



Waterford Vision 2025
General Plan
Chapter 10 Housing

DRAFT

HOUSING ELEMENT

2014 – 2023

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List of Abbreviations

CDBG	Community Development Block Grant
CHFA	California Housing Financing Authority
CHRP	California Housing Rehabilitation Program
COG	Council of Governments
DOF	Department of Finance .Population Research Unit
EDD	Federal Employment Development Department
HAP	Housing Assistance Program
HCD	State of California Housing and Community Development Department
HUD	Federal Housing and Urban Development
RHS	Rural Housing Services
StanCOG	Stanislaus Area Association of Government

Common Housing Terms

Above Moderate Income Households—households earning over 120% of the median household income. As of March 2015, a family for four in the City of Waterford earning more than \$63,960 per year was considered above moderate income.

Affordable housing—housing capable of being purchased or rented by a household with very low, low, or moderate income. Housing is considered affordable when a household pays less than 30% of its gross monthly income for housing, excluding utilities.

Emergency Shelter—housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.

Extremely low income—households earning 30% or less of the median household income. As of March 2015, a family for four in the City of Waterford earning less than \$24,250 per year was considered extremely low income.

Household—the total number of persons occupying a housing unit.

Housing unit—a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall.

Low income households—households earning 50-80% of the median household income. As of March 2015, a family for four in the City of Waterford earning between \$28,450 and \$45,500 per year was considered low income.

Median household income—the middle point at which half of the City’s household’s earn more and half earn less. Income limits are updated annually by the U. S. Department of Housing and Urban Development (HUD) for Stanislaus County. As of March 2015, the median household income for a family of four in Stanislaus County was \$53,300.



Moderate Income households—households earning 80-120% of the median household income. As of March 2015, a family for four in the City of Waterford earning between \$45,500 and \$63,960 per year was considered moderate income.

Transitional Housing—buildings configured as rental housing developments, but operated under program requirements that require the termination of assistance and recirculating 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.

Very low income households—households earning less than 50% of the median household income. As of March 2015, a family for four in the City of Waterford earning less than \$28,450 per year was considered very low income.

EXECUTIVE SUMMARY

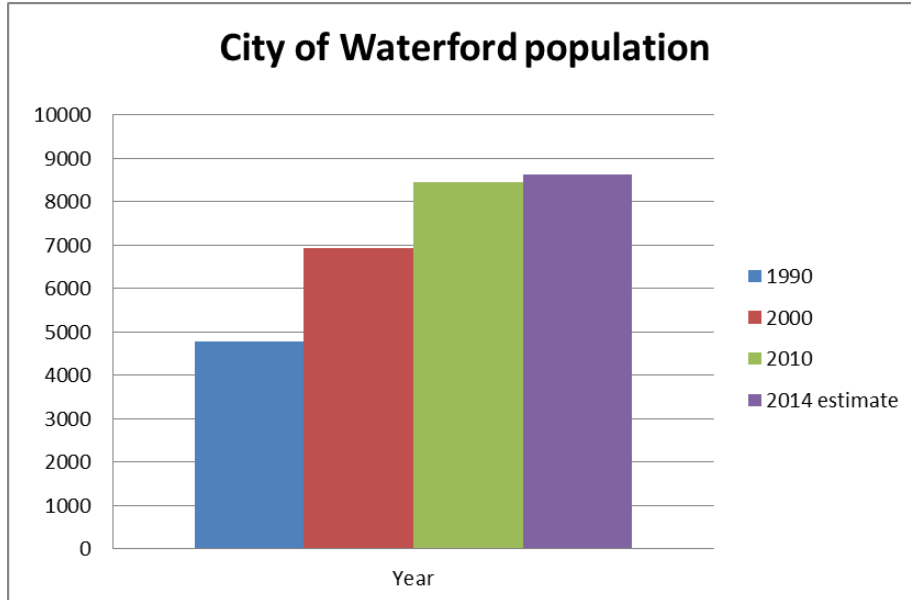
The Housing Element is one of seven General Plan Elements mandated by the State of California. The Element is designed to coordinate residential development and renewal efforts in ways that are consistent with the overall economic and social values of the city. These efforts work toward achievement of the state goal of accommodating the housing needs of Californians in different economic levels. The character of the city is, to a large extent, dependent upon the variety of its housing units, their location, and their maintenance.

The Housing Element must show that the City can accommodate its fair share of regional housing needs as allocated by the Stanislaus County Council of Governments and the California Department of Housing and Community Development. Waterford’s fair share for the 2014-2023 planning period is shown below:

HCD REGIONAL HOUSING NEEDS DETERMINATION – 2007 - 2014				
Family Income Categories				
Very Low	Low	Moderate	Above Moderate	Total
83	58	69	147	357

HCD REGIONAL HOUSING NEEDS DETERMINATION – 2014 - 2023				
Family Income Categories				
Very Low	Low	Moderate	Above Moderate	Total
131	84	89	221	525

CITY OF WATERFORD				
COMBINED REGIONAL HOUSING NEEDS DETERMINATION				
2014 - 2023				
Family Income Categories				
Very Low	Low	Moderate	Above Moderate	Total
214	142	158	368	882



In 2000 Waterford’s population was 6,924; in 2010 it was 8,456, an increase of 22%. The 2014 estimated population by the Department of Finance is 8,619. Its population is projected to be 13,158 by 2020.

Due to the 2007 – 2014 Housing Element for the City of Waterford not being certified by the California Department of Housing and Community Development, the 2014-2023 City of Waterford Housing Element Update will need to include the Regional Housing Needs Allocation from the planning period of January 1, 2007 through June 30, 2014, which totals to 357 residential housing units. Combined, the total Regional Housing Needs Allocation for the planning period of January 1, 2014 through June 30, 2014 is 882 residential units.

The 2014-2023 City of Waterford Housing Element Update is an in-depth document that details the City’s housing needs, along with listing Goals, Objectives, and Policies that serve as guidelines toward achieving these needs.

The City’s Housing Element Update has, as its core commitment, the providing of a decent home and pleasant living environment for every individual and family. The City will strive to achieve this commitment by various actions and programs that are outlined in this document. However, due to factors beyond the City’s control, such as the state of the economy, commuting patterns, the jobs-housing imbalance prevalent in the region, and the market demand for housing, the City is very likely to confront obstacles to fulfilling its commitment.



**FAST FACTS
CITY OF WATERFORD**

	2000	2010	2011	2012	2013	2014	2015
Population	6,924	8,456	8,478	8,523	8,579	8,619	8,686
Households	1,990	2,458	2,458	2,458	2,458	2,458	2,458
Owner occupied	1,369	1,627					
Renter occupied	621	831					
Average Household size	3.47	3.43	3.44	3.46	3.48	3.50	3.52
Average family size	3.71	3.71					
Vacancy Rate		7.8%	7.8%	7.8%	7.8%	7.8%	7.8%
Labor force	2,991	3,600					
Source: U.S. Census 2000 and 2010, State of California, Department of Finance, E-5 Population and Housing Estimates for Cities, Counties and the State – January 1, 2011-2015, Sacramento, California, May 2015							



10.1 INTRODUCTION

The Housing Element is one of seven General Plan Elements mandated by the State of California. The Element is designed to coordinate residential development and renewal efforts in ways that are consistent with the overall economic and social values of the city. These efforts work toward achievement of the state goal of accommodating housing needs of Californians in different economic levels. The character of the city is, to a large extent, dependent upon the variety of its housing units, their location, and their maintenance.

This section of the General Plan expands on the Goals, Objectives and Policies throughout the document that encourages balanced housing growth in Waterford. The Element constitutes a summary of the city's housing opportunities, constraints and requirements. Used as a gauge for determining future housing needs, the Element can be a resource for both residents and potential developers in the community.

State law, under California Government Code, Title 7, Division 1, §65300 of the Planning and Zoning Law, requires all local jurisdictions to adopt and maintain a General Plan incorporating a Statement of Development Policies and seven required elements. The law also requires the plan to be internally consistent, to have zoning conformance and not be amendable at will. Additionally, §65300.7 provides that local agencies may prepare their general plans to accommodate local conditions and circumstances, while meeting the law's minimum requirements.

STATE POLICY AND AUTHORIZATION

Article 10.6, Section 65580, of the California Government Code states that the Legislature finds and declares as follows:

- (a) The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farmworkers, is a priority of the highest priority;
- (b) The early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels;
- (c) The provision of housing affordable to low- and moderate-income households requires the cooperation of all levels of government;
- (d) Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community;
- (e) The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the state in addressing regional housing needs.



State legislation enacted in 1980 (Chapter 1143, Statutes of 1980; AB 2853) required the Stanislaus Area Association of Governments (StanCOG) and other Councils of Government (COGs) in California to determine existing and projected regional housing needs. StanCOG is also required by this legislation to determine city and county shares of the regional housing needs. The local shares of regional housing needs are to be considered in the development of city and county housing elements of local general plans.

In addressing these needs, specific groups must be analyzed. These include the special housing needs of the disabled, elderly, large families, farm workers, homeless, and families with female heads of households.

The purpose of the Housing Element is to adequately satisfy all of the state requirements. The challenge is to design a housing program which is responsive to the needs of the community's residents, and yet is economically feasible, given a limited amount of available resources and the uncertain fiscal future of local governments.

RELATIONSHIP TO OTHER PLAN ELEMENTS AND RELATED PROGRAMS

The Housing Element of the General Plan is only one part of the city's planning program. Other elements may enhance, condition or restrict the development of housing within certain areas of the city. The Housing Element will identify each of these goals and policies as well as their regulatory implementing arm.

Local General Plans

A city's general plan should be understandable and available to the public. To meet this test a good general plan should not be overly long, extremely technical or complicated. The Plan is not intended to be a primer for development or contain a listing of all regulations governing development in the city. Rather, the general plan provides a theoretical framework from which specific policies, programs and ordinances can be developed. The plan will also help to define the interaction between various agencies and departments of the city.

The city has kept its general plan concise by using an outline method of presenting goals, objectives and policies. This allows anyone interested in the city to immediately discern the city's policies concerning development. In preparation of the revised Housing Element, the City reviewed the policies of the Stanislaus County General Plan as well as the 2009 - 2014 Housing Element for Stanislaus County. No general plan policy conflicts were found. Growth projections, census information and regional housing needs for Waterford were taken from the January 2014 Regional Housing Needs Assessment for Stanislaus County: Stanislaus Council of Governments.

Housing Element Implementation

The Housing Element concentrates on policies affecting the availability of housing for all economic levels. Once the needs of each segment of the community are identified, appropriate policies and objectives can be created to help address these needs. These policies and objectives are outlined in the Executive Summary and in Section 6.2 of this chapter. Additionally, there are external factors that can assist the City of Waterford in implementing its housing goals and objectives:



1. Due to the small size of Waterford, Stanislaus County's Housing Element is important in that it provides a more comprehensive implementation program and represents a larger variety of resources. The County's Element helps direct federal, state and locally funded housing efforts on a county-wide scale.
2. The City Planning Department develops statistical information, land use policies, housing policies, and General Plan Elements. It also maintains the Zoning Ordinance and administers the California Environmental Quality Act. Waterford contracts for building inspection on an "as needed" basis with a private firm.
3. The Stanislaus Council of Governments, (StanCOG) is responsible for maintaining a regional housing needs report which is used as a basis for all Housing Elements within Stanislaus County.
4. The County Social Services Department provides extensive assistance programs ranging from supplemental grants for rent to grants to defray utility costs.

Information relating to each of these functions, and the services provided by the various agencies, is available to the public through a variety of different means. Referrals to the public regarding programs provided by the county social services are provided by the City of Waterford Planning Department, City Administrator's Office or through citizen complaints.

Referrals to the Housing Authority and information regarding its programs are provided by notices posted within City Hall, the Stanislaus County Department of Social Services, the Economic Opportunities Commission or other social service agencies. Information on publicly assisted housing (Section 8) is also regularly published in the Modesto Bee, a county-wide paper of general circulation.

General Plan Internal Consistency

The California Government Code requires that General Plans contain an integrated, internally consistent set of policies. When any one element of the General Plan is revised, and especially when new policies and priorities are proposed, the other elements must be reviewed to ensure that internal consistency is maintained.

As this Housing Element was written, Goals, Policies and Objectives for the remainder of the City's General Plan were also reviewed. Where necessary, the General Plan will be amended during the adoption process of the Housing Element to remain consistent.

HCD Guidelines

State Department of Housing and Community Development publications were used during preparation of the housing goals and policies contained within this element. Once the administrative draft of this document was complete, it was reviewed in light of these guidelines. To the best of the City's knowledge, the Element meets the suggested format, content and scope of the HCD guidelines.



HOUSING ELEMENT ORGANIZATION

Government Code §65583 requires the Housing Element to include these basic components:

- (a) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs, including:
 - 1) Analysis of population and employment trends;
 - 2) Analysis and documentation of household/housing characteristics;
 - 3) Inventory of land suitable for residential development;
 - 4) Analysis of potential and actual governmental constraints;
 - 5) Analysis of potential and actual non-governmental constraints;
 - 6) Analysis of special housing needs (including homeless needs);
 - 7) Analysis of opportunities for energy conservation; and
 - 8) The preservation of replacement of dwelling units in subsidized housing projects which are affordable to low-income households and which may convert to market-rate rents.

 - (b) A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing. The total housing needs identified in (a) may exceed the available resources and the community's ability to satisfy those goals.

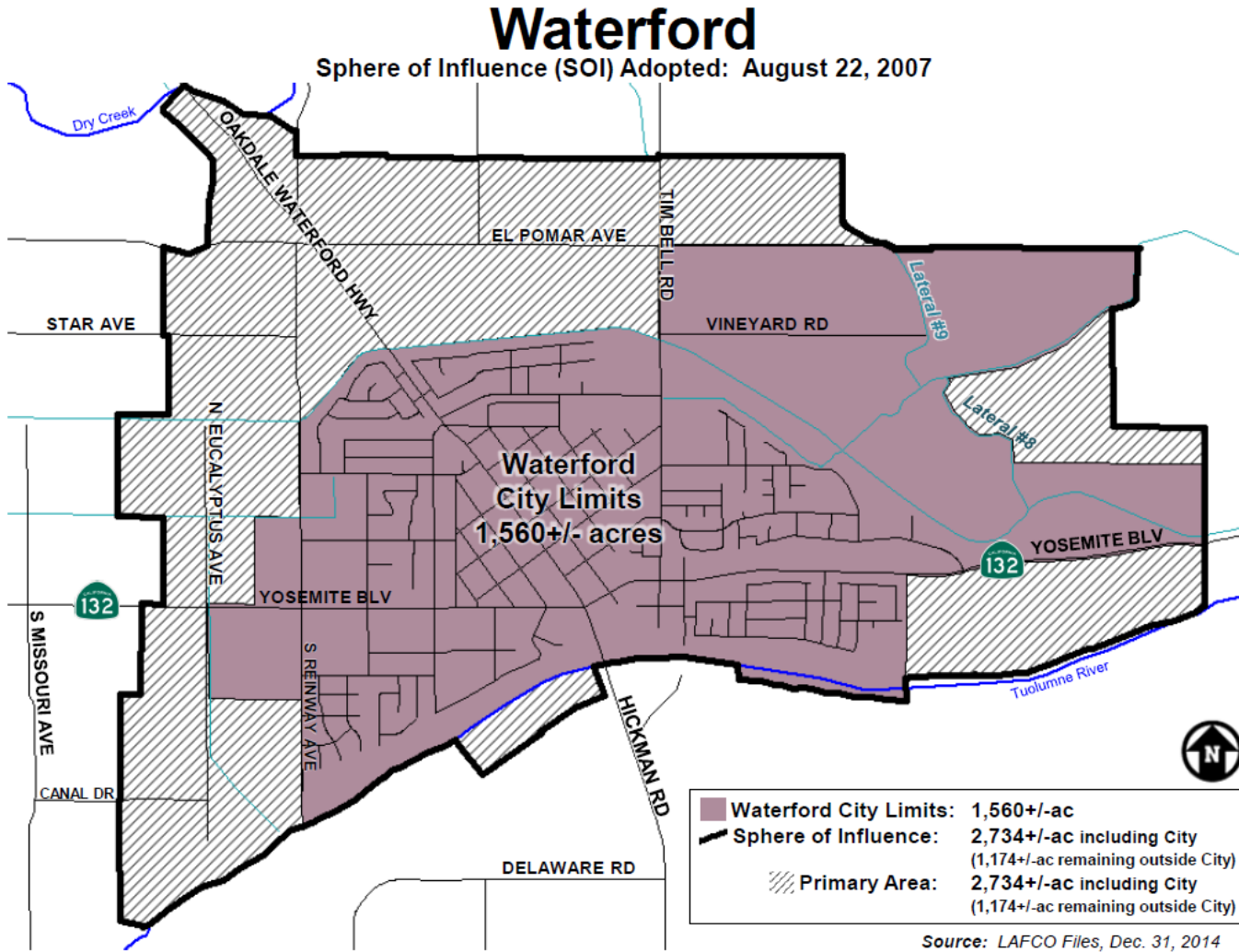
 - (c) A program which sets forth a schedule of actions during the planning period, of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element, including:
 - 1) Identification of adequate sites that will be made available;
 - 2) Assist in the development of adequate housing to meet the needs of extremely low, very low, low-, and moderate-income households;
 - 3) Addressing, and where possible, removing governmental constraints;
 - 4) Conserve and improve the condition of the existing affordable housing stock, which may include addressing ways to mitigate the loss of dwelling units demolished by public or private action;
 - 5) Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability;
 - 6) Preserve for lower income households the assisted housing developments identified pursuant to paragraph (9) of subdivision (a).
 - 7) Include an identification of the agencies and officials responsible for the implementation of the various actions and the means by which consistency will be achieved with other general plan elements and community goals.
 - 8) Include a diligent effort by the local government to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.
-



