Planning Commission and/or City Council meeting regarding an update to the City of Tracy's General Plan Housing Element

The Planning Commission and City Council will each conduct a public meeting regarding an update to the General Plan Housing Element in City Council Chambers, 333 Civic Center Plaza, Tracy. The Housing Element, required by State law to be revised at certain intervals, provides information and policies to accommodate maintenance and development of housing for all members of the community. The Planning Commission and City Council will receive a brief presentation regarding the content and status of the Housing Element update, discuss the Draft Housing Element, and receive input from the public regarding the Housing Element. All interested parties are encouraged to attend and participate in these public meetings.

Planning Commission Public Meeting	City Council Public Meeting
Wednesday, November 4, 2015	Tuesday, November 17, 2015
During the regularly scheduled meeting	During the regularly scheduled meeting
7:00 p.m. or as soon thereafter as possible	7:00 p.m. or as soon thereafter as possible

A Draft of the Housing Element is available at the Tracy City Hall Development Services Department Counter (address below) or on the City's web site at <http://www.ci.tracy.ca.us/?navid=562>. Comments or questions regarding the proposed Housing Element update are welcomed and may be submitted to Alan Bell, Senior Planner, City of Tracy, 333 Civic Center Plaza, Tracy, CA 95376, or Alan.Bell@ci.tracy.ca.us, or (209) 831-6426.

Public Meetings City of Tracy Housing Element Update

You are invited to attend a Tracy Planning Commission and/or City Council meeting regarding an update to the General Plan Housing Element in City Council Chambers, 333 Civic Center Plaza, Tracy. The Planning Commission and City Council will each receive a brief presentation regarding the content of the Draft Housing Element and status of the update process, and receive input from the public regarding the Housing Element:

Planning Commission Public Meeting
Wednesday, November 4, 2015

During the regularly scheduled meeting

7:00 p.m. or as soon thereafter as possible

City Council Public Meeting

Tuesday, November 17, 2015

During the regularly scheduled meeting

7:00 p.m. or as soon thereafter as possible

Anyone interested is encouraged to attend either or both meetings or contact Alan Bell of City staff, below, if you have any questions.

The **Housing Element** is a State-required chapter of every city's General Plan; and is required to be updated every five years. The Housing Element identifies local housing needs and contains City goals and programs to help preserve existing and develop new housing.

The Draft Housing Element is available on the City web site:

<http://www.ci.tracy.ca.us/?navid=562>, at the Tracy Public Library, at Tracy City Hall Development Services Department, or by contacting Alan Bell, Senior Planner, alan.bell@ci.tracy.ca.us, or (209) 831-6426.

2. Mailing List

First Name	Last Name	Title	Title	Title	Title	Title	Title
Sofia	Valenzuela	CEO	Tracy Chamber of Commerce	223 East 10th Street	Tracy	CA	95376
John	Beckman	Chief Executive Officer	BIA of the Greater Valley	1701 W. March Lane, Ste. F	Stockton	CA	95207
Rosa	Vazquez	Deputy Executive Director	Housing Authority of the County of San Joaquin	448 South Center Street	Stockton	CA	95203
Carol J.	Ornelas	CEO	Visionary Home Builders of California	315 N. San Joaquin Street	Stockton	CA	95202
			San Joaquin Fair Housing Association	436 N. El Dorado Street	Stockton	CA	95202
Michael	Huber	Executive Director	Habitat for Humanity of San Joaquin County	4933 West Lane	Stockton	CA	95210
Chris	Long	President	The Surland Companies	1024 Central Ave.	Tracy	CA	95376
Carol	Bright	President	Bright Homes	1620 N Carpenter Rd Bldg B	Modesto	CA	95351
			Ability Access	400 Mossdale Road	Lathrop	CA	95330
			Alcohol Recovery Center	914 N Center St	Stockton	CA	95202
Greg	Diederich	Director of Health Care Services	Health Plan of San Joaquin	7751 South Manthey Road	French Camp	CA	95231
			California Rural Legal Assistance (CRLA)	145 E Weber Ave	Stockton	CA	95202
Medea	White	Site Manager	California Tribal TANF Partnership	2321 W. March Lane, Suite 200	Stockton	CA	95207
Elvira	Ramirez	Executive Director	Catholic Charities Diocese of Stockton	1106 N. El Dorado Street	Stockton	CA	95202
			Central Valley Low-Income Housing Corp	2431 W March Ln Ste 3	Stockton	CA	95207
			Clearpoint Credit Counseling Solutions	1024 W Robinhood Dr	Stockton	CA	95207
Michelle M.	Mazzilli	Executive Director	Community Center For The Blind	130 W. Flora Street	Stockton	CA	95202
			Community Medical Centers, Inc	P.O. Box 779	Stockton	CA	95201
Jose R.	Rodriguez	President/CEO	Council for the Spanish Speaking (El Concilio)	445 N. San Joaquin Street	Stockton	CA	95202
Erte T.	Boyette	Director	Larch Clover Community Center	11157 W. Larch Road	Tracy	CA	95376
			Linkages	102 S. San Joaquin Street	Stockton	CA	95201
			Lolly Hansen Senior Center	375 E. 9th Street	Tracy	CA	95376
			Meals on Wheels for San Joaquin County	102 S San Joaquin St	Stockton	CA	95202