Section 10.1 of this document defines the intent of the Housing Element and the relationship of the Element with state directives and other General Plan elements. Section 10.2 reviews the current Housing Element's goals and policies. A description of the status of each of the current programs is provided along with recommendations for policies that should be continued into the new Element. Sections 10.3 and 10.4 provide current population, economic, and housing information that serve as a basis for determining current and future housing needs established in Section 10.5. Section 10.6 provides an inventory of available lands to meet housing needs. Section 10.7 and 10.8 provides a discussion of the City's ability to address RHNA. Section 10.9 provides a discussion on the availability of public facilities. Environmental Conservation Opportunities are discussed Section 10.10. Section 10.11 and 10.14 provides a discussion of governmental and non-government constraints to providing increased housing. Section 10.13 provides a discussion on Environmental Constraints. Section 10.15 sets forth the goals and policies of the Plan and Section 10.15 includes the implementing actions and programs necessary to achieve the goals and objectives.



Figure 2.1
Map of City limits and Sphere of Influence.
City of Waterford



PLAN AREA AND FUTURE GROWTH
 Figure 2-1 contains a description of the existing City limits of Waterford.



PUBLIC PARTICIPATION

The community was encouraged by the City to participate in the preparation of the Housing Element through a combination of general public notices as well as posted on the City of Waterford’s website. The City solicited comments on key issues, policies, and programs that the City should address in the Housing Element update.

Additionally, a letter was sent to various outside agencies on March 13, 2015, to solicit comments on the previous Housing Element and issues related to Waterford and the update of the Housing Element. The following is the list of agencies that the Questionnaire was sent to:

Haven Women’s Center	Self Help Enterprises	Children’s Crisis Center
Disability Resources Agency for Stanislaus County	Eden Housing	The USA Properties Fund
The Pacific Companies	Salvation Army	Bethany’s House
Modesto Union Gospel Mission	Disability Resource Agency for Independent Living (DRAIL)	Stanislaus County Affordable Housing Corporation
EAH Housing	CA Coalition for Rural Housing	Lodi Association of Realtors
American Red Cross	Aspiranet	Valley Recovery Resources
Center for Human Services	California Valley Opportunity Center	Community Housing and Shelter Services (CHSS)
Community Impact Central Valley (CIVC)	Family Promise	Healthy Aging Association
Healthy Start FRC	Helping Other Sleep Tonight	Howard Training Center
National Alliance on Mental Illness	NeighborWorks	Parent Resource Center
PIQE Parent Institute for Quality	Project Sentinel Fair Housing	Telecare
Stanislaus County Affordable Housing	Turning Point	United Samaritans Foundation



The City of Waterford received zero (0) responses from the Agency Questionnaire. The City also held a Public Workshop on March 19, 2015. Public Notice of the Workshop was provided through the City's website and an ad placed in the Waterford News. The purpose of this workshop was to provide a presentation on the City's Housing Element, the update process, and to solicit public comment on various housing questions and concerns. During the Public Workshop, the following issues/comments were discussed:

- Availability of various types of housing;
- Methodology of City's Regional Housing Need;
- Type and availability of grants related to housing; and,
- Housing Element contents and requirements per State Housing Law.

The Public Review 2014-2023 Housing Element was reviewed by the City's Planning Commission on June 23, 2015, and the City Council on September 17, 2015. The Public Review Draft 2014-2023 was subsequently submitted to the California Department of Housing and Community Development Department (HCD) on September 21, 2015, and released for public review and comment.

Upon review by HCD, the 2014-2023 Housing Element was reviewed and considered by the City's Planning Commission during a duly noticed Public Hearing. At their regularly scheduled meeting of (DATE TO BE INSERTED) the Waterford City Council adopted the City's 2014-2023 Housing Element and associated CEQA compliance document.

10.2 EVALUATION OF THE PREVIOUS HOUSING ELEMENT

The goals and policies of the 2001-2008 Housing Element were largely developed to coincide with the adoption of the City's General Plan. Additionally, since the demise of the California Redevelopment Agency (RDA), many of the programs that relied on RDA funding or action will be eliminated as part of the 2014-2023 Housing Element. Instead, the new programs will be developed based on the population and housing data, constraints (governmental and non-governmental) and projected housing needs to fulfill the City's share of the Regional Housing Needs Allocation (RHNA).

The following goals and policies have been excerpted from the City's 2001-2008 Housing Element along with an indication of their current implementation status.

TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
Goal 1	Provision of adequate sites for housing development.		See discussion on Program a-h
a	The City of Waterford will prepare a five-year land use update as part of its General Plan Update. As part of that update adequate sites will be identified to provide 200 percent of the necessary land inventory to meet the needs of the very low-, and low- income group.	Deleted	Upon evaluation of the amount of land currently vacant in the City and residential land outside of the City limits but within the SOI, staff determined that there are adequate sites that provide for all income groups, including very low-, and low-income. The City’s General Plan was adopted by City Council on October 26, 2006 and the current schedule for RHNA accommodation is from January 1, 2014 to September 30, 2030. Therefore, this program will be deleted as part of the 2014-2023 Housing Element.
b	The City of Waterford will revise its zoning ordinance to provide for zone districts that will provide housing densities adequate to meet the needs of the very low-, and low-income groups. During the process of revision, the issue of discrete zoning, minimum density requirements, the requirement of a conditional use permit to develop at lower densities, and requiring a permit for demolition of existing very low- and low-income dwelling units, shall be reviewed by the Planning Commission and City Council	Ongoing	The City’s Medium Density Residential (RM) District and Multifamily Residential (RH) District have allowable densities that can meet the needs of very low-, and low-income groups. The RM District allowable density ranges from six (6) to twelve (12) dwelling units per gross acre and the RH District has an allowable density of a minimum of twelve (12) to thirty (30) dwelling units per gross acre. Additionally, multifamily apartments are a permitted use within both districts. A building permit is required for the demolition of existing dwelling units but is not reviewed by the Planning Commission and City Council. Therefore, this program is not yet complete and will be continued as part of the 2014-2023 Housing Element.
c	The City of Waterford will establish a set of reference maps with zoning, infrastructure and other relevant development information to provide for future review and analysis of zoning within the jurisdiction and to assist developers in location appropriate sites for housing	Ongoing	Pertinent maps continue to be made available to the public at City Hall, including the City’s Zoning Map, General Plan Map, LAFCO’s Municipal Service Review which has infrastructure maps and relevant development information for developers and interested parties. Therefore, this program has been successful, and will be continued as part of the 2014-2023 Housing Element.



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
d	The City of Waterford will utilize a portion of the monies within the Redevelopment Agency Housing Set Aside fund to provide for the funding of a position to identify and apply for additional Community Development Block Grant funds to either acquire or extend necessary services to infill parcels for housing development.	Deleted	<p>Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. However, the City continues to provide information to non-profit developers in identifying suitable sites for infill housing development</p> <p>Therefore, this program will be deleted as part of the 2014-2023 Housing Element.</p>
e	The City will actively pursue annexation of land after completion of the update to the General Plan. Within the limits allowed as a result of mitigation measures applicable to the plan update, the City will actively seek to annex land for development as demand occurs.	Ongoing	<p>The City’s General Plan was adopted on October 26, 2006. Since that time, the City has annexed ___ acres as part of the _____ Specific Plan. The City will continue to seek opportunities for annexation, as development demand occurs.</p> <p>This program has been successful and therefore, will be continued as part of the 2014-2023 Housing Element.</p>
f	The City will investigate ways to encourage urban infill. In this study current development policies will be analyzed and programs formulated for providing incentives such as permitting higher densities under certain conditions, expediting processing of site plans, etc.	Ongoing	<p>The City continues to investigate ways to encourage urban infill. As development interest increases, the City receives interest and/or formal development applications for residential projects within the City Limits and on parcel(s) in which qualify as infill. The City will continue to encourage such development by providing information on suitable sites, incentives such as reductions in Public Facility Fees and expedited entitlement processing.</p> <p>Therefore, this program will be continued as part of the 2014-2023 Housing Element.</p>



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
g	The City of Waterford will prepare an inventory of government owned land within the City and its “Sphere of Influence” and will analyze that land for possible housing sites. If appropriate sites can be identified, the City will approach developers and funding agencies to facilitate development of the sites with assisted housing.		<p>The City has continued to monitor and inventory government owned land within the City and its “Sphere of Influence”. The City has been in discussion with a Developer on the possibility of developing senior housing on three (3) parcels that the City currently owns.</p> <p>Therefore, this program has been successful and will be continued as part of the 2014-2023 Housing Element.</p>
h	The City will actively pursue pre-zoning, re-zoning and/or re-designation of land to meet its share of the regional housing need. Up to 150 percent of this need should be accommodated within the existing general plan area, with the remaining 50 percent projected for development outside of the current City. This program should be reviewed annually to ensure that the goals of the Housing Element are met.	Deleted	<p>Upon evaluation of the amount of land currently vacant in the City and residential land outside of the City limits but within the “Sphere of Influence”, staff determined there is adequate land to meet the City’s RHNA, including the previous obligation from the 2009-2014 Housing Element with a surplus of 599 units. The City will continually monitor the progress toward meeting the RHNA obligation during the time period of 2014-2023.</p> <p>Therefore, this program will <u>not</u> be continued as part of the 2014-2023 Housing Element and will be deleted.</p>
Goal II	To manage housing and community development in a manner which will promote long-term integrity and value of each new housing unit and the environment in which it is located.		See discussion on Program a-e



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
a	The City of Waterford will revise its zoning ordinance to provide for zone districts that will provide housing densities adequate to provide housing opportunities for the very low- and low-income groups	Deleted	As discussed above, the City’s Medium Density Residential (RM) District and Multifamily Residential (RH) District have allowable densities that can meet the needs of very low-, and low-income groups. The RM District allowable density ranges from six (6) to twelve (12) dwelling units per gross acre and the RH District has an allowable density of a minimum of twelve (12) to thirty (30) dwelling units per gross acre. These zoning districts provide adequate opportunities for very low- and low-income housing. Therefore, this program will be deleted as part of the 2014-2023 Housing Element.
b	The City of Waterford will establish a policy regarding the allocation of a percentage of its housing set-aside allocation from the incremental tax increases for property within the Redevelopment Agency to acquire properties for the development by non-profit developers.	Deleted	Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. However, the City continues to provide information to non-profit developers in identifying suitable sites for infill housing development Therefore, this program will <u>not</u> be continued as part of the 2014-2023 Housing Element.
c	The City of Waterford will work with the Housing Authority and seek Article XXXIV approval within the City of Waterford to facilitate the funding of housing for very low and low-income families	Deleted	Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. The monetary burden for the development of affordable housing falls to Non-Profit Developers and For-Profit Developers. The City will continue to assist developers for extremely low-, very low-, and low-income housing by providing information on suitable sites and possible incentives. Therefore, this program will <u>not</u> be continued as part of the 2014-2023 Housing Element.



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
d	The City of Waterford will investigate financing a non-profit organization to provide application for an administration of the California Housing Rehabilitation-(HOME) Program	Deleted	<p>Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. The monetary burden for the development of affordable housing falls to Non-Profit Developers and For-Profit Developers. The City will continue to assist developers for extremely low-, very low-, and low-income housing by providing information on suitable sites and possible incentives.</p> <p>Therefore, this program will <u>not</u> be continued as part of the 2014-2023 Housing Element.</p>
e	The City of Waterford will work with the County Housing Authority to advertise the availability of housing programs and housing rights for all residents. Housing Authority literature, in both Spanish and English, will be placed at City Hall, the Police Department, public library and other public places in the community	Ongoing	<p>The City continues to work with the Stanislaus County Housing Authority to advertise the availability of housing programs and housing rights for all residents.</p> <p>This program has been successful and will be continued as part of the 2014-2023 Housing Element.</p>
<i>Goals Attainable, but Needing Action Beyond City Control</i>			
1	The City of Waterford will apply for Community Development Block Grant funds, as they become available from state and federal sources, for the purchase of sites for housing to be land banked or used for the development of assisted housing	Ongoing	The City of Waterford continues to participate in the Stanislaus County Community Development Block Grant Consortium and receives funds from this program. In recent years.....



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary	Status	Evaluation
<i>Action Plan – Assistance to Homeowners</i>		
<p>1 The City of Waterford will encourage developers to make application of RHS 502 Interest Subsidy programs and will work with and assist those developers. The City will take all actions necessary to expedite processing and approvals for such projects. The City of Waterford will contact nonprofit developers, to inform them of Waterford’s participation in this program. Moreover, the City of Waterford will establish a procedure that will provide pre-application review of projects to expedite their timely approval. This program provides direct loans to individuals of low to moderate income to purchase newly constructed homes. The interest rate varies according to the applicant’s adjusted family income and may be as low as one percent to market rate. The ability to achieve this objective is contingent upon the market conditions during the plan period, interested developers, and the availability of county staff and congressional authorization to issue such bonds.</p>	<p>Deleted</p>	<p>The City continues to encourage affordable housing development by providing assistance to affordable housing developers in the form of information and possible incentives. During the 2009-2014 Planning period, the City assisted 0 affordable housing developments in the City of Waterford. However, the City continues to provide the opportunity for pre-application review and opportunities for expedited review and approval. The City continues to participate in the First-Time Home Buyers Program to provide direct loans to individuals of low to moderate income to purchase newly constructed homes.</p> <p>This program has been successful. However, due to the elimination of the City’s Redevelopment Agency, this program will <u>not</u> be continued as part of the 2014-2023 Housing Element. A new program will be created to continue to provide assistance to affordable housing developers and first time home buyers.</p>



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
2	The City of Waterford will establish a policy regarding the allocation of a percentage of its housing set-aside allocation from the incremental tax increases for property within the Redevelopment Agency to acquire properties for development by nonprofit developers such as Self Help Enterprises	Deleted	<p>Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. The monetary burden for the development of affordable housing falls to Non-Profit Developers and For-Profit Developers, including acquisition of land.</p> <p>Therefore, this program will <u>not</u> be continued as part of the 2014-2023 Housing Element.</p>
<i>Action Plan – Assistance to Renters (Except Special Needs Groups)</i>			
1	The City of Waterford will support the Housing Authority’s implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program which provides rent subsidies directly to participants’ landlords, and will support that agency’s attempts to secure additional funding for expanded programs.	Ongoing	<p>The City continues to support the Housing Authority of the County of Stanislaus and refers its residents to the Housing Choice (Section 8) Voucher Program that need rental assistance.</p> <p>This program has been successful and therefore, will be continued as part of the 2014-2023 Housing Element.</p>
2	The City of Waterford will encourage developers to make application for California Finance Agency (CHFA) AB 333 Subsidized Rental allocations which provide subsidized interest rates and operating subsidies to developers of rental housing projects	Ongoing	<p>The City will continue to encourage developers to make application for California Finance Agency (CHFA) AB 333 Subsidized Rental allocations which provide subsidized interest rates and operating subsidies to developers of rental housing projects. During the 2009-2014 Planning period, there were no affordable housing development projects. However, the City will continue to encourage such housing. Therefore, this program will be continued as part of the 2014-2023 Housing Element.</p>



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
3	The City of Waterford will participate with Stanislaus County in the issuance of multi-family mortgage revenue bonds as developers request such assistance to finance new construction projects for very low-, low-, and moderate-income households and will assist by locating appropriate sites and by taking	Deleted	<p>Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. The monetary burden for the development of affordable housing falls for Non-Profit Developers and For-Profit Developers.</p> <p>Therefore, this program will <u>not</u> be continued as part of the 2014-2023 Housing Element.</p>
4	The City of Waterford will work with the Housing Authority and seek Article XXXIV approval within the City of Waterford to facilitate the funding of housing for very low- and low-income families	Deleted	<p>Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. The monetary burden for the development of affordable housing falls for Non-Profit Developers and For-Profit Developers.</p> <p>Therefore, this program will <u>not</u> be continued as part of the 2014-2023 Housing Element.</p>
<i>Housing to Accommodate Special Needs</i>			
1	The City of Waterford will encourage nonprofit sponsors to make application for HUD Section 202 allocations for construction of rental housing for seniors and disabled and will consider all actions needed to expedite processing and approval of such projects. In addition, should the funding become available, the city will facilitate the project by assisting in locating appropriate sites and will consider the use of Community Development Block Grant allocation and/or other available resources to either write down the cost of the site or fund infrastructure improvements	Ongoing	<p>Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. The monetary burden for the development of affordable housing falls for Non-Profit Developers and For-Profit Developers.</p> <p>However, the City will continue to encourage nonprofit sponsors to make application for HUD Section 202 allocations for construction of rental housing for seniors and disabled. Therefore, this program will be continued as part of the 2014-2023 Housing Element.</p>



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
2	The City, in cooperation with Stanislaus County, will apply to the State Department of Housing and Community Development for an HCD Farm Worker Housing Grant. To be funded with CDBG and with a State HCD Farm Worker Housing Grant, the homes will be sold at a subsidized costs to eligible farm workers.	Ongoing	
3	The City of Waterford will encourage nonprofit sponsors and/or the Housing Authority to make application for Rural Housing Services 514/516 allocations for rentals which provide a combination of grants and loans to finance the construction of migrant farm worker rental housing. Public and private nonprofit corporations, including state agencies and political subdivisions, are eligible for both grants and loans.	Ongoing	
4	The City will support the county in undertaking a program of data analysis to define the need for farm worker housing. Existing Census data, EDD data, and Self Help Enterprises and County Planning Department studies will be used to determine amount, location, and type of housing need in all parts of the county.	Ongoing	



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
5	To ensure compliance with SB 520 (Chapter 671 of the Government Code) the City will regularly monitor the City’s ordinances, codes, policies, and procedures to ensure that they comply with the “reasonable accommodation” for disabled provision of state law. The program will develop and formalize a general process that a person with disabilities will need to go through in order to make a reasonable accommodation request in order to accommodate the needs of persons with disabilities and streamline the permit review process. The City will provide this information to individuals with disabilities regarding reasonable accommodation policies, practices and procedures based on the guideline from the California Housing and Community Development Department (HCD) provides. This information will be available through postings and pamphlets at the City and on the City’s website.	Completed	<p>On July __, 2015, the City Council of the City of Waterford approved Ordinance No. 2015-__, establishing the Reasonable Accommodation Section in the City’s Zoning Code. This ordinance provides procedures and criteria in which reasonable accommodations may be made, including exceptions to zoning and land-use requirements that may be seen as a burden to housing for persons with disabilities. Information is readily available through postings and pamphlets at the City.</p> <p>Therefore, this program is considered to be completed and will be deleted as part of the 2014-2023 Housing Element.</p>
<i>Action Plan – Governmental Constraints</i>			
1	The City of Waterford will review its zoning ordinance to identify those obstacles to the timely development of housing.	Ongoing	<p>The City continues to review its zoning ordinance to identify those obstacles to the timely development of housing. Effort in removing those obstacles that would discourage the development of housing is considered on a case-by-case basis.</p> <p>Therefore, this program will be continued as part of the 2014-2023 Housing Element.</p>



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
2	The City of Waterford will review its development standards in order to identify those areas that could result in impediments to the development of new housing opportunities within the City of Waterford. The city will also evaluate developer driven amendments to the city standards provided that sufficient documentation and assurance of effectiveness is provided. The safety and cost effectiveness of maintenance of improvements on a city-wide level will be the governing factor in approving changes to the development standards	Ongoing	<p>The City continues to review its development standards to identify those areas that could result in impediments to the development of new housing opportunities within the City of Waterford. As development increases, the City will review its development standards more regularly to identify areas that could impede development of new housing. The City is currently updating its Nexus Fee Study to be more consistent with surrounding jurisdictions and the current housing climate. The Fee Nexus Study is scheduled to be complete in 2016.</p> <p>Therefore, this program will be continued as part of the 2014-2023 Housing Element.</p>
3	The Planning Commission will conduct an ongoing review of city policies and actions relating to housing development. This task force will provide annual updates to the City Council regarding its findings.	Ongoing	<p>City Staff and the Planning Commission continue to monitor and review City policies and actions relating to housing development. However, due to Staff constrains and a stagnant housing market in Stanislaus County as a whole, a full review of policies and actions relating to housing development has not occurred. As development increase, this program will be completed.</p> <p>Therefore, this program will be continued as part of the 2014-2023 Housing Element.</p>
4	The will work to develop new water resources necessary to support new development within the City and the planned expansion areas of the City. This task may involve the acquisition of the existing De Este water system from the City of Modesto	Completed	<p>On _____, 2015, the City of Waterford City Council approved the acquisition of the existing De Este water system from the City of Modesto. Ultimately, this will assist in supporting new development within the City and the planned expansions areas of the City, including the _____ Specific Plan.</p> <p>This program is considered to be complete and therefore will be deleted as part of the 2014-2023 Housing Element.</p>



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
<i>Action Plan – Non-Governmental Constraints</i>			
1	The City of Waterford will participate with Stanislaus County in the issuance of single-family and multiple-family mortgage revenue bonds for the purpose of reducing take-out interest rates to home buyers and developers of rental housing	Ongoing	<p>Since the elimination of the City’s Redevelopment Agency, funding sources for housing have been limited to down payment assistance for lower income households. The monetary burden for the development of affordable housing falls for Non-Profit Developers and For-Profit Developers.</p> <p>Therefore, this program will be deleted as part of the 2014-2023 Housing Element.</p>
2	The City of Waterford will participate with Stanislaus County in identifying adequate reserves of developable land to address the solution of land costs	Ongoing	<p>The City continues to participate with Stanislaus County in identifying adequate reserves of developable land to address the solution of land costs. According to the Vacant Sites Inventory, the City has the potential for 1,481 housing units which equates to a surplus of 599 units when compared to the Regional Housing Needs for the planning period of 2014-2023.</p> <p>Therefore, this program will be continued as part of the 2014-2023 Housing Element.</p>
3	The City of Waterford will implement the density bonus requirements in state law which provide for a 25 percent density bonus for housing project which provide 25 percent of the units for rent or sale to households of low and moderate-income households (80 percent to 120 percent of median income	Completed	<p>The City Council of the City of Waterford adopted the Density Bonus Overlay District in 2011. This Chapter (Chapter 17.34 of the WMC) implements this program and provides procedures in which developers may receive Density Bonus. Additionally, this Ordinance expands upon the program requirements and is compliant with Government Code Density Bonus which now requires a sliding scale of density bonus depending on the percentage of affordable housing being provided.</p> <p>This program has been completed and therefore will be deleted as part of the 2014-2023 Housing Element.</p>



TABLE 1

**EVALUATION OF 2001-2008 HOUSING ELEMENT PROGRAMS
CITY OF WATERFORD
2015**

Implementation Program Summary		Status	Evaluation
4	The City of Waterford will implement a program to identify barriers to infill development. The concept will be to facilitate development of infill areas and underdeveloped parcels prior to annexation and urbanization of agricultural land	Ongoing	
<i>Promotion of Equal Housing Opportunities</i>			
1	The City will support the county establishment of an inter-agency task force to determine the effectiveness of existing programs in complying with federal opportunity objectives and will request that the Task Force include city representation	Deleted	
2	The City of Waterford will direct residents with discrimination complaints to the State Department of Fair Employment and Housing or the County Department of Weights, Measures, and Consumer Protection Affairs	Ongoing	The City continues to direct residents with discrimination complaints to the appropriate State agency. During the 2009-2014 Planning Period, the City received 0 discrimination complaints. This program will continue to be a priority to the City and will be continued as part of the 2014-2023 Housing Element.

Pursuant to § 65588 of the Government Code, the City of Waterford has reviewed its Housing Element, and has evaluated the appropriateness of its housing goals and policies in contributing to the attainment of both the State Housing Goal and the city’s share of the regional housing needs. This Housing Element has been revised to reflect the results of this review.

The previous 10 years have been a time of substantial change within Stanislaus County and the City of Waterford. Housing prices increased through the early 2000’s to about 2007/2008, where a major decline in the housing market resulted in sharp increases in vacancy rates and a sharp decrease in housing prices. Since that time, however, housing prices have increased over the last 5 years or so, as shown in Table 2.

TABLE 2 MEDIAN HOME PRICES CITY OF WATERFORD AND SURROUNDING CITIES				
JURISDICTION	2011	2012	2013	2014
City of Waterford	\$113,000	\$110,000	\$139,000	\$189,000
City of Ceres	\$131,000	\$133,000	\$161,000	\$195,000
City of Modesto	\$130,000	\$136,000	\$168,000	\$204,000
City of Oakdale	\$179,000	\$203,000	\$217,000	\$276,000
City of Riverbank	\$151,000	\$141,000	\$195,000	\$220,000
City of Turlock	\$166,000	\$159,000	\$203,000	\$246,000

Source: <http://www.zillow.com>, Home Prices and Values, Median Sale Price 2011-2014.

As seen from the table above, there has been an increase in sale prices of homes in Stanislaus County. In 2011, the median sale price for a Single-Family Dwelling was \$113,000 in Waterford. This increased about 67 percent to \$189,000 in 2014. Other communities, such as Oakdale, Modesto and Turlock, has seen prices raise to above \$200,000 median home sale price in 2013 and 2014, compared to 2011, where home prices were in the mid \$100,000s.

Many communities such as Waterford experienced rapid residential growth without a corresponding increase in commercial and industrial development. Non-residential uses provide a great deal of discretionary revenue to the city while needing few services. It is revenue from commercial and industrial uses that support many of the programs used by new residents. Population growth without a corresponding increase in revenue has forced many cities to cut non-essential programs and restructure other services to function on a pay-as-you-go basis. This phenomenon has affected the cities to such an extent that they have also had to cut services in some instances. Funding for things such as roads, libraries and bridges that might once have been borne on a county-wide basis have now been assigned to specific projects and individual cities. This of course, increases the cost of housing and residential development.

Over the past five years, the availability of funding for subsidized housing from



federal and state programs has become subject to budget constraints and political battles. Many programs at the state and national level have either been cut or severely reduced in scope. The result has been a reduction in housing programs in small cities, and a reluctance on the part of large cities and counties to initiate programs where funding may be cut at any time.



10.3 COMMUNITY PROFILE

In order to establish housing goals and policies, the housing needs of Waterford must be determined. This section provides an overview of Waterford’s recent growth in terms of population and economic development. The 2014 Regional Housing Needs Assessment for Stanislaus County, the City’s General Plan, Census data and Department of Finance estimates and projections are data that was used in this section.

POPULATION

Population Trends

The population of Waterford grew by 22.1 percent between 2000 and 2010, above the 15.1 percent increase for Stanislaus County as a whole. The population of Waterford was 4,771 in 1990, 6,924 in 2000, and 8,456 in 2010. The Department of Finance population estimates for Waterford are 8,579 for 2013 and 8,619 for 2014.

TABLE 3 RECENT POPULATION TRENDS CITY OF WATERFORD AND STANISLAUS COUNTY						
JURISDICTION	1990	2000	2010	2013	2014	2015
Waterford	4,771	6,924	8,456	8,579	8,619	8,686
Stanislaus County	370,522	446,997	514,453	523,038	529,042	532,297

Source: U.S. Census Bureau, 1990, 2000 and 2010 Census; State of California, Department of Finance, *E-5 Population Estimates for Cities, Counties, and the State, 2011-2015, with 2010 Census Benchmark*, Sacramento, California, May 2015

Several factors account for this rapid growth in population in the City of Waterford:

- A rapid increase in the price of housing in Modesto, due to various factors such as supply and demand market conditions, the influx of Bay Area commuters, and population growth. Modesto is the regional employment center for Stanislaus County, and local salaries have not kept pace with the rapid increase in housing cost. In recent years, however, housing prices have dropped since the influx in population in Modesto. The housing decline in 2007-2008 is also a direct contributor to the drop in housing prices in the area, including Waterford and contributed to the decrease in the amount of owners in Stanislaus County.
- Waterford’s proximity to Modesto, and the historically low cost of housing and development within the city, has made it a target for area residents priced out of the Modesto housing market. Unfortunately, this process has also raised the price of housing in Waterford beyond the local wage scale, and created a high demand for apartments and lower cost housing.
- The rural atmosphere, large open spaces and relaxed lifestyle of Waterford also increases the attractiveness of living in town. The resulting “life style” cost often increases the price of housing beyond the reach of existing residents.

Between 2000 and 2010 the percentage of owners-renters, as shown in Table 3, has



changed slightly from 68-31 percent to 66-33 percent, respectively. The increase in the number of renters since 2000 is directly attributable to the circumstances described above.

	2000	%	2010	%
Owners	1,369	68.8	1,627	66.2%
Renters	621	31.2	831	33.8%
Totals	1,990	100.0	2,458	100.0%

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

Population Growth Estimates

Future growth calculations are computed by the California Department of Finance and adjusted by the Stanislaus Council of Governments to account for regional activity. The future growth calculations are again adjusted by each city to reflect historical growth patterns and anticipated services within the community. (See Table 4.)