First Name	Last Name	Title	Title	Title	Title	Title	Title
			New Hope Family Shelter	224 E Sonora St	Stockton	CA	95203
			Ombudsman Program	102 S. San Joaquin Street	Stockton	CA	95201
Marlon	Foxworth	CEO	Peacemakers, Inc.	3081 Teagarden Street	San Leandro	CA	94577
			Sutter Healthy Connections	35 East 10th Street Suite A	Tracy	CA	95376
Fred	Shiel		STAND	1209 East 8th Street	Stockton	CA	95206
		CEO	United Cerebral Palsy	333 West Benjamin Holt Drive, Suite 1	Stockton	CA	95207
Patrick	Wallace	Association Executive	Central Valley Association of REALTORS	16980 S. Harlan Road	Lathrop	CA	95330
Carol	Roberts	President/CEO	Lutheran Social Services of Northern California	1465 Civic Court Building D, Suite 810	Concord	CA	94520
Dale	Benner	Executive Director	New Directions	P.O. Box 5070	Stockton	CA	95205
Lani	Schiff-Ross, L.C.S.W.	Executive Director	FIRST 5 San Joaquin	P.O. Box 201056	Stockton	CA	95201
			Human Services Agency of San Joaquin County	P.O. Box 201056	Stockton	CA	95201
Tod	Davis	Executive Director	Mary Graham Children's Foundation	P.O. Box 96	French Camp	CA	95231
			San Joaquin Head Start Program	P.O. Box 201056	Stockton	CA	95201
Vic	Singh	BHS Director	Substance Abuse Services Administration	630 N. Aurora St. Suite #1	Stockton	CA	95202
		CEO	Stockton Family Shelter	411 South Harrison Street	Stockton	CA	95203
Lindy	Turner-Hadin	Executive Director	CAPC	P.O. BOX 1257	Stockton	CA	95201
Robina	Asghar	Executive Director	Community Partnership for Families of San Joaquin	P.O. Box 1569	Stockton	CA	95201
Mario	Supnet	Executive Director	Emergency Food Bank and Family Services	7 W. Scotts Avenue	Stockton	CA	95203
			Family law Service Center	42 N. Sutter St., Suite 302	Stockton	CA	95202
Olga	Rodriguez	Executive Director	Haven of Peace	P.O. Box #724	Stockton	CA	95201
Darlene	Quinn	Director	Tracy Interfaith Ministries	P.O. Box 404	Tracy	CA	95378
			Boys and Girls Club of Tracy	753 W. Lowell Avenue	Tracy	CA	95376
Armenia	Pereira	Director	McHenry House for the Homeless	757 A Street	Tracy	CA	95376
			Pregnancy Resource Center of Tracy	P.O. Box 1237	Tracy	CA	95376
			Tracy Volunteer Caregivers	1217 El Portal Avenue	Tracy	CA	95376