Year	2000	2010	2020	2030	2040	2050	2060
Stan. Co.	446,997	515,208	589,156	674,859	759,027	861,984	953,580
Waterford	6,924	8,456	10,496	12,671	14,256	N/A	N/A
% of Co.	1.55%	1.64%	1.78%	1.88%	1.88%	N/A	N/A

Source: State of California, Department of Finance, Report P-1 (County): State and County Total Population Projections, 2010-2060. Sacramento, California, January 2013. StanCOG Regional Transportation Plan / Sustainable Communities Strategy (RTP/SCS), June 2014, Appendix J, Regional Demographic Forecast.



Age

Overall in 2010, the City has a smaller percentage of persons over the age of 65 than the County, 7.4% to 10.6%, respectfully. Based upon Census Data, the median age of the City's inhabitants increased from 28.5 in 2000 to 29.6 in 2010. The population by age group is shown in Table 5.

TABLE 6 POPULATION BY AGE CITY OF WATERFORD				
Age Group	2000		2010	
	Number	Percent	Number	Percent
<5 Yrs	574	8.3%	743	8.8%
5-9 Yrs	759	11.0%	734	8.7%
10-14 Yrs.	774	11.2%	798	9.4%
15-19 Yrs.	654	9.4%	823	9.7%
20-24 Yrs.	428	6.2%	890	7.0%
25-34 Yrs.	922	13.3%	1,172	13.9%
35-44 Yrs.	1,219	17.6%	1,123	13.3%
45-54 Yrs.	712	10.3%	1,153	13.6%
55-64 Yrs.	390	5.7%	707	8.4%
65-74 Yrs.	268	3.9%	381	4.6%
75-84 Yrs.	165	2.4%	166	2.0%
>85 Yrs.	59	0.9%	66	0.8%
TOTAL	6,924	100%	8,456	100%
Median Age	28.5		29.6	
Source: U.S. Census Bureau, 2000 and 2010 Census				



Ethnicity

Hispanic or Latino residents of Waterford comprised 42.3 percent of the city’s total population according to the 2010 Census. County-wide the percentage is approximately 41.9 percent. The numbers of persons listed of Hispanic origin may not represent all of the Hispanic families as the question of race/ethnicity could also be answered as white. The numbers and percentages shown in Table 6 are, therefore, used more as a guide than an actual count of different ethnic groups.

**TABLE 7
ETHNICITY
STANISLAUS COUNTY AND WATERFORD**

Race	Stanislaus County		City of Waterford	
	Number	Percentage	Number	Percentage
White alone or in combination	360,337	70.0%	6,368	75.3%
Hispanic or Latino of any race	215,658	41.9%	3,579	42.3%
Black and African American alone in combination	19,606	3.8%	120	1.4%
American Indian and Alaska native alone or in combination	12,658	2.5%	258	3.1%
Asian alone or in combination	34,573	6.7%	209	2.5%
Native Hawaiian or Other Pacific Islander alone or in combination	6,353	1.2%	37	0.4%
Some other race alone or in combination	110,985	21.6%	1,875	22.2%
TOTAL	514,512		8,456	

Source: U.S. Census Bureau, 2010 Census

Note: In combination with one or more of the other races listed. The seven numbers for race “alone or in combination” may add up to more than the total population and the seven percentages for race “alone or in combination” may add to more than 100 percent because individuals may report more than one race.



EMPLOYMENT

Local and Area Employment

The City of Waterford, as shown in Table 7, has an employment base that relies heavily on manufacturing, agriculture and service industries. As Table 7 and 8 shows, Stanislaus County's employment base is based on business services, government, and retail trade.

An analysis of employment trends in Waterford shows that the local business and job market is turning from an agricultural and related industry concentration to an emphasis on retail and service industries. Service fields such as medical, dental, electronics and teachers are expected to show better than average employment growth in Stanislaus County over the next five to six years.

INDUSTRY	Number	Percent
Agriculture, forestry, et al	251	7.6
Construction	204	6.2
Manufacturing	394	11.9
Wholesale trade	152	4.6
Retail trade	317	9.6
Transportation and warehousing	207	6.2
Information	89	2.7
Finance, insurance, real estate and rental leasing	151	4.6
Professional, scientific, and management, and administrative and waste management services	194	5.9
Education, health, and social services	737	22.2
Arts, accommodation, and recreation, and food services	248	7.5
Other services, except public administration	216	6.5
Public administration	156	4.7
Source: U.S. Census Bureau, 2008-2012 American Community Survey, DP-03 – 3,316 total employed in labor force		



**TABLE 9
GROWTH OF EMPLOYMENT BY INDUSTRY
STANISLAUS COUNTY**

Industries	2000	2012	Absolute Change 2000-2012	Percent Change 2000-2012
Total	174,328	204,032	29,704	17.0%
Agriculture, forestry, fishing and hunting, and mining	9,715	11,004	1,289	13.2%
Construction	13,943	15,185	1,242	8.9%
Manufacturing	25,469	26,026	557	2.2%
Wholesale Trade	7,447	8,532	1,085	14.5%
Retail Trade	21,687	26,074	4,387	20.2%
Transportation and warehousing, and utilities	9,153	10,762	1,609	17.6%
Information	3,379	2,741	-638	-18.9%
Finance, insurance, real estate, and rental and leasing	7,881	7,939	58	0.7%
Professional, scientific, management, administrative, and waste management services	12,874	16,803	3,929	30.5%
Education, health and social services	34,825	44,568	9,743	27.9%
Arts, entertainment, recreation, accommodation, and food services	11,876	16,107	4,231	35.6%
Other services (except public administration)	9,273	10,428	1,155	12.4%
Public administration	6,806	7,863	1,057	15.5%

Source: U.S. Census Bureau, Census 2000 Summary File 3, DP-3; U.S. Census Bureau, 2008-2012 American Community Survey, Employment by Industry, DP-03

In 2010 the total number of households for Waterford was 2,458 and the U.S. Census labor force number was 3,316, which computes to a jobs-housing ratio of 1:1.35.

Ideally, the ratio of housing to jobs should be equal. Recent trends towards two-wage earners per family indicate that a ratio of 2:1 might be more appropriate. Unfortunately, in the central valley and other agricultural areas, jobs are almost always at a deficit to increases in housing. This results in a lower property tax and population driven revenue base, and typically a budget shortfall. Many communities in California have sacrificed their capital expenditure budgets, or discretionary spending programs to meet the increase in demand for essential services. As a result, Cities have had to place conditions, fees and exactions on new development to help provide capital improvements. This trend leads to higher housing costs and a shortage of affordable housing.

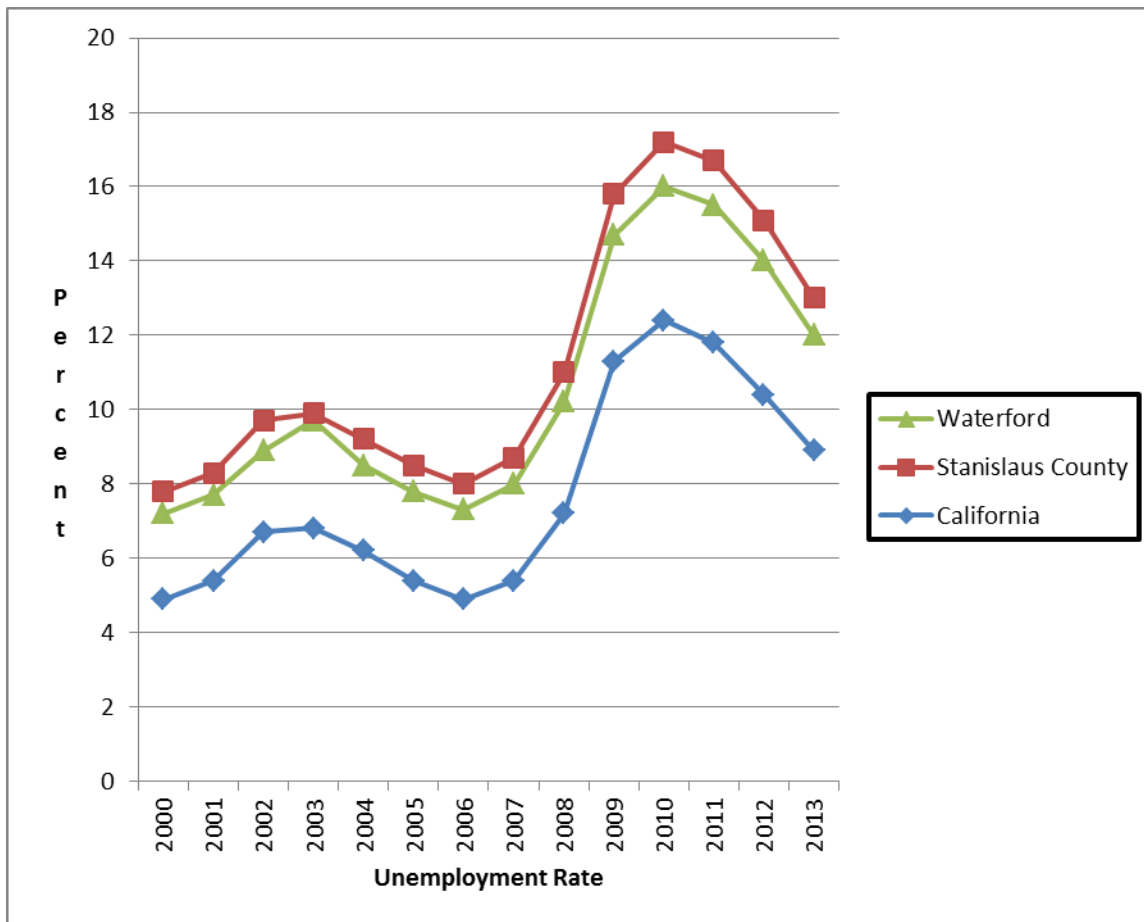
Further, the emphasis on commuting has placed an extraordinary burden on local roadways. About 10.3 percent of employed Waterford residents commute one hour or more one way to work each day.



Unemployment

Waterford has had high unemployment for many years due, at least in part, to the seasonal nature of many industries in the county, limited workforce skills, and the residential nature of the community; with unemployment tracked by the place of residence of the individual as opposed to place of employment. Unemployment grew tremendously for California, Stanislaus County and Waterford in 2007-2008, when the housing market declined. Waterford went from 7.3 percent in 2006 to a high of 16 percent in 2010. Stanislaus County as a whole was worse, going from 8.0 percent in 2006 to 17.2 percent in 2010. In recent years, we have seen a steady decrease in unemployment, going from the highs of 16 and 17 percent to 12 and 13 percent, respectfully.

**TABLE 10
UNEMPLOYMENT RATE 2000-2013**



Source: California Department of Employment Development, *Unemployment Rate, Annual, Not Adjusted, 2000-2013*



Employment Projections

Employment trends in Stanislaus County over the next five to 10 years are expected to emphasize construction industries. Construction such as drywall and ceiling tile installers, construction laborers, electricians, are all a function of a larger population base. The State Employment Development Department is projecting growth in these areas during the 2010 to 2020 period. For example, Heating, Air Conditioning, and Refrigeration Mechanics and Installers occupations are expected to grow by 60.7 percent during that time frame.

Also anticipated are increases in health oriented occupations, such as home health aides, fitness trainers and aerobics instructors.

Waterford will continue to serve as both an agricultural employment center and a bedroom community for retail, service and industrial growth elsewhere in the county. Unfortunately, this may further the wage gap, and thus cause shortages in affordable housing, as agricultural wages are unlikely to keep pace with area non-agricultural wages.

10.4 HOUSING PROFILE

This section provides an overview and comparison of Waterford’s housing stock. Analysis of past trends of the housing stock provides a basis for determining the future housing needs of Waterford.

Housing Characteristics

A review of census data indicates that the number of Waterford’s housing units expanded by 585 units during the period 2000-2010. Data summarized in Table 11 reveals that the number of dwelling units in Waterford increased from 2,080 in 2000 to 2,665 in 2010, an average annual increase of 62 units. The actual growth of the housing inventory, however, has not been constant over time.

**TABLE 11
TOTAL HOUSING UNITS 2000-2010
STANISLAUS COUNTY AND WATERFORD**

	2000	2010	% Increase 1990-2000
Stanislaus County	150,807	179,503	19.0%
Waterford	2,080	2,665	28.1%
Source: U.S. Census Bureau, 2000 and 2010			

In the early 1990’s the cost of financing made purchase of a home prohibitive to many Americans. In a small community like Waterford the effects of high interest rates compounded with relatively low paying jobs worsened the local effect of this national problem. However, during the late 1990s and through the 2000s the situation was reversed and home ownership again became possible for residents of Waterford.



The census data provides insight into the changing demand for different types of dwelling units within the city and county. The three basic types of housing units for which data are presented are: (1) single-family detached units, (2) multiple-family units which range in size from duplexes to large apartment developments containing many units, and (3) mobile homes located in mobile home parks and on individual lots.

The predominant type of dwelling unit in Waterford continues to be the conventional single-family residence, although its percentage of total units has declined slightly since 2000, falling from 82.8 percent in 2000 to 79.5 percent in the Department of Finance January 1, 2014 estimate. Multi-family housing units (5+ units) have grown by 8.2 percent since 2000. The proportion of duplexes, triplexes, and four-plexes has declined about 4 percent since 2000. Table 12 below shows the percentage of each housing unit type from 2000 to the Department of Finance’s estimate of January 1, 2014.

	2000		2010		2014	
	Number	% of Total	Number	% of Total	Number	% of Total
Single Family	1,747	82.8%	2,119	79.5%	2,118	79.5%
2-4 Units	173	8.2%	111	4.2%	111	4.2%
5+ Units	114	5.4%	363	13.6%	363	13.6%
Mobile Home	29	1.4%	11	0.4%	12	0.5%
Total	2,111	100%	2,665	100%	2,665	100%

Source: U.S. Census Bureau, 2000 and 2010; State of California, Department of Finance, E-5 Population and Housing Estimates for Cities, Counties and the State – January 1, 2011-2014, Sacramento, California, May 2014.

The number of mobile homes is relatively small in comparison to single and multi-family residential structures. The number of mobile homes has dropped from 29 in 2000 to 12 in 2014. Although the number of mobile homes within the community is small in relation to other types of housing this does not necessarily indicate that this type of housing will not become more significant in the coming years.

Household Characteristics

Before current housing problems can be understood and future needs anticipated, housing occupancy characteristics must be identified. An analysis of household size, household growth, tenure, and vacancy trends complements the previous analysis of population and housing characteristics during the same period of time.

While the average household size has been decreasing throughout the state, currently 3.08 per unit (U.S. Census, 2010 Census), it has remained relatively consistent within the City of Waterford. This household size (estimated at 3.47 in 2000, 3.43 in 2010) shows an increased demand for housing units that provide larger living areas than might be typical in other areas of the state.



As shown in Table 13, the percentage of owner occupied dwellings within Waterford increased between 2000 and 2010.

Households

A review of available data shown in Table 13 indicates that Waterford’s total households increased by 468 during the period from 2000-2010, a 23.5 percent increase.

TABLE 13 TOTAL HOUSEHOLDS CITY OF WATERFORD			
	2000	2010	% Increase 2000-2010
Households	1,990	2,458	23.5%
Average Household Size	3.47	3.43	-1.2%
Source: U.S. Bureau of Census, 2000 and 2010 Census			

Household Size

The consistent average household size in Waterford is contrary to the trend in Stanislaus County. In 2010, the average number of persons per household unit in Waterford was 3.43. The average household size in Stanislaus County was 3.08 in 2010. The relatively high housing size for the City of Waterford can be attributed to a combination of relatively low paying jobs, moderate housing costs, and large families found throughout the population groups who make up the City’s residents. While the city can work to provide more affordable housing, the other factors are more regional in scope and would require more resources that the City of Waterford could reasonably provide.

Vacancy Rates

The vacancy rate is a measure of the general availability of housing. It also indicates how well the type of units available meet the current housing market demand. A low vacancy rate suggests that families may have difficulty finding housing within their price range; a high vacancy rate may indicate either the existence of deficient units undesirable for occupancy, or an oversupply of housing units.