First Name	Last Name	Title	Title	Title	Title	Title	Title
Ger	Vang	CEO	Lao Family Community Empowerment, Inc.	8338 N. West Lane Suite 105	Stockton	CA	95210
			Lao Khmu Association, Inc.	1044 N El Dorado St.	Stockton	CA	95202
Edward	Figueroa	CEO	St. Mary's Dining Room	545 W. Sonora St.	Stockton	CA	95203
			San Joaquin AIDS Foundation	4330 N. Pershing Avenue, Suite B-3	Stockton	CA	95207
Cathy	Long		San Joaquin County Local Child Care Planning Council	P.O. Box 213030	Stockton	CA	95213
Joelle	Gomex	CEO	Women's Center-YFS	620 North San Joaquin Street	Stockton	CA	95202
Manuel	Nunez	Director	San Joaquin County Office of Education, Migrant Education	P.O. Box 213030	Stockton	CA	95213
Kay G.	Ruhstaller	Executive Director	Family Resource and Referral Center	509 W. Weber Ave., Suite 104	Stockton	CA	95203
			Tracy WorkNet Center	543 W. Grant Line	Tracy	CA	95376
Paul	Billodeau	Executive Director	Valley Mountain Regional Center	P.O. Box 692290	Tracy	CA	95269
			San Joaquin County Aging and Community Services Information and Assistance Program	P.O. Box 201056	Stockton	CA	95201
			Dignity's Alcove, Inc.	141 S. California St.	Stockton	CA	95202
Virginia	Wimmer	Director	Veteran's Services	105 South San Joaquin Street, First Floor	Stockton	CA	95202
Andy	Prokop	President/CEO	United Way of San Joaquin County	P.O. Box 1585	Stockton	CA	95201
William R.	Brown	CEO	Gospel Center Rescue Mission, Inc.	P.O. Box 816	Stockton	CA	95201
Willie	Gonzalez	Pastor	Valley Community Baptist Church	903 Corral Hollow Rd	Tracy	CA	95377
Doug & Connie	Diestler	Lead Pastor	Mission City Church	5555 W. Grant Line Road	Tracy	CA	95304
Merrilee	Chapman	Branch Librarian	Tracy Branch Library	20 E. Eaton Ave.	Tracy	CA	95376
Jon	Field	Lead Pastor	Grace Church	346 W. Grant Line Road	Tracy	CA	95376
			Tracy Health Center	1441 N. Tracy Blvd.	Tracy	CA	95376
Brian R.	Stephens, Ed.D.	Superintendent	Tracy Unified School District	1875 W. Lowell Avenue	Tracy	CA	95376
			Emerson House	26 Emerson Avenue	Tracy	CA	95376
Kal	Waetzig	Senior Pastor	St. Paul's Lutheran Church	1635 Chester Dr.	Tracy	CA	95376

First Name	Last Name	Title	Title	Title	Title	Title	Title
Kevin	Polk	Lead Pastor	Center of Hope Church	2514 Holly Drive	Tracy	CA	95376
			Hill Foundation Tiny Hill	11075 W Larch Rd	Tracy	CA	95304
Michael	Nolen	Lead Pastor	Southwinds Church of Tracy	13400 W. Middle Road	Tracy	CA	95304
Gabriel	Ibarra	Branch Manager	Wells Fargo Home Mortgage	3284 W. Grant Line Road, Suite A6	Tracy	CA	95304
Lorie	Nguyen	Director of Branch Banking	Fremont Bank	1879 Holmes Street	Livermore	CA	94550
John	Flanagan	Branch Manager	lmortgage.com	2156 W. Grant Line Rd., Suite 100	Tracy	CA	95377
		Branch Manager	Bank of America - Home Loans	875 S Tracy Blvd	Tracy	CA	95376
		Branch Manager	Bank of America - Home Loans	111 W 10th St	Tracy	CA	95376
		Branch Manager	Bank of America - Home Loans	3120 W Grant Line Rd	Tracy	CA	95304
Alicia M.	Amador	Mortgage Banker	CHASE	691 W 11th St	Tracy	CA	95376
Minaaz	Bibi	Mortgage Banker	CHASE	2751 W Grant Line Rd	Tracy	CA	95304
Diane	Starr		STARR PROPERTY MANAGEMENT	1545 Saint Marks Plaza #4	Stockton	CA	95207
			Jordan Johnson Property Management	1101 Holly Drive	Tracy	CA	95376
Barbara	Johnson		Barbara Johnson Property Management	672 West 11th Street, Suite 343	Tracy	CA	95376
			Eagle Property Management	421 West 11th Street	Tracy	CA	95376
			Standard Pacific Homes, Bay Area	4750 Willow Road, Suite 150	Pleasanton	CA	94588
			Valley Oak Partners, LLC	734 The Alameda	San Jose	CA	95126
			William Lyon Homes	2603 Camino Ramon, Suite 450	San Ramon	CA	94583

3. Public Comments

Planning Commissioners Mitracos and Ransom commented on the need for affordable housing, particularly the need for senior housing. The City should continue to outreach to the seniors to discuss housing needs and also to developers to discuss opportunities.

Several residents attended the Study Session and commented on the need for affordable housing, including housing for the homeless and for the seniors. The City should explore other housing options such as micro units. Senior housing in the City has long a waiting list. The City may consider the “housing first” model such as in Utah where the state pays for housing for the homeless. Adequate roads to serve the new house should also be a consideration; Tracy Boulevard and Carrol Hollow Road are packed. Another resident commented on the need for housing for persons with developmental disabilities.

Representative from the Building Industry Association (BIA) of the Delta also attended the meeting and suggested a new approach to zoning regulations to facilitate housing development by enforcing the minimum density instead of maximum density, and by allowing small lots in existing neighborhoods. City staff clarified that as a policy, the City enforces the minimum residential densities in all residential zones.

Appendix B: Review of Past Accomplishments

Appendix B: Review of Past Accomplishments

Program Summary (2009-2014)

Program Description	Objectives and Timeframe	Accomplishments
Goal 1.0: Conserve and improve the condition of the existing housing stock, especially affordable housing.		
1 Downtown Rehabilitation Home Loan Program	<ul style="list-style-type: none"> Continue to provide loans to qualified low and moderate income homeowners. Disseminate information to homeowners regarding rehabilitation standards and the Downtown Rehabilitation Home Loan Program. Improve one housing unit annually (for extremely low income, very low income, low income, or moderate income households) 	<p>Since 2009, the City has provided loans to two moderate-income households. However, due to the dissolution of the Tracy Community Development Agency in 2012, the City eliminated the Downtown Rehabilitation Home Loan Program.</p> <p><i>Continued Appropriateness:</i> The City will work to identify and pursue additional funding sources to reinstate this program, if feasible. A modified version of this program will be included in the 2015-2023 Housing Element.</p>
2 Downtown Rehabilitation Grant Program	<ul style="list-style-type: none"> Continue to provide assistance to qualified low and moderate income homeowners. Disseminate program information to homeowners regarding rehabilitation standards. Improve five housing units annually (estimated one extremely low income, one very low income, two low income, and one moderate income households). 	<p>Since 2009, the City has provided grants to 11 moderate-income households. However, due to the dissolution of the Tracy Community Development Agency in 2012, the City eliminated the Downtown Rehabilitation Grant Program.</p> <p><i>Continued Appropriateness:</i> The City will work to identify and pursue additional funding sources to reinstate this program, if feasible. A modified version of this program will be included in the 2015-2023 Housing Element.</p>
3 Code Enforcement	<ul style="list-style-type: none"> Continue to investigate possible code violations. Continue to disseminate information on housing rehabilitation assistance available to address code violations and other housing issues. 	<p>The City's Code Enforcement Division continues to administer a fair and unbiased code enforcement program to correct violations of property conditions and land use requirements. The City continues to provide information about its Code Enforcement Division on its website, including directions for residents on how to both resolve and report potential violations.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description		Objectives and Timeframe	Accomplishments
4	Graffiti Removal Program	<ul style="list-style-type: none"> Continue to operate the Graffiti Hot Line. 	<p>The City’s Department of Public Works continues to operate a Graffiti Removal Program and Graffiti Hot Line. The City continues to provide information about this program on its website, including direction for residents on how to anonymously report vandalism and steps to prevent its occurrence.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and will be included in the 2015-2023 Housing Element.</p>
5	Affordable Housing Monitoring	<ul style="list-style-type: none"> Monitor status of affordable units annually by maintaining contact with property owners and HUD Multi-Family Housing division. Solicit interest and participation of nonprofit housing developers to acquire and preserve housing to be maintained as affordable units. 	<p>No affordable housing developments in the City were considered at-risk of losing their affordability status during the 2009-2014 Housing Element planning period. The City will continue to monitor the status of its affordable housing inventory.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description	Objectives and Timeframe	Accomplishments
Goal 2.0: Assist in the provision of housing that meets the needs of all economic segments of the community.		
6	Downpayment Assistance Program	<ul style="list-style-type: none"> • Continue to provide down payment assistance to qualified low and moderate income homeowners. • Disseminate information to homeowners on the Down Payment Assistance Program. • Assist 12 households annually (estimated four very low income, five low income, and three moderate income households). <p>Since 2009, the City has provided down-payment assistance to 23 households. Four of these households were very low income households, 12 were low income, and seven were moderate income.</p> <p>The marketing plan for the program was developed and approved by the City Council on December 7, 2004. However, due to the dissolution of the Tracy Community Development Agency in 2012, the City had to eliminate its Downpayment Assistance Program.</p> <p>To assist residents in need of downpayment assistance, the City provides information on the County’s NSP GAP Loan Program (Downpayment Assistance Program for Home Purchases) on its website. The County program has funded eight moderate income households for GAP-Downpayment Assistance in the City limits.</p> <p>The City also provides information on its website about the Option to Own Program operated by Visionary Home Builders of California, which works with participants develop a plan that allows them to live in their future home for three to five years as they repair their credit, save for a down payment, and plan a household budget that will help sustain a home. At the end of the program, participants should be ready to purchase the home</p> <p><i>Continued Appropriateness:</i> The City will work to identify and pursue additional funding sources to reinstate this program, if feasible. A modified version of this program will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description		Objectives and Timeframe	Accomplishments
7	Homebuyer and Financial Literacy Training	<ul style="list-style-type: none"> Partner with Visionary Home Builders (VHB) to offer homebuyer education classes to residents. Publicize the availability of homebuyer education classes to residents. 	<p>The City continues to provide information on its website about available homebuyer education classes provided by the NeighborWorks Home Ownership Center (Sacramento Region) and Visionary Home Builders of California for a fee.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and will be included in the 2015-2023 Housing Element.</p>