In this instance, the city assumes that the low vacancy rate is raising land prices contributing to the cost of constructing new housing. The subsequent increase in housing cost has not been followed by an increase in the median wage, particularly for low and moderate income families, resulting in overcrowding of the available family units. As indicated previously, many factors contribute to this situation that is beyond the control of the City of Waterford. While the city can, and will, work toward addressing family housing needs of low and moderate income families, many of the problems have a regional and/or national basis, and can probably only be solved with a more comprehensive program than the city has the resources to provide.

The 2000 Census showed that the total vacancy rate in the city was 4.3 percent. That figure rose to 7.8 percent in the 2010 Census. According to the Department of



Finance, in the January 1, 2014 Estimate, the vacancy rate in the City was unchanged in relation to the 2010, still sitting at 7.8 percent. These rates are above the HUD suggested vacancy rate of five percent, which is considered to be the minimum to provide choice and mobility. According to the 2010 Census data, the vacancy rate for rental units was 64 or 2.4 percent of all vacancies. There were also 42 homes that were for sale during the 2010 Census.

The high vacancy rate indicated in Table 13 suggests that Waterford is still recovering from the housing market crash from 2007/2008.

The low vacancy rate indicated in Table 13 reflects the desirability of Waterford for household residency. Rents are consistently lower than the City of Modesto market but many of the same amenities are still available. In addition, according to Table 1, housing prices in Waterford are about \$10,000 less than that of Modesto and more for Oakdale and Turlock.

Year	Housing Units	Number Vacant	Percent
2000	2,080	90	4.3%
2010	2,665	207	7.8%
2014	2,665	207	7.8%

Source: U.S. Census Bureau, 2000 and 2010; State of California, Department of Finance, E-5 Population and Housing Estimates for Cities, Counties and the State – January 1, 2011-2014, Sacramento, California, May 2014.

10.5 HOUSING NEEDS

EXISTING HOUSING NEEDS

Housing need is a complex issue, consisting of at least three major components: housing affordability, housing quality, and housing quantity. In addition, certain segments of the population have traditionally experienced unusual difficulty in obtaining adequate housing. Those difficulties, such as those experienced by the elderly, the disabled, the female heads of household, the large family, and farm workers are discussed as special housing needs in this section.

Housing Affordability

State housing policy recognizes that cooperative participation of the private and public sectors is necessary to expand housing opportunities to all economic segments of the community. A primary state goal is the provision of a decent home and a satisfying environment that is affordable. The private sector generally responds to the majority of the community's housing needs through the production of market-rate housing. There are many components involved in housing costs. Some of these factors can be controlled at the local level, others cannot. It is a primary goal of Waterford to adopt local policies and procedures which do not unnecessarily add to already escalating housing costs and which do not hinder the City's commitment to meeting other quality of life needs of its citizens.



Some of the effects or problems which result from increased housing costs include the following.

- Declining Rate of Home Ownership: As housing prices and financing rates climb, fewer people can afford to purchase homes. Households with median and moderate incomes that traditionally purchased homes, compete with less advantaged households for rental housing. This can be expected to result in lower vacancy rates for apartment units as well as higher rents.
- Overpayment: The cost of housing eventually causes fixed-income, elderly and lower income families to use a disproportionate percentage of their income for housing. This causes a series of other financial problems often resulting in a deteriorating housing stock because the costs of maintenance must be sacrificed for more immediate expenses (e.g., food, clothing, medical care, and utilities).
- Overcrowding: As housing prices climb, lower income households must be satisfied with less house for the available money. This can result in overcrowding which places a strain on physical facilities, does not provide a satisfying environment, and eventually causes conditions which contribute to both deterioration of the housing stock and neighborhoods.

The overpayment of housing as a percentage of disposable income creates economic hardships for the families. By spending a substantial portion of their income on housing other needs such as health care, food and clothing may be neglected. It is imperative that adequate housing opportunities be created to meet the needs of all aspects of the community.

“Overpayment” for housing is defined as a household spending more than 30-33 percent of household income for shelter. Shelter is defined as gross rent or gross monthly owner costs. Gross rent is the contract rent plus utilities. In most cases, the contract rent includes payment for water, sewer and garbage. “Gross monthly owner costs” can include mortgage payments, taxes, insurance, utilities, condominium fees, or site rent for mobile homes.

The 2000 Census showed that 52.1 percent of the renter households in Waterford and 30.2 percent of owner households pay more than 30 percent of their income for shelter. A total of 591 households, over 35 percent, were considered cost burdened with respect to paying for housing. The total number of households overpaying for housing in 2012 grew to 743, 45.8 percent of households. For the income category of \$0-19,999, the amount of households overpaying for housing grew from 146 in 2000 to 220 in 2012. The total number and percent of owners overpaying increase to 743 households, or 25.7 percent more than the previous decade.

Table 14 shows the housing overpayment figures for the City of Waterford based upon the 2000 Census and 2008-2012 American Community Survey, Tenure by housing costs as a percentage of household income in the past 12 months. Most of the renters paying more than 30 percent of their income on housing were below



\$20,000 in annual income (366 households). In the 2012, 56 households with an annual income of over \$50,000 were overpaying for rental housing. Since roughly 15 percent of all rental households are occupied by persons over 55 years of age, it is logical to assume that at least 60 of the 406 households paying over 30 percent for housing are occupied by persons over 55 years of age. This factor is probably conservative as many retirees are on fixed income or social security and may not be able to adequately address periodic increases in rent.

As shown in Table 15, of the 1,602 home owner-occupied households in Waterford in 2012, 46.4 percent are paying more than 30 percent of their gross income on housing. Renters were even more impacted, at 56.3 percent overpaying for housing.

**TABLE 15
OVERPAYMENT FOR HOUSING
CITY OF WATERFORD - 2012**

AMI	Households by Income Category Paying in Excess of 30% of Income Toward Housing Cost (Overpayment by Income)						
	Waterford						
62,000	Extreme Low	Very Low	Low	Moderate	Above Moderate	Total	Lower Income
Household							
Ownership Households	40	159	268	481	654	1,602	467
Overpaying Owner Households	31	96	195	255	166	743	322
Percentage of Overpaying Owners	76.7%	60.4%	72.7%	53.1%	25.4%	46.4%	68.8%
Renter Households	263	122	147	56	73	661	532
Overpaying Renter Households	205	87	58	23	-	372	349
Percentage of Overpaying Renters	77.7%	71.1%	39.4%	41.1%	0.0%	56.3%	65.6%
Total Households	303	281	415	537	727	2,263	999
Overpaying Households	235	183	253	278	166	1,115	671
Percentage of Overpaying Households	77.6%	65.0%	60.9%	51.8%	22.8%	49.3%	67.1%

Source: U.S. Census Bureau, 2008-2012 American Community Survey, B25106

The difference between owners and renters in payment for shelter as a percentage of gross income is probably a result of different qualification procedures for a loan versus a rent. The City needs to work with county and state agencies to encourage the retention of all subsidized housing units, especially those for households over 55 years of age. The City should continue its policy of waiving development fees and relaxing some development standards such as parking for senior projects.



Housing Quality

The *City of Waterford Housing Needs Assessment* was prepared by Laurin Associates and was funded by the Community Development Block Grant Planning and Technical Assistance Program under Grant No. 01-STBG-1652. This study included a Housing Condition Survey and this survey is summarized below.

HOUSING CONDITION SURVEY PROCEDURE

A total of 2,163 housing units were surveyed in July and August 2002, which represented 100 percent of the housing units existing at that time. A total of 83.3 percent of the surveyed units were single-family units, 12.2 percent were multi-family, 2.8 percent were duplexes, and 1.7 percent were mobile or manufactured homes. A “Housing Condition Inventory” was prepared for each housing structure. Each residential structure was scored according to structural criteria for five categories, including foundation, roofing, siding, windows, and electrical, established by the State Department of Housing and Community Development. The issue of lead-based paint was also considered for structures constructed prior to 1978. For each structural category, the housing unit was rated from “no repairs needed” to “replacement needed”. Points were aggregated for each unit and a designation was made as described below. The percentage of units found in each category follows the description and are shown in parentheses:

SOUND	9 or less points: no repairs needed, or only one minor repair needed such as exterior painting or window repair. (75.8%)
MINOR	10 to 15 points: one or two minor repairs needed, or only one minor repair needed such as patching and painting of siding or re-roofing or window replacement. (16.6%)
MODERATE	16 to 39 points: two or three minor repairs needed, such as those listed above. (5.3%)
SUBSTANTIAL	40 to 55 points: repairs needed to at least four of the five surveyed items: foundation, roof, siding, window, and doors. (1.6%)
DILAPIDATED	56 or more points: the costs of repair would exceed the cost to replace the residential structure. (0.7%)

A housing unit was deemed in need of rehabilitation if it was classified as Minor, Moderate, or Substantial. In the City of Waterford a total of 23.5 percent, or 508 of the 2,163 housing units were in need of some form of rehabilitation. A total of 1,639 units were in sound condition. Sixteen units were considered dilapidated, seven of which are single-family homes, and the rest were multi-family units. The survey showed that 45.9 percent of individual housing units configured as duplexes were in sound condition, with 54.1 percent in need of rehabilitation. The survey



showed that 81.0 percent of multi-family units are in sound condition, with 15.5 percent in need of rehabilitation. Finally, a total of 94.4 percent of the mobile homes in the city were in sound condition, with only one unit in need of rehabilitation.

The single most common repair across all housing types in the city was the need for new roofing. Over 90 percent (461 units) of the housing units that require rehabilitation need either re-roofing, or roof structure replacement and re-roofing. A total of 21.6 percent (468 units) of all housing units in the city were in need of re-roofing or roof structure replacement and re-roofing. Painting was the next most common needed repair with 31.3 percent (159 units) in need of rehabilitation. Electrical service was found to be in generally good condition throughout the city. Broken window panes and window frames were uncommon in the city, according to the survey. Noticeable in these cases were wood-sash windows with chipped and peeling paint, a classic source of lead-based paint dust in older homes. In cases where all wood-sash windows exhibiting paint deterioration on older homes, points were given for replacement. Eighty-nine housing units were considered to be in need of complete or partial window replacement.

**TABLE 16
HOUSING CONDITION SUMMARY**

	Single Family	Duplex	Multi-Family	Mobile Home	Total
Sound	1,363	28	214	34	1,639
Percent	76.1%	46.7%	83.9%	94.4%	75.8%
Minor	291	28	38	1	358
Percent	16.2%	46.7%	14.9%	2.8%	16.6%
Moderate	108	4	3	0	115
Percent	6.0%	6.6%	1.2%	0%	5.3%
Substantial	33	1	0	1	35
Percent	1.6%	0%	0%	2.8%	1.6%
Dilapidated	7	0	9	0	16
Percent	0.1%	0%	0%	0%	0.7%
TOTAL	1,802	61	264	36	2,163

Source: *City of Waterford Housing Needs Assessment, Housing Condition Inventory*

The Laurin Associates survey found that the condition of housing units was generally good with few instances where poor housing conditions predominated in a given neighborhood. Few instances existed where poor housing conditions predominate in a given neighborhood. Two U.S. Census Block Groups were identified where housing in need of rehabilitation was found to have the highest densities. The Block Groups were in the center and west central portions of the city. The Block Groups were as follows:

- Census Tract 28.02, Block Group 2
- Census Tract 28.01, Block Group 2



The single most significant area where there was a concentration of housing in need of rehabilitation was in the central part of the city, bordered by Church Street on the west, La Gaulina Avenue on the north, Tim Bell road on the east, and Yosemite Boulevard on the south. This area has a mix of single-family homes, duplexes and multi-family housing units that were either dilapidated or require significant rehabilitation. Needed repairs included roofing, either simple replacement or roofing material or roof structure repair and re-roofing. Exterior was seen to be peeling, stucco was cracked and siding was weathered. Two smaller neighborhoods also showed a conspicuous collection of housing in need of rehabilitation. One area was at the far eastern end of the city along Skyline Boulevard and Lyn Way. The other neighborhood is at the western edge of the city between Pecan Avenue and Yosemite Boulevard.

The survey found that there was a substantial need for sidewalks at various locations in the city. A total of 316 housing units were found to have no sidewalks. The oldest homes lack sidewalks, curbs and gutters. However paved streets were found to be in place. The eastern extension of Tim Bell Road south of the northern city limits was the only street in the city found to be unpaved and lacking complete frontage improvement. The survey also found that there were no noticeable problems related to drainage on the public right-of-way.

Overcrowding

The Bureau of Census defines overcrowded housing units as those having more than one person per room and generally occurs when large households occupy small housing units. A “room” is defined as living room, dining room, kitchen, bedroom, and finished recreation room. Overcrowding is defined as having more than 1.01 occupants per room and Severely Overcrowding is having more than 1.50 occupants per room. The 2008-2012 American Community Survey found that there were 96 households, or 5.93 percent of owner occupied households that were overcrowded. There were 80 households in which were considered to be Severely Overcrowded.



**TABLE 17
OVERCROWDED HOUSEHOLDS
CITY OF WATERFORD**

Tenure			Estimate	Percentage of Total
Total:			2,338	-
Owner Occupied:			1,620	-
	0.50 or less occupants per room		797	34.09%
	0.51 to 1.00 occupants per room		727	31.09%
	1.01 to 1.50 occupants per room		63	2.69%
	1.51 to 2.00 occupants per room		33	1.41%
	2.01 or more occupants per room		0	0.00%
Renter Occupied:			718	-
	0.50 or less occupants per room		287	39.97%
	0.51 to 1.00 occupants per room		330	45.96%
	1.01 to 1.50 occupants per room		54	7.52%
	1.51 to 2.00 occupants per room		47	6.55%
	2.01 or more occupants per room		0	0.00%
Owner Occupied	Overcrowded	1.01 or more	96	5.93%
Renter Occupied	Overcrowded	1.01 or more	101	14.07%
Total overcrowded		1.01 or more	197	8.43%
Owner Occupied	Severely Overcrowded	1.5 or more	33	2.04%
Renter Occupied	Severely Overcrowded	1.5 or more	47	6.55%
Total severely overcrowded		1.5 or more	80	3.42%

Source: U.S. Census Bureau, 2008-2012 American Community Survey, B26014

Overcrowding is often reflective of one of three conditions; either a family or household living in too small a dwelling, a family required to house extended family members (i.e. grandparents or grown children and their families living with parents), or a family renting inadequate living space to non-family members (i.e. families renting to migrant farm workers). Whatever the cause of overcrowding, there appears to be a direct link to housing affordability. Either homeowners/renters with large families are unable to afford larger dwellings, older children wishing to leave home are prohibited from doing so because they cannot qualify for a home loan or are unable to make rental payments, grandparents on fixed incomes are unable to afford suitable housing or have physical handicaps that force them to live with their children, families with low incomes will permit overcrowding to occur in order to derive additional income, or there is an insufficient supply of housing units in the community to accommodate the demand. The extent of the overcrowding problem is shown in Table 17.

As demonstrated by the data in Table 17, approximately 14 percent of all renters experience “overcrowding”. Approximately 5.8 percent of owner households experience overcrowding. This difference in ratios is due to the fact that most new single family dwellings are constructed with three bedrooms, while new apartments are typically only two bedrooms.



Overcrowding is also seen in ‘large households’ defined by the United States Census Bureau as households with five or more persons. These households have special housing needs where difficulty is experienced purchasing housing because large housing units are rarely affordable and there are a limited number of rental units with three or more bedrooms in communities. The City of Waterford has a large proportion of large households according to the Census. The city had 507 households with five or more persons in 2012 which translates into 21.9 percent of the total households.

As shown in Table 18, the percentage of families with more than four persons per households for renters at 27.41 percent is slightly less than for owners at 27.16 percent. According to the American Community Survey, there was a larger percentage of owner occupied households in which had 7 or more occupants, at 6.30 percent, compared to renter occupied households, at 1.11 percent. This could be due to the availability of larger households that are for sale instead of being available for rent.

TABLE 18 TENURE PERSONS IN UNIT CITY OF WATERFORD		
	Households	Percent
Total	2,338	-
Owner Occupied:		
1-Person Household	112	6.91%
2-Person Household	410	25.31%
3-Person Household	242	14.94%
4-Person Household	416	25.68%
5-Person Household	296	18.27%
6-Person Household	42	2.59%
7 or more Person Household	102	6.30%
Total:	1,620	69.29%
Renter Occupied:		
1-Person Household	128	17.83%
2-Person Household	156	21.73%
3-Person Household	150	20.89%
4-Person Household	87	12.12%
5-Person Household	113	15.74%
6-Person Household	76	10.58%
7 or more Person Household	8	1.11%
Total	718	30.71%
Source: U.S. Census Bureau, 2008-2012 American Community Survey, B25009, Tenure by Household Size		

There was a roughly thirteen percent decrease in owner household with more than four persons between 2000 and 2010. The number of renter households with four or more persons per household is exacerbated by the limited number of three and four bedroom apartment units constructed on average.



Overcrowding can be alleviated in a variety of ways. Remodeling and addition to existing owner occupied housing units and the construction of larger apartment units are the most obvious. However, to accomplish this it is necessary to provide adequate financing and construction opportunities for the homeowner and the apartment developer.

While most homeowners in an overcrowded situation recognize the desirability of providing additional living space within their home, there are obstacles to them doing so, such as lack of construction skills, building permit regulations pertaining to engineered plans and blueprints for construction and fees associated with such permits and plans, and limited funding options to pay for major expansion. In many cases homeowners pledge the equity in their homes as collateral for such construction. This can have grave repercussions if the homeowner must default on the loan. It is entirely possible that the homeowner may lose their income. Therefore, it is important that financing and self-help assistance opportunities be provided to assist the very low-, low-, and moderate income homeowners.

The construction of apartment units with larger living quarters necessitate the developer demanding a higher rent to offset the additional costs. Typically, these households cannot afford to pay more for larger living quarters. Through subsidized housing programs provided by the Housing Authority and assistance to developers it may be possible to increase the number of apartment units with more rooms without further disenfranchising those who need them the most.

The City's fee structure is not based on square footage or the building, or the number of bedrooms provided within the dwelling unit. Further, fees for apartments and other multiple family units are lower than those of conventional single family units. The city needs to encourage the construction of larger apartments, and should work with developers to provide units with three or four bedrooms. Among the methods the city could investigate are increased density, reduced setbacks or credit for open space and other amenities to reduce park fees.

EXISTING EXTREMELY LOW-INCOME (ELI) HOUSEHOLDS

In accordance with Section 65583(a)(1) of the State Government Code, the 2014-2023 Housing Element must provide an analysis of the City's existing and projected housing needs for extremely low-income households. As noted in Table 32, Definition of Housing Income Limits, extremely low-income households are considered to be 0 – 30% of the City's median family income level. Based on data provided by the Comprehensive Housing Affordability Strategy (CHAS), and as depicted below in Table 19, the City currently has 275 households within the extremely low-income category, approximately 76.4% of which are considered to have housing problems. Housing problems are defined as households with a cost burden of greater than 30% of income and/or overcrowding and/or without complete kitchen or plumbing facilities. Other housing problems include overcrowding (1.01 or more persons per room) and/or without complete kitchen or plumbing facilities.



**TABLE 19
EXTREMELY LOW-INCOME HOUSEHOLDS
CITY OF WATERFORD
2015**

	Total Renters	Total Owners	Total Households
Extremely Low-Income Households (0-30% HAMFI)	230	45	275
% with any Housing Problems	76.1%	77.8%	76.4%
% Cost Burden >30%	69.6%	77.8%	70.9%
% Cost Burden >50%	69.6%	55.6%	67.3%

Source: Comprehensive Housing Affordability Strategy (CHAS), 2015

For the 2014-2023 planning period, the City’s regional housing need for extremely low income households is 107 units, which is below the City’s existing households for this income category.

Extremely low-income households typically require specific housing solutions such as deeper income targeting for subsidies and housing with supportive services. In order to address the City’s extremely low-income housing need, the City has included various Programs.

SPECIAL HOUSING NEEDS

State housing law requires that the special needs of certain disadvantaged groups be addressed. The needs of the elderly, disabled, large families, female heads of households, the homeless, and farm workers are as follows:

Elderly Persons

The special housing needs of elderly are an important concern of Waterford since they are likely to be on fixed incomes or have low incomes. Besides this major concern, the elderly may have special needs related to housing construction and location. The elderly may often require ramps, handrails, lower cupboards and counters, etc., to allow greater access and mobility. They also may need special security devices for their homes to allow greater self-protection. The elderly frequently have special needs based on location, such as needing to have access to public facilities (i.e., medical and shopping) and public transit facilities. In most instances the elderly prefer to stay in their own dwellings rather than relocate to a retirement community, and may need assistance to make home repairs. If they decide to relocate, their new home should allow for small pets and possibly space for a garden. In any event, it is important to maintain their dignity and self-respect.

Table 20 shows that the 2010 Census estimated that 463 households in the City of Waterford had an occupant 65 years of age or older, accounting for roughly 19 percent of the 2010 renter or owner occupied households in the city. Just under six percent of those households are solely occupied by a person 65 years of age or older.



**TABLE 20
ELDERLY HOUSEHOLD OCCUPANCY
CITY OF WATERFORD - 2012**

	Family Households	Non-Family Households	Male Householder Living Alone	Female Householder Living Alone	Total
Householder 65 Years and over	241	116	36	70	463
% of total Households in City	9.8%	4.7%	1.5%	2.8%	18.8%
Source: U.S. Census Bureau, 2010 Census, P34: Household Type by Relationship for the Population 65 Years and Older					

In addition to providing housing opportunities, the need to provide assistance to seniors in the remodeling and rehabilitation of their housing to meet their unique needs is also critical. Currently, there is funding available for this work through monies provided Proposition 77, the California Housing Rehabilitation Plan (CHRP). One of the unique components of this plan (CHRP-O) provides for loans to seniors with a three percent interest rate that does not need to be repaid until the property is sold or transferred. Utilization of this funding source would provide an opportunity for seniors to rehabilitate their existing homes as well as, remodel their homes to meet their needs.

There were 245 senior households in the city in 2013 which represented 10.4 percent of total households. In 2013 senior households in the state totaled 20.5 percent. Stanislaus County senior households represented 20.0 percent of all households in 2013.



**TABLE 21
OCCUPANCY BY AGE AND TYPE
CITY OF WATERFORD
2013**

Owner Occupied	Number	Percent
15 to 24 years	0	0.00%
25 to 34 years	216	13.74%
35 to 44 years	334	21.24%
45 to 54 years	482	30.66%
55 to 59 years	180	11.45%
60 to 64 years	169	10.75%
65 to 74 years	151	9.61%
75 to 84 years	22	1.40%
85 years & older	18	1.15%
Total	1,572	-
Renter Occupied		
15 to 24 years	18	2.27%
25 to 34 years	192	24.21%
35 to 44 years	222	27.99%
45 to 54 years	189	23.83%
55 to 59 years	14	1.77%
60 to 64 years	104	13.11%
65 to 74 years	41	5.17%
75 to 84 years	13	1.64%
85 years & older	0	0.00%
Total	793	-
Total Households	2,365	-
Source: U.S. Census Bureau, 2009-2013 American Community Survey, B25007, Tenure by Age of Householder		

**TABLE 22
SENIOR HOUSEHOLDS
CITY OF WATERFORD**

Year	Number	Change	% Change	% Annual Change	% of All Households
1990	326				22.8%
2000	296	(30)	(9.2%)	(0.9%)	14.9%
2002	312	16	5.4%	2.7%	14.9%
2008	371	59	18.9%	3.2%	14.2%
2010	357	(14)	(3.8%)		14.5%
Source: U.S. Census 1990 – 2010; ANYSITE/Datum Populus 2002; Laurin Associates					



Senior family households are defined as those households with at least two members that are related by birth, marriage or adoption, the householder being 65 or over. Non-family senior households are households maintained by only one person age 65 or over, living alone or exclusively with a person to whom they are not related.

According to the 2000 Census, senior family households comprise 62.2 percent of the senior households in the city; 37.8 percent were non-family senior households. This varies somewhat from Stanislaus County as a whole where senior family households comprise 57.2 percent of the senior households with non-family households accounting for 42.8 percent.

An area regarding senior citizen demographics for the city which has undergone significant change is household income. As shown in Table 23, income for senior households shifted upward between 2002 and 2012. A greater portion, 60.8 percent, of senior households earn \$50,000 or more per year compared to only 25.3 percent in 2002. Another significant change is the amount of senior households that earn less than \$10,000 per year. In 2002, 11.8 percent of senior households earned less than \$10,000, whereas, in 2012, there were only 7.6 percent earning in that range, accounting for a 24.3% decrease. The following table shows the 2002 and 2012 income statistics for senior households.

Income Range	2002		2012		Change	
	Number	Percent	Number	Percent	Number	Percent
<\$10,000	37	11.8%	28	7.6%	-9	-24.3%
\$10,000-\$14,999	23	7.4%	20	5.4%	-3	-13.0%
\$15,000-\$24,999	55	17.6%	67	18.2%	12	21.8%
\$25,000-\$34,999	52	16.7%	62	16.8%	10	19.2%
\$35,000-\$49,999	66	21.2%	64	17.4%	-2	-3.0%
\$50,000 or more	79	25.3%	127	34.5%	48	60.8%
TOTAL	312	100.0%	368	100.0 %	56	17.9%
Median Income	\$31,993		\$36,750		\$4,757	14.9%

Source: U.S. Census Bureau, 2008-2012 American Community Survey, B19037: Age of Householder by Household Income in the Past 12 Months, B19049: Median Household Income in the Past 12 Months by Age of Householder; Datum Populus 2002; Laurin Associates

The U.S. HUD area median income for Stanislaus County in 2014, adjusted for a 4-person household, was \$52,700, which means that just over 45 percent of senior households in Waterford would be considered Very-Low, Extremely Low and Low income. According to HUD's FY 2014 Income Limits, Very Low Income for a 4 person household is \$28,000 and Extremely Low, \$23,850.



Since 2000 there has been a steady trend of Waterford seniors owning their own homes. In 2012 62.8 percent of seniors in the city owned their own home, down from 80.1 percent in 2000. According to the American Community Survey, 5-year estimates from 2008-2012, more seniors were renting in 2012 than in 2000 and 2010 as shown in the table below.

Tenure	2000		2010		2012	
	Number	Percent	Number	Percent	Number	Percent
Renters	59	19.9%	73	20.4%	137	37.2%
Owners	237	80.1%	284	79.5%	231	62.8%
TOTAL	296	100.0%	357	100.0%	368	100.0%

Source: U.S. Census Bureau, 2000 and 2010 Census, U.S. Census Bureau, 2008-2012 American Community Survey

In summary a majority of the 368 senior households (62.2 percent) live in family households and almost 80 percent own their own homes. The median income for all senior households was \$55,165 in 2013. There is only one licensed senior care facility in Waterford. This facility, located at 13524 Welch Street is licensed to accept up to 12 clients. An 81-unit senior housing facility known as Waterford Senior Apartments has been approved by the City. The project’s location is at Washington and Pasadena Avenue. The project is funded by Housing and Community Development Department Home Funds and LIHTC (State Tax Allocation Credits). The target income groups for the project are those between 50 and 60 percent of AMI. Just over 35 percent of Waterford senior households are between 50 and 60 percent of AMI.

Handicapped/Disabled Persons

There are many types of handicaps and definitions are a problem. Local government utilizes the definition of “handicapped” person as contained in Section 22511.5 of the California Administrative Code for vehicle and building code enforcement. A handicapped person (disabled person) is defined as:

1. Any person who has lost, or has lost the use of, one or more lower extremities or both hands, or who has significant limitation in the use of lower extremities, or who has a diagnosed disease or disorder which substantially impairs or interferes with mobility, or who is so severely disabled as to be unable to move without the aid of an assistant device.

2. Any person who is blind to such an extent that the person’s central visual acuity does not exceed 20/200 in the better eye, with corrective lenses, as measured by the Snellen test, or visual acuity that is greater than 20/200, but with a limitation in the field of vision such that the widest diameter of the visual field subtends an angle not greater than 20 degrees.



3. Any person who suffers from lung disease to such an extent that his forced (respiratory) expiratory volume one second when measured by spirometry is less than one liter or his arterial oxygen tension (pO₂) is less than 60 mm/Hg on room air at rest.
4. Any person who is impaired by cardiovascular disease to the extent that his functional limitations are classified in severity as Class III or Class IV according to standards accepted by the American Heart Association.

Disabled persons often require specially designed dwellings to permit free access not only within the dwelling, but to and from the site. Special modifications to permit free access are very important. The California Administrative Code Title 24 requirements mandate that public buildings, including motels and hotels, require that structural standards permit wheelchair access. Ramp-ways, larger door widths, restroom modifications, etc., enable free access to the disabled. Such standards are not mandatory for new single family or multi-family residential construction.

Like the elderly, the disabled also have special needs based on location. Many desire to be located near public facilities, and especially near public transportation facilities that provide service to the disabled. It should be noted that many government programs which group seniors and disabled persons together (such as HUD Section 202 housing) are inadequate and often do not serve the needs of the disabled.

Table 24 shows disability information for the 18 to 64 year-old age group in the City of Waterford. The information, based upon the 2008-2012 U.S. Census, American Community Survey, shows the disparity in the employment status for those people who have some form of disability and those who have no disability. Fifty-two percent of persons in this age group with disabilities are employed, whereas 74.6 percent without a disability are employed.

TABLE 25		
EMPLOYMENT STATUS OF DISABLED & ABLED PERSONS		
CITY OF WATERFORD		
	Number	Percent
Age 5-64, Employed Persons with a Disability	78	15.89%
Age 5-64, Not Employed Persons with a Disability	277	56.42%
Persons Age 65 Plus with a Disability	121	24.64%
Total Persons with a Physical Disability	491	100.00%
% of Total Population Over Age 5 (Civilian Non-Institutional)	7.83%	
Source: U.S. Census Bureau, 2000 Census, PCT028		

The Census also shows that 24.64 percent of persons 65 years of age and older have a disability. Just over 55 percent of persons in the age group of 5-64 years have a disability and are not employed, whereas almost 16 percent are employed.



There are three types of disabled persons that are considered as having special housing needs: Physically Impaired, Mentally Ill and Developmentally Delayed. Each type is unique and requires specific attention in terms of access to housing, employment, social services, medical services, and accessibility within housing.

For the purposes of this section, disabled persons are considered as persons with mobility or self-care limitations in Activities of Daily Living (ADL). In 2000, a total of 2,363 disabled persons lived in the City of Waterford, excluding persons in group quarters. A total of 83 percent, or 1,968 disabled persons, were between the ages of 5 and 64; the remaining 17 percent, or 395 persons, were 65 years of age or older.