8	Affordable Housing Developers	<ul style="list-style-type: none"> In 2011/2012, investigate the feasibility of providing fee assistance or below-market loans to affordable housing developers in order to support the production of affordable and workforce housing. Specifically, prioritize assistance to affordable housing projects that set aside units for extremely low income households. 	<p>The City investigated the feasibility of providing fee assistance and waivers for affordable housing projects. With the dissolution of redevelopment and market downturn, the City was not in the position to provide fee waivers or assistance.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and a modified version will be included in the 2015-2023 Housing Element.</p>
9	Housing Choice Voucher Program (Section 8)	<ul style="list-style-type: none"> Continue to participate in the federally sponsored Section 8 Housing Choice Voucher program. Disseminate information to the public regarding the Section 8 Program and promote participation by rental property owners. Continue to provide Section 8 Vouchers to 166 households annually. Assist 17 households annually through the Family Self-Sufficiency Program. 	<p>The City continues to participate in the Housing Choice Voucher Program operated by the San Joaquin Housing Authority. About 15 Tracy households are currently receiving housing choice voucher assistance.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and will be included in the 2015-2023 Housing Element.</p>
10	Sustainability Program	<ul style="list-style-type: none"> Continue to develop the Sustainability Action Plan. Disseminate information to the public regarding the Citywide Sustainability Strategy. 	<p>The City adopted the Sustainability Action Plan in February 2011. The entire Plan is available on the City's website.</p> <p><i>Continued Appropriateness:</i> This program is completed and a modified version will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description		Objectives and Timeframe	Accomplishments
11	Affordability by Design	<ul style="list-style-type: none"> • Within one year of adoption of the Housing Element, update the Zoning Ordinance to be consistent with the affordability by design concepts described in the General Plan. 	<p>The City adopted amendments to the Zoning Ordinance to incorporate Affordability by Design principles. For example, any use, including multi-family residential, may request a reduction in required parking based on a study or survey that illustrates that required parking is not warranted. Applicants may also receive up to a 20 percent reduction of the otherwise required number of parking spaces pursuant to T.M.C. Section 10.08.3470(e). The City of Tracy has also relaxed the required distance between structures in the HDR Zoning District from the average height of the two buildings to 10-feet. This has provided for greater flexibility for the allowance and maximum usage of residential sites.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and a modified version will be included in the 2015-2023 Housing Element.</p>
<p>Goal 3.0: Provide suitable sites for housing development which can accommodate a range of housing by type, size, location, price, and tenure.</p>			
12	Inventory of Residential Sites	<ul style="list-style-type: none"> • Continue to pursue the annexation of Ellis Specific Plan area with a target date of 2012. • Adopt Downtown Specific Plan in 2012. • Complete Zoning Code update to implement the General Plan in 2012, specifically rezone Raleys properties (33.8 acres) and Valpico Road properties (37.1 acres) from Industrial to High Density Residential consistent with the General Plan to provide a maximum capacity of 1,772 units and an average capacity of 1,276 units, where multi-family is permitted by right. • Monitor the sites inventory annually to assess the City's continued ability to facilitate a range of residential housing types. • Make the inventory of vacant sites available to interested developers after adoption of the Housing Element. 	<p>The Ellis Specific Plan area was annexed into the City in 2013 and construction began in 2015. The 31 acres for rezone, referenced in Program 11 of the 2015-2023 Housing Element, are included in the Raleys and Valpico properties. These sites will be rezoned to HDR within two years of the adoption of the Housing Element.</p> <p>The City continues to annually monitor the sites inventory to ensure the continued availability of sites to facilitate a range of residential housing types.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description		Objectives and Timeframe	Accomplishments
13	Property Acquisition and Improvement	<ul style="list-style-type: none"> • Continue to identify additional properties for potential development, particularly within the Redevelopment Project Area, and pursue development rights or purchase of these properties. • Continue to assist in site acquisition for affordable housing. As funding permits, prioritize funding assistance to affordable housing projects that set aside units for seniors, persons with disabilities, and extremely low income households. • Partner with nonprofit organizations to explore the development of a land trust. If a land trust is established, ensure the land trust program includes a component that benefits households with extremely low incomes. • Bi-annually compile a list of properties considered for acquisition and a summary of sites acquired and number of units produced. 	<p>The dissolution of the Tracy Community Development Agency in 2012 eliminated the Redevelopment Project area and severely compromised the City’s ability to pursue and purchase properties for residential development. However, the City will continue to identify and seek partnerships with organizations in order to acquire, improve, and develop affordable housing.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and a modified version will be included in the 2015-2023 Housing Element.</p>
14	Inclusionary Housing	<ul style="list-style-type: none"> • Continue to explore the potential and set the stage for a voluntary inclusionary housing program that includes an extremely low income component. • Bi-annually monitor the City’s affordability conditions and identify an inclusionary housing trigger, if necessary. 	<p>The City is committed to continuing to explore a voluntary inclusionary housing program or other creative solutions that will result in additional affordable housing units.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and a modified version will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description		Objectives and Timeframe	Accomplishments
15	Resale of Foreclosed Properties	<ul style="list-style-type: none"> • Acquire and rehabilitate nine foreclosed properties, and subsequently resell or rent them to households earning up to 120 percent of AMI. • Conduct outreach and publicize the availability of these foreclosed properties to residents. 	<p>Since 2009, the San Joaquin County Community Development Department, in partnership with Visionary Home Builders, utilized NSP funds to rehabilitate 12 foreclosed properties in Tracy and successfully resold or rented them to moderate-income households in the City. Additionally, the County worked with Stocktonians Taking Action To Neutralize Drugs (STAND) to rehabilitate six foreclosed properties in Tracy using NSP funds. STAND successfully resold or rented the rehabilitated units to six moderate –income households.</p> <p><i>Continued Appropriateness:</i> The NSP funding for this program has been exhausted but the City will work to identify additional funding sources to continue this program. A modified version will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description	Objectives and Timeframe	Accomplishments
Goal 4.0: Mitigate any potential governmental constraints to housing production and affordability		
<p>16 Extremely Low Income and Special Needs Housing</p>	<p>Within one year of the adoption of the Housing Element, the City will amend the Zoning Ordinance to address the following:</p> <ul style="list-style-type: none"> • Emergency Shelters: The City will amend its Zoning Ordinance to permit homeless shelters with a ministerial permit within the MDR and HDR zones. Objective performance standards will be established and these standards will be the same as similar uses in the MDR and HDR zones. • Transitional Housing: The City will amend its Zoning Ordinance to differentiate transitional housing in the form of group quarters versus as regular housing developments. For transitional housing facilities that operate as regular housing developments, such housing will be permitted where similar housing is otherwise permitted. For transitional housing facilities that operate as group quarters, such facilities will be permitted as residential care facilities. • Supportive Housing: The Zoning Ordinance will be amended to differentiate supportive housing in the form of group quarters versus as regular housing developments. For supportive housing facilities that operate as regular housing developments, such uses will be permitted where similar housing is otherwise permitted. For supportive housing facilities that operate as group quarters, such facilities will be permitted as residential care facilities. • Single Room Occupancy Units (SROs): The City will amend its Zoning Ordinance to permit SROs with a Conditional Use Permit in the MDR and GHC zones. • Reasonable Accommodation: The City will amend the Zoning Ordinance to implement a reasonable accommodation procedure to address reasonable accommodation requests. 	<p>Amendments to the Zoning Ordinance related to emergency shelters, transitional housing, supportive housing, SRO housing units, second units, reasonable accommodations and manufactured housing were adopted in December 2015.</p> <p><i>Continued Appropriateness:</i> This program is completed and a modified version will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description	Objectives and Timeframe	Accomplishments
	<ul style="list-style-type: none"> • Second Units: The City will amend its Zoning Ordinance to permit second units in residential zones where a primary single-family unit already exists. • Manufactured and Mobile Homes: The City will amend its Zoning Ordinance to allow manufactured/mobile homes installed on a permanent foundation in all residential zones where single-family dwellings are permitted. 	
<p>17 Growth Management Ordinance (GMO)</p>	<ul style="list-style-type: none"> • Amend the GMO within one year of the adoption of the Housing Element. • Annually monitor and evaluate the Growth Management Ordinance for the impacts on the cost, supply and timing of housing including seeking input from residential developers and affordable housing stakeholders in reviewing the effects of the GMO. The annual review will analyze the ability to accommodate the City's regional housing need, constraints on supply and affordability of housing and the process for applying and reviewing allocations. The review will reflect the RHNA as a minimum and consider impacts on overall housing supply in addition to accommodating the RHNA. Factors to be considered include: <ul style="list-style-type: none"> • New RHNA exemption program; • Overall impacts on housing supply based on the new RHNA exemption in addition to the annual limit; • Number of building permits issued under the exemption by income categories and housing type; • Number of total applications, applications approved or denied and developer interest in applications; • Timing for approving allocations; and • Potential uncertainty associated with scoring criteria used to evaluate application for allocations. <p>Information will be included and evaluated as part of the annual Growth Management Status report, published in the fourth quarter of each calendar year. Based on the outcomes of the evaluation and consideration of stakeholder input, the City will establish appropriate action such as revising the</p>	<p>The City amended its Municipal Code in 2013 with Ordinance No. 1184 to address the GMO's compliance with the RHNA. The City continues to annually monitor and evaluate the GMO for impacts on the cost, supply and timing of housing.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and will be included in the 2015-2023 Housing Element.</p>