**TABLE 26
TYPES OF DISABILITIES
CITY OF WATERFORD**

	Number	Percent
Total Disabilities Talled	2,363	100.00%
Total Disabilities for Ages 5-64	1,968	83.28%
Sensory Disability	168	7.11%
Physical Disability	370	15.66%
Mental Disability	288	12.19%
Self-care Disability	112	4.74%
Go-outside-home Disability	294	12.44%
Employment Disability	736	31.15%
Total Disabilities for Ages 65 and Over	395	16.72%
Sensory Disability	59	2.50%
Physical Disability	121	5.12%
Mental Disability	56	2.37%
Self-care Disability	74	3.13%
Go-outside-home Disability	85	3.60%

Source: U.S. Census Bureau, 2000 Census, P041

The City’s Zoning Ordinance has a Reasonable Accommodation Ordinance, which establishes procedures for persons with disabilities are reviewed and considered. The City Council of the City of Waterford adopted Zoning Ordinance Amendment No. 2015-01 on August 20, 2015, establishing the Reasonable Accommodation Chapter of the City’s Zoning Code. The new Reasonable Accommodation Chapter provides policies and procedures for requests for reasonable accommodation in order to promote equal access to housing opportunities.

Large Family Households

Large families are indicative not only of those households that require larger dwellings to meet their housing needs, but also could be ~~are~~ reflective of those that live below the poverty level due to the financial needs of large families. Due to large families having a higher number of children compared to non-large families, the median age of Waterford residents, 28.5 years compared to 33.3 statewide, reflect the number of large families within the City.



Large households—those with five or more persons-- have special housing needs where difficulty is experienced purchasing housing because large housing units are rarely affordable and there are a limited number of rental units with three or more bedrooms in communities. The City of Waterford has a large proportion of large households, according to the Census. The City had 637 households with five or more persons in 2011, according to the American Community Survey. There was a larger portion owned households in which 5 or more persons were living in the unit, at 69.1 percent, compared to rental housing at 30.9 percent. This data is shown in Table 26.

Owner	Number	Percent
Householder Living Alone	112	46.7%
Households 2-4 Persons	1,068	77.7%
Large Households 5+ Persons	440	69.1%
Rental		
Householder Living Alone	128	53.3%
Households 2-4 Persons	306	22.3%
Large Households 5+ Persons	197	30.9%
Total		
Householder Living Alone	240	100.0%
Households 2-4 Persons	1,374	100.0%
Large Households 5+ Persons	637	100.0%
Source: U.S. Census, 2007-2011 American Community Survey, B25009		

In summary, figures from the U.S. Census appear to show that there is an insufficient number of larger rental and sales units to serve families with five or more persons in the city. The Census found that only 5.4 percent of owner occupied housing units in the city that had five or more bedrooms and no renter occupied housing units had more than four bedrooms.

Single Parent Heads of Household

Single parents often have a difficult time keeping above the poverty level (see Table 27) due to their being the only income producer and needs such as affordable child care, housing, and health care. The most significant group of such households is the female-headed household with children below 18 years of age.



Householder Type	Number	Percent
Female Headed Householders	388	20.4%
<i>Female Heads with Own Children</i>	259	13.6%
<i>Female Heads without Children</i>	129	6.8%
Total Householders	1,898	100.0%
Female Headed Householders Under the Poverty Level	89	4.7%
Total Families Under the Poverty Level	258	13.6%
Source: U.S. Census, 2008-2012 American Community Survey, B17012		

As shown in Table 27, there were 388 households headed by females in the City of Waterford in 2012, and 66 percent of them had related children. Of the 388 Female Headed Households, with and without children, 89 were considered under the poverty level or 4.7% of total householders in the City. Additionally, as the U.S. Census estimates, there are 258 families under the poverty level, or 13.6 percent of total householders.

	Two member family	Three member family	Four member family
	\$15,730	\$19,790	\$23,850
Source: U.S. Department of Health and Human Services, 2014 Poverty Guidelines for the 48 Contiguous States and the District of Columbia			

A high poverty level often results in poorly maintained dwellings since income is more apt to be spent on more immediate needs such as food, clothing, transportation, and medical care. Traditionally, housing maintenance has been the responsibility of male heads of household. Female heads of household are sometimes ill-prepared to take on this responsibility without proper training or knowledge and may need assistance. Since their time may be limited to taking care of basic household chores, earning income, and caring for their children, they may have little time to spend on maintaining their dwelling.

A major concern facing single parent households is the inability to provide for a dwelling and childcare during the workday. As a result, many of the female headed households are unable to break out of poverty level through full-time employment.

At the present time there are few programs county-wide available to aid single parent households. There are no programs operated within the City of Waterford that specifically address these needs. Unfortunately, there is no funding source to establish a single program providing a “latch key” type service within the city. The availability of such a program would greatly facilitate meeting the childcare needs of the female headed household group and expedite their return to the work force.



Affordability and proximity to services and resources become critical issues in the planning and providing for housing for female-headed households, particularly those households with children under 18 years of age. The provision of and proximity to day-care, schools, recreational opportunities as well as the size of housing are critical issues.

Farm Workers

Stanislaus County places farm workers in two categories: regular or year around farm laborers employed for more than 150 days a year, and those seasonal and migrant workers who travel more than 50 miles across county lines to obtain employment and reside in the county approximately six months of the year.

The Stanislaus County Economic Development Labor Market Information of April 2015 indicates that approximately 12,100 people are employed in the agricultural community.

The Rural Housing Services (formerly the Farmers Home Administration (FmHA)) is the most important provider of permanent housing for farm workers. Unfortunately, RHS also has income qualification requirements, a shortage of staff and funding. The State HCD and Office of Migrant Services, also supply housing assistance for farm workers. Because farm workers are of low and very low income, and their employment status is often tenuous, they are unable to compete for housing on the open market. Housing that is available is often substandard and located in areas unsafe or lacking in essential public services.

Housing costs as a percentage of income are often higher than any other category of worker. As a result, it is not unusual for several families to occupy one dwelling which further compounds the housing quality issue. In Stanislaus County farm workers are housed predominantly in farm labor camps owned and operated by the Stanislaus County Housing Authority and private individuals. There are currently no Housing Authority migrant worker housing units in Waterford, although a number of workers and families may rent homes and apartments on a seasonal basis.

Housing related problems faced by farm-workers result from low incomes, large household sizes relative to available housing stock, and high mobility caused by the seasonal nature of agricultural employment. Approximately 279 persons in the City of Waterford worked in agriculture, according to the 2000 Census, which represented 10.5 percent of the city's labor force. More recent data suggests that the amount of Farmworkers tends to fluctuate. This could be due to the time of year the data is reported. For instance, American Community Survey data in 2010 reports 356 Farmworkers in Waterford and in 2012, 251 Farmworkers.



TABLE 30
FARMWORKERS AND FARMWORKER HOUSEHOLDS, 2000 – 2012
CITY OF WATERFORD

TYPE	2000	2010	2012
Farm-workers	279	356	251
Farm-worker Households	80	N/A	N/A

Source: U.S. Census Bureau, 2000 Census; U.S. Census Bureau, 2006-2010 and 2008-2012 American Community Survey, S2405: Industry by Occupation for the Civilian Employed Population 16 Years and Over.

Farm employment tends to fluctuate dramatically depending upon the season. Figures from the California Economic Development Department (EDD) for 2010 show that total farm jobs in Stanislaus County were as low as 9,900 in February 2010 and 12,100 in April 2015.

The Occupational Employment and Wage Data compiled by EDD for 2014 showed the hourly wages for Stanislaus County farm-workers ranged from \$9.61 to \$13.71. Annual incomes were in the range of \$19,900 to \$28,520 based upon the presumption that laborers work 40 hours per week and 46 weeks per year because of seasonal crop variations.

The 2013 Crop Report for Stanislaus County showed that, by value, almonds, milk, walnuts, cattle, and chickens were the top five crops in the county. The City of Waterford’s top crops were almonds, walnuts and peaches. These crops are the most labor intensive during the summer and fall months when harvesting, irrigating and weeding occur. However, pruning and land preparation work occurs during the winter and early spring months.

In addition to the previously stated housing challenges faced by farm-workers is the fact that farm jobs are located in rural areas that historically have had the highest proportions of substandard housing. Housing that can be afforded by farm-workers is generally of poor quality or inadequately sized. Severe housing shortages occur in rural areas at peak harvest times because rural housing markets and state or employer-provided migrant housing centers are not of sufficient capacity to handle large influxes of temporary workers. These circumstances lead to overcrowded housing conditions or the use of non-residential structures.

Currently there is no formal group housing for farm laborers or seasonal workers in the City of Waterford which leads to overcrowding in small homes or the conversion of garages to living space in farm-worker households. However, there are three (3) USDA Rural Development assisted apartments in Waterford. These are listed in Table 30, along with other USDA Development Assisted Apartment Projects in Stanislaus County.



**TABLE 31
USDA RURAL DEVELOPMENT
STANISLAUS COUNTY**

Name	# of Units	Rent Assisted Units	Location
El Solyo Village	46	27	Patterson
Garden Apartments	42	41	Oakdale
Oakdale Apartments	42	39	Oakdale
Oakridge Apartments	41	0	Oakdale
Patterson Place Apartments	40	13	Patterson
Ram Farms Inc.	0	0	Hughson
Riverview Gardens	42	1	Riverbank
Stanislaus Flh Ctr Modesto	355	185	Modesto
Sunrise Vista Apartments	24	18	Waterford
Waterford Garden Apartments	51	3	Waterford
Westley-Patterson Migrant Center	92	0	Patterson
Willow Pointe Apartments	25	24	Riverbank

Source: California Housing Partnership Corporation

Farmworker Housing

The City amended the Waterford Municipal Code in 2015 to permit Employee Housing, including but not limited to Farmworker Housing in the Agriculture (AG) District and the Single Family Residential (RS) District, where no more than 12 units or 36 beds and no more than 6 workers, respectfully and pursuant to the State Health and Safety Code.

Emergency Shelter and Transitional Housing

Senate Bill was enacted in 2007 (Chapter 633, Statutes of 2007), which requires the City to identify at least one (1) zoning district where Emergency Shelters may be permitted by-right and without discretionary review.

The requirements of the bill are described as follows:

- At least one zone shall be identified to permit emergency shelters without a conditional use permit or other discretionary action.
- Sufficient capacity must be identified to accommodate the need for emergency shelters and at least one year-round emergency shelter.
- Existing or proposed permit procedures, development and management standards must be objective and encourage and facilitate the development of or conversion to emergency shelters.
- Emergency shelters shall only be subject to development and management standards that apply to residential or commercial within the same zone.
- Written and objective standards may be applied as specified in statute, including maximum number of beds, provision of onsite management, length of stay and security.
- Includes flexibility for jurisdictions to meet zoning requirements with existing ordinances or demonstrates the need for emergency shelters can be accommodated in existing shelters or through a multi-jurisdictional agreement.



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

The City amended the Waterford Municipal Code in 2015 to permit Emergency Shelters by right in the Multiple Family Residential (RH) District and General Commercial (CG) District as well as permitting Transitional and Supportive Housing in all residential districts (RS, RM and RH) without a conditional use permit or other discretionary action.

Based on a review of Table 36, Vacant Site Inventory, the Multiple Family Residential (RH) District has 2.92 net acres of vacant land that could accommodate Emergency Shelters and at least one year-round emergency shelter, pursuant to the requirements of Senate Bill 2 and Housing Element law. Additionally, the General Commercial (CG) District has been identified to permit Emergency Shelters without a conditional use permit.

Second Units

The City of Waterford amended its zoning ordinance to allow second units in Single Family Residential zones. A second unit ordinance is not necessary in other residential zones. The zoning ordinance includes the following conditions for creation of a second unit:

1. The property owner shall live in one of the units.
2. One of the units shall have no more than 640 square feet'
3. One additional parking space shall be provided.
4. If there is an existing unit on the property, that unit must be brought into conformance with the Housing Code prior to occupancy of the second unit.
5. Maintaining a single-family dwelling appearance shall be given special consideration by means such as:
 - a) Attaching the second unit to the first on small or typical sized lots. On large or deep lots, detached units are acceptable.
 - b) Employing construction materials and architectural styles which blend the units so they appear as a single residence if attached, or a single residence and accessory building if detached.

Homeless

When instances arise where a family or individual may be in need, they are directed to the police department or local church groups. Often, the only assistance that can be provided is transportation to Modesto where there are more established social services.

Persons in need of emergency housing due to family crises, loss housing through fire or other reasons are also referred to the Salvation Army or other facilities in Modesto due to the fact that there are no provisions in place to serve such people in the city. In the event of a flood, such as that which occurred in January of 1997 when the Tuolumne River flooded, the Waterford Community Center was used to



house people who were evacuated from the river area. However, the city is likely to use a different facility during such an event due to the high cost of the clean-up.

Density Bonus

Government Code Section 65915 allows “density bonuses” for projects that provide for very low and low income households, or senior citizen housing. Under the provisions of the code, a sliding scale of density bonus is provided to the developer, depending on the percentage of affordable housing units developed as part of the project. Additionally, incentives are given to developers providing affordable housing to promote the development of affordable housing. The City of Waterford has a Density Bonus Overlay District and Code that follows Government Code Density Bonus Law.

10.6 PROJECTED HOUSING NEEDS

Information presented in Parts 6.2 and 6.3 documented the recent growth which has occurred in the population and housing stock of Waterford.

Market Demand for Housing

The following section discusses current (as of March 6, 2015) income levels and ability to pay for housing compared with housing costs. Housing is classified as “affordable” if households do not pay more than 30 percent of income for payment of rent (including monthly allowance for water, gas, and electricity) or monthly mortgage (including taxes). Since above moderate-income do not generally have problems in locating affordable housing, affordable units are frequently defined as those reasonably priced for households that are low- to moderate-income. Table 33 below shows the definition of housing income limits as they are applied to housing units in Waterford.



TABLE 32
DEFINITIONS OF HOUSING INCOME LIMITS
CITY OF WATERFORD

Extremely Low-Income Unit is one that is affordable to a household whose combined income is at or lower than 30% of the median income for the Modesto MSA (Stanislaus County) as established by the U.S. Department of Housing and Urban Development (HUD). For 2015, a Waterford household of four is considered to be extremely low-income if its combined income is \$24,250 or less.

Very Low-Income Unit is one that is affordable to a household whose combined income is at or between 31% to 50% of the median income for the Modesto MSA (Stanislaus County) as established by the U.S. Department of Housing and Urban Development (HUD). For 2015, a Waterford household of four is considered to be very low-income if its combined income is \$28,450 or less.

Low-Income Unit is one that is affordable to a household whose combined income is at or between 50% to 80% of the median income for the Modesto MSA established by HUD. A household of four is considered to be low-income in Waterford if its combined income is \$45,500 or less for the year 2015.

Median-Income Unit is one that is affordable to a household whose combined income is at or between 81% to 100% of the median income for the Modesto MSA as established by HUD. A Waterford household of four is considered to be median income if its combined income is \$53,300 or less for the year 2015.

Moderate-Income Unit is one that is affordable to a household whose combined income is at or between 101% to 120% of the median income for the Modesto MSA as established by HUD. In Waterford a household of four is considered to be moderate-income if its combined income is \$63,960 or less for the year 2015.

Above Moderate-Income Unit is one that is affordable to a household whose combined income is above 120% of the median income for the Modesto MSA as established by HUD. A Waterford household of four is considered to be above moderate-income if its combined income exceeds \$63,960 for the year 2015.

Source: U.S. Department of Housing and Urban Development (HUD), 2015 – effective March 6, 2015

While the “fair market” forces are capable of meeting the needs of those households with above moderate incomes it appears unable to meet the needs of those households that fall below that income level. As a result, local cities and counties have been given the responsibility to encourage and facilitate the construction of affordable housing. Waterford has a long history of providing “affordable” housing in the sense that many of the residents work within the county and around the community. The massive growth of the 1980s and the resulting rise in land and housing prices has changed the housing outlook for Waterford. Today, would be home owners working in and around Waterford must compete with commuters from Modesto, Turlock and Ceres and the resultant higher salaries. This situation has resulted in a reduction of owner occupied homes, and an almost non-existent vacancy rate for rentals. There is no local, state or federal authority that would allow Waterford to alter this situation.