Program Summary (2009-2014)

Program Description		Objectives and Timeframe	Accomplishments
		ordinance within one year of the evaluation..	
<p>Goal 5.0: Continue to promote equal housing opportunity in the City’s housing market regardless of age, race, color, national origin, ancestry, sex, disability, marital status, familial status, source of income, sexual orientation, and any other arbitrary factors.</p>			
18	Definition of “Family”	<ul style="list-style-type: none"> The City will amend its definition of a family in the Zoning Ordinance to eliminate any requirements on the number of persons constituting a family within one year of adoption of the Housing Element 	<p>This amendment was adopted in December 2015.</p> <p><i>Continued Appropriateness:</i> This program is completed and will not be included in the 2015-2023 Housing Element.</p>
19	Reasonable Accommodation	<ul style="list-style-type: none"> Amend the Tracy Municipal Code to address requests for reasonable accommodation to land use and zoning decisions and procedures regulating the siting, funding, development and use of housing for people with disabilities within one year of adoption of the Housing Element. 	<p>This amendment was adopted in December 2015.</p> <p><i>Continued Appropriateness:</i> This program is completed and will not be included in the 2015-2023 Housing Element.</p>
20	Fair Housing	<ul style="list-style-type: none"> Continue to support the Stockton-San Joaquin Community Housing Resource Board and provide referral services. Advertise services of the Stockton-San Joaquin Community Housing Resource Board in City buildings and other public buildings (such as public libraries, community centers, County Housing Authority offices, and post offices, etc.), at a variety of community locations (such as offices of nonprofit service providers), and distribute flyers to apartment management companies and real estate offices. 	<p>The San Joaquin Fair Housing Association is a non-profit agency that provides mediation and fair housing services to residents of Tracy as well as the cities of Stockton, Lodi, Manteca, Lathrop, Ripon, Escalon, and the County of San Joaquin. The City continues to provide information about the San Joaquin Fair Housing Association on its website.</p> <p><i>Continued Appropriateness:</i> This program continues to be appropriate and will be included in the 2015-2023 Housing Element.</p>

Housing Element Quantified Objectives and Accomplishments

	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
New Construction (RHNA) (Objectives)	453	454	632	813	2,535	4,888
New Construction (Actual - Permitted)	0	0	0	0	784	784
Rehabilitation (Objectives)						
Downtown Rehabilitation Loan	1	1	2	1	0	5
Downtown Rehabilitation Grant	5	5	10	5	0	25
NSP	0	2	2	5	0	9
Rehabilitation (Actual)						
Downtown Rehabilitation Loan	0	0	0	2	0	2
Downtown Rehabilitation Grant	0	0	0	11	0	11
NSP	0	0	0	14	0	14
Preservation (Objectives)	No units at risk during planning period					
Assistance (Objectives)						
Downpayment Assistance	0	20	25	25	0	60
Section 8	83	83	0	0	0	166
Family Self-Sufficiency	8	9	0	0	0	17
Assistance (Actual)						
Downpayment Assistance	0	4	12	7	0	23
County GAP-DPA Program	0	0	0	8	0	8
Section 8	75	75	0	0	0	150
Family Self-Sufficiency	Information Not Available					

Appendix C: Development Impact Fees

HARVEST APARTMENTS

I-205 SPECIFIC PLAN

APN: 238-600-27

I-205 PARCEL GL-24C

CAPITAL-IN-LIEU FEES	REVENUE ACCOUNT #	FEE PER UNIT	# OF UNITS	PARCEL OBLIGATION
Arterials, West	353-4231-XIW11	\$ 7,123.32	300	\$ 2,136,996.00
Intersection & Signals, West	353-4231-XIW16	374.56	300	112,368.00
Intersection Mitigations	353-4231-XIW16	647.79	300	194,337.00
Sanitary Sewer Treatment	353-4237-XIA71	3,057.89	300	917,367.00
Sanitary Sewer Collection	353-4237-XIW72	691.99	300	207,597.00
Water Distribution	353-4236-XIW62	158.26	300	47,477.00
Water Distribution - Off-site	353-4236-XIW63	1,402.14	300	420,643.00
Water Supply, Trtmt & Storage	353-4236-XIA61	1,323.63	300	397,088.00
Storm Drains	353-4232-XIW21	36.22	300	10,865.00
Irrigation (NBID) Relocation	353-4232-XIW25	288.27	300	86,480.00
Downtown Assistance	353-4239-XIA51	41.91	300	12,573.00
Park & Ride	353-4231-XIW19	62.70	300	18,810.00
Air Quality	353-4239-XIA53	3.57	300	1,071.00
Swainson Hawk	353-4239-XIA52	122.42	300	36,726.00
Fire/Public Works Capital	353-4234-XIA41	682.78	300	204,833.00
Agricultural Conversion Fee	353-2426-XIA54	11.67	300	3,501.00
Contingency (15%)	353-4239-XIA92	1,951.65	300	585,495.00
Design & Construction Fees (15%)	353-4239-XIA91	1,951.65	300	585,495.00
Program Management	353-4239-XIA95	518.08	300	155,423.00
Parks		5,038.00	300	1,511,400.00
SUB TOTAL DEVELOPMENT IMPACT FEES		\$ 25,488.48		\$ 7,646,545.00
OTHER FEES TO BE COLLECTED AT BUILDING PERMIT ISSUANCE				
New Address Mapping Fees	211-4531-R2365	\$ 36.00	300	\$ 10,800.00
Water Meter Radio Read MXV Fee	511-4618	11.00	300	3,300.00
Agricultural Mitigation Fee	207-2426-D6006	\$2,533.80 / Acre	17.91	45,380.36
County Facilities Fee	391-2426-D6011	Exempt	NAP	NAP
Regional Transportation Impact Fee	808-2426	Exempt	NAP	NAP
Habitat Mitigation Fee		Exempt	NAP	NAP
TOTAL DEVELOPMENT IMPACT FEES				\$ 7,706,025.36

YOSEMITE VISTA - UNIT 2, TRACT 3495

BRIGHT DEVELOPMENT

SOUTH MACARTHUR PLANNING AREA - SINGLE FAMILY DWELLING UNIT

DEVELOPMENT IMPACT FEES	ACCOUNT #	FEE PER SFDU	# OF UNITS (b)	TOTAL FEES (a) x (b)
Water Facilities	352-4236-XSM61	\$ 5,291.50	21	\$111,121.50
Wastewater - East-Side Sewer System Conn	352-4237-XSM72	617.50	21	\$12,967.50
Wastewater - Gravity Sewer Improvements	352-4237-XSM72	401.85	21	\$8,438.85
WWTP Improvements	352-4237-XSM71	11,884.50	21	\$249,574.50
Roadways - Upgrades	352-4231-XSM11	11,144.45	21	\$234,033.45
Roadways - CFD 89-1 Reimbursement	352-4231-XSM12	84.55	21	\$1,775.55
Roadways - RSP Reimbursement	352-4231-XSM13	630.80	21	\$13,246.80
Storm Drainage - Upgrade	352-4232-XSM21	4,219.90	21	\$88,617.90
Storm Drainage - CFD 89-1 Reimbursement	352-4232-XSM22	171.95	21	\$3,610.95
Parks - Mini/Neighborhood	352-4233-XSM31	4,193.30	21	\$88,059.30
Parks - Community Park	352-4233-XSM32	2,224.90	21	\$46,722.90
Public Buildings & Services	352-4234-XSM41	3,782.90	21	\$79,440.90
Program Management	352-4239-XSM91	2,349.90	21	\$49,347.90
SUB TOTAL DEVELOPMENT IMPACT FEES		\$ 46,998.00		\$986,958.00
Other Fees to be Collected at Building Permit				
Water Meter Radio Read MXV Fee	511-4618	\$ 11.00	21	\$ 231.00
New Address Mapping Fee	211-4531-R2365	68.00	21	1,428.00
Habitat Mitigation Fees	352-2426-XSM45	3,054.03	21	64,134.63
Agricultural Mitigation Fee	207-2426-D6006	NAp	NAp	NAp
County Facilities Fees	391-2426-D6011	NAp	NAp	NAp
Regional Transportation Impact Fees	808-2426	NAp	NAp	NAp
TOTAL DEVELOPMENT IMPACT FEES		\$ 50,131.03		\$ 1,052,751.63