In order to do so, the City will need to actively pursue the development of subsidized single family and multiple family development. Increased multiple family development will provide the most expeditious way for the city to meet its housing requirements. Moreover, multiple family development is typically more accessible (financially) than single family residential opportunities.



Table 33 shows the 2015 HUD family income limits for the Modesto Metropolitan Statistical Area (MSA), which includes Waterford, by the number of persons in the household for the income categories discussed above. The table also shows maximum affordable monthly rents and maximum affordable purchase prices for homes, assuming that households do not pay more than 30 percent of their incomes for housing expenses. For example, a four-person household is classified as Low-Income (80 percent of median) with annual income of up to \$45,500. A household with this income could afford to pay a monthly gross rent (including utilities) of up to \$1,138 or to purchase a house priced at approximately \$166,537 or less.

**TABLE 33
ABILITY TO PAY FOR HOUSING FOR VERY LOW-, LOW-, MEDIAN- AND
MODERATE-INCOME HOUSEHOLDS
CITY OF WATERFORD
2015**

Extremely Low-Income Households at 30% of 2015 Median Family Income						
	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$11,950	\$15,930	\$20,090	\$23,850	\$28,410	\$32,570
Max. Monthly Gross Rent ¹	\$299	\$398	\$502	\$596	\$710	\$814
Max. Purchase Price ²	\$42,490	\$58,306	\$73,549	\$87,294	\$103,985	\$119,228
Very Low-Income Households at 50% of 2015 Median Family Income						
	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$19,950	\$22,800	\$25,650	\$28,450	\$30,750	\$33,050
Max. Monthly Gross Rent ¹	\$499	\$570	\$641	\$711	\$769	\$826
Max. Purchase Price ²	\$73,017	\$83,468	\$93,884	\$104,118	\$112,554	\$120,991
Low-Income Households at 80% of 2015 Median Family Income						
	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$31,850	\$36,400	\$40,950	\$45,500	\$49,150	\$52,800
Max. Monthly Gross Rent ¹	\$796	\$910	\$1,024	\$1,138	\$1,229	\$1,320
Max. Purchase Price ²	\$116,598	\$133,254	\$149,895	\$166,537	\$179,898	\$193,294
Median-Income Households at 100% of 2015 Median Family Income						
	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$37,310	\$42,640	\$47,970	\$53,300	\$57,564	\$61,828
Max. Monthly Gross Rent ¹	\$933	\$1,066	\$1,199	\$1,333	\$1,439	\$1,546
Max. Purchase Price ²	\$136,583	\$156,086	\$175,589	\$195,091	\$210,748	\$226,340
Moderate-Income Households at 120% of 2015 Median Family Income						
	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
Number of Persons	1	2	3	4	5	6
Income Level	\$44,770	\$51,168	\$57,564	\$63,960	\$69,076	\$74,193
Max. Monthly Gross Rent ¹	\$1,119	\$1,279	\$1,439	\$1,599	\$1,727	\$1,855
Max. Purchase Price ²	\$163,857	\$187,320	\$210,748	\$234,161	\$252,866	\$271,585

¹Assumes that 30% of income is available for monthly rent including utilities.
²Assumes that 30% of income is available to cover mortgage payment, taxes, mortgage insurance, homeowners insurance; 97% loan @ 4%, 30 year term, FHA, with no consumer debt.
Source: HUD FY 2015 Income Limits (March 6, 2015) and Freddie Mac Loan Calculator, <http://calculators.freddie.mac.com/response/lf-freddie.mac/calc/home01>



Removal of Assisted Housing

State law requires the city to identify those subsidized multiple family units that could change from subsidized to market rate within the next ten years. According to the State Department of Housing and Community Development, and the Stanislaus County Housing Authority, there are no Farmers Home, HUD, or Bond financed units within the City of Waterford.

Housing Element law requires that all jurisdictions include a study of all low-income housing units which may, at a future time, be removed from the city’s affordable housing inventory through expiration of affordability restrictions, opting out of housing assistance programs and becoming market rate multi-family rental units. The study must cover a ten-year period, and be divided into two, five-year periods, coinciding with updates of the Housing Element.

The city has three rental-assisted or low-income complexes but they are not at-risk of losing rental assistance program funding. The complexes are operated under several assistance programs, including USDA Rural Housing Service, HUD and LIHTC. The following table summarizes the features of the three complexes.

Project Name	Address	Number Units¹	Type	Program	Year Built	Exp. Date
Sunrise Vista Apartments	1201 F Street	57/58	Family	USDA HOME RHS Section 515/LIHTC	1999	4/5/2042
Waterford Garden Apartments	12313 Dorsey Avenue	50/50	Family	LIHTC	1989	2056
Western Heights Apartments	128 S. Western Avenue	40/40	Family	HUD/LIHTC	1994	2067

¹Number of Assisted Units/Total Units
 Source: CHPC <http://www.chpc.net/preservation/MappingWidget.html>, 5th Cycle Housing Element Data Package

Conservation of Existing Units

The most effective method of providing affordable housing is to retain existing affordable units. The City of Waterford encourages developers to obtain a permit from the City before demolishing any structure. In the case of residential structures, this offers an incentive in that credit will be given toward development fees equal to the number of units constructed.

Development Incentives

The City offers an incentive for developers of senior citizen housing by eliminating developer fees and reducing the parking requirements for senior units. Senior projects are allowed in the R-2 and R-3 zones by right. Multi-family Residential uses are permitted only on upper floors in Commercial Zoning Districts.



10.7 REGIONAL HOUSING NEEDS ASSESSMENT

State law requires the Housing Element to include quantified objectives for the maximum number of housing units that can be rehabilitated, conserved, or constructed. Estimates are based on construction trends, housing program funding assumptions, historical trends, and land availability.

The central intent of State Housing Element law legislation is to attain the state's housing goal through the cooperation of government entities, such as the City of Waterford. Multi-jurisdictional agencies, or Councils of Governments (COGs), are given the responsibility of distributing the state's housing needs in an equitable manner that attempts to avoid the disproportionate distribution of Low and Very-Low income households.

Waterford is within the jurisdiction of the Stanislaus Council of Governments (Stan COG). As shown in Table 36, StanCOG, in its housing needs determination for Waterford, allocated 525 housing units to the City for the period 2014-2023. The 2007-2014 allocation, however, is added to this to make a total of 882 housing units for the period 2014-2023. The timeframe for this Regional Housing Needs Allocation process is January 1, 2014, through September 30, 2023, (a nine year planning period). The allocation is equivalent to a yearly need of approximately 98 housing units for the 9-year time period. The housing allocation for Waterford applies to the unincorporated area of the City. The total housing needs determination for Waterford includes 368 above-moderate income housing units, 158 moderate-income housing units, 142 low-income housing units, 107 very low-income housing units, and 107 extremely low-income housing units (50 percent of low-income housing units).



**TABLE 35
REGIONAL HOUSING NEEDS ALLOCATIONS
CITY OF WATERFORD
2014-2023**

HCD REGIONAL HOUSING NEEDS DETERMINATION – 2007 - 2014				
Family Income Categories				
Very Low	Low	Moderate	Above Moderate	Total
83	58	69	147	357
HCD REGIONAL HOUSING NEEDS DETERMINATION – 2014 - 2023				
Family Income Categories				
Very Low	Low	Moderate	Above Moderate	Total
131	84	89	221	525
CITY OF WATERFORD COMBINED REGIONAL HOUSING NEEDS DETERMINATION 2014 - 2023				
Family Income Categories				
Very Low	Low	Moderate	Above Moderate	Total
214	142	158	368	882

10.7 PROGRESS TOWARDS MEETING RHNA

Table 37, below, provides the remaining units needed for the regional housing needs allocation for the current (2014-2023) element timeframe as identified by HCD. The number of units produced from January 1, 2009 – January 1, 2015 period has been subtracted and distributed among affordability categories using median housing pricing in Waterford, identified in Table 2.

Between January 1, 2009 and January 2015, the City issued a total of 0 building permits.

When combined with the City’s regional housing need of 882 residential units (see Table 34), Waterford has produced 0 percent of its overall need.



**TABLE 36
BALANCE OF HOUSING NEED
CITY OF WATERFORD
2014-2023**

	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
RHNA Allocation (Jan 2014 – Sept 2023)	107	107	142	158	368	882
Units Produced ¹ (Jan 2009- Jan 2015)	0	0	0	0	0	0
Net Allocation to be Met: (Jan 2014 – Sept 2023)	107	107	142	158	368	882
¹ The units produced include January 2009 through January 2015 due to the City not completing the Housing Element for the 4 th Cycle Housing Element Planning Period. Units required include the units allocated for the 2009-2014 Housing Element planning period.						

10.8 RESIDENTIAL LAND RESOURCES

In order to properly plan for future housing needs, undeveloped lands available for housing within existing urban boundaries and within projected growth areas must be inventoried. County policies encourage development to take place within incorporated cities.

Available Land Inventory

Table 36 identifies the development potential of vacant land that is within the city and is adjacent to or within reasonable distance from public sewer, water, and street systems. Using the densities/intensity standards found in the Land Use Element, the maximum holding capacity of the current Waterford General Plan has been calculated.

Housing element law section 65583(a)(3) requires “an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these site.” As noted above, the city has a regional housing needs assessment new construction need for 882 units by 2023.

There is currently a sufficient amount of zoned vacant land to accommodate the city’s 2014-2023 RHNA. Table 36 shows that the city can accommodate a growth of 1,196 single-family housing units and 285 multi-family units within the existing City boundaries. Note that the Waterford Vision 2025 General Plan provides sufficient land to accommodate growth through the year 2025 based on proposed land use. Densities are derived from the Waterford Vision 2025 General Plan and the same densities used in the City’s 2001-2008 Housing Element.

Development of vacant by-passed lands within the city’s jurisdiction is encouraged in order to protect agricultural lands on the fringe and provide greater utilization of existing infrastructure. In order to encourage development of by-passed remnant parcels, the city will consider amending its policies to permit higher densities given certain locational criteria and where development will not have significant adverse impacts upon adjacent properties. Such criteria may include properties that are



contiguous to higher density or other intensive non-residential development, or properties which have a size and shape that may make it difficult to be developed in a manner similar to other surrounding properties.

State law requires that zoning be consistent with adopted general plans (except charter cities). Waterford's undeveloped and re-developable lands have been zoned in accordance with the present land use plan and development potential may be determined based upon the maximum allowable density of each zoning district. It is more difficult to specify the development potential of fringe area land where county agricultural zoning is in place. However, for planning purposes, future development may be estimated for the residential reserve areas based on average density.

Manufactured housing is also considered an important housing alternative, especially as related to serving the needs of lower-income households. California housing law requires that local governments permit their use on single-family residential zoned lots.

Based on Table 38, Residential Holding Capacity, the City of Waterford does have an adequate inventory for multiple family development, with 5.81 net acres of vacant land designated for multi-family residential.

The City currently has one active Tentative Subdivision Map – Carriage Square Estates. This project was approved by the City Council on April 19, 2007.

As indicated in the Vacant Sites Inventory (Table 37) and Residential Holding Capacity (Table 38), the City currently has adequate inventory of land for multi family development.

~~At the present time the City of Waterford does not have an adequate inventory of land for multiple family development. As indicated in the action plan, the general plan update will address this issue by designating adequate property within the urban fringe and through the creation of new zone districts that can accommodate higher densities.~~

**TABLE 37
VACANT SITES INVENTORY
CITY OF WATERFORD
2015**

Site No.	APN	Address	Gross Acres	Net SF	Net Acre	GP Land Use	Zoning	Capacity ²	Infrastructure Availability
Residential Sites									
<i>Low Density Residential (LDR)</i>									
V1	080-045-030	0 Washington Road	0.95	41,382	0.95	LDR	RS	4.8	Y
V2	080-064-020	0 Western Avenue	1.42		1.42	LDR	RS	7.1	Y
V3	080-069-001	207 River Pointe Drive	0.16	6,969	0.16	LDR	RS	1	Y
V4	080-069-002	205 River Pointe Drive	0.16		0.16	LDR	RS	1	Y
V5	080-069-003	203 River Pointe Drive	0.16		0.16	LDR	RS	1	Y
V6	080-069-004	201 River Pointe Drive	0.17	7,405	0.17	LDR	RS	1	Y
V7	080-069-033	13311 Fountain Drive	0.15	6,534	0.15	LDR	RS	1	Y
V8	080-069-034	13313 Fountain Drive	0.15		0.15	LDR	RS	1	Y
V9	080-069-035	13315 Fountain Drive	0.15		0.15	LDR	RS	1	Y
V10	080-069-036	13317 Fountain Drive	0.15		0.15	LDR	RS	1	Y
V11	080-069-037	13319 Fountain Drive	0.15		0.15	LDR	RS	1	Y
V12	080-069-038	13401 Fountain Drive	0.15		0.15	LDR	RS	1	Y
V13	080-069-039	100 Docksides Drive	0.23	10,018	0.23	LDR	RS	1	Y
V14	080-069-040	102 Docksides Drive	0.18	7,840	0.18	LDR	RS	1	Y
V15	080-069-041	104 Docksides Drive	0.16		0.16	LDR	RS	1	Y
V16	080-069-042	105 Docksides Drive	0.15		0.15	LDR	RS	1	Y
V17	080-069-043	107 Docksides Drive	0.17		0.17	LDR	RS	1	Y
V18	080-069-044	108 Docksides Drive	0.17		0.17	LDR	RS	1	Y
V19	080-069-045	106 Docksides Drive	0.20	8,712	0.20	LDR	RS	1	Y
V20	080-069-046	13316 Fountain Drive	0.16		0.16	LDR	RS	1	Y
V21	080-069-047	13314 Fountain Drive	0.14	6,098	0.14	LDR	RS	1	Y
V22	080-069-048	13312 Fountain Drive	0.14		0.14	LDR	RS	1	Y
V23	080-033-003	13601 Bentley Street	3.02		2.27	LDR	RS	11.4	Y
V24	080-071-012	13505 Skyline Boulevard	0.15		0.15	LDR	RS	1	Y
V25	080-031-031	13424 Bentley Street	3.60		2.70	LDR	RS	13.5	Y
V26	080-023-009	13419 Bentley Street	4.70		3.53	LDR	RS	17.7	Y
V27	080-023-004	600 Tim Bell Road	8.09		6.07	LDR	RS	30.4	Y
V28	080-030-038	365 Peel Lane	0.18		0.18	LDR	RS	1	Y
V29	080-030-039	375 Peel Lane	0.18		0.18	LDR	RS	1	Y
V30	080-030-040	383 Peel Lane	0.18		0.18	LDR	RS	1	Y
V31	134-010-044	528 D. Street	0.13	5,662	0.13	LDR	RS	0.7	Y
V32	134-010-045	12604 Summers Street	0.07	3,049	0.07	LDR	RS	0.4	Y
V33	080-056-002	421 Pasadena Avenue	12.65		9.49	LDR	RS	47.5	Y
V34	080-056-017	418 Reinway Avenue	4.02		3.02	LDR	RS	15.1	Y
V35	080-022-018	13260 Vineyard Road	23.51		17.63	LDR	RS	88.2	Y
V36	080-022-017	13380 Vineyard Road	34.59		25.94	LDR	RS	129.7	Y
V37	080-022-011	13506 Vineyard Road	6.94		5.21	LDR	RS	26.1	Y
V38	080-015-002	0 Yosemite	106.77		80.08	LDR	RS	400.4	Y
V39	080-022-025	0 Vineyard Road	9.53		7.15	LDR	RS	35.8	Y
V40	080-022-007	13301 Vineyard Road	4.21		3.16	LDR	RS	15.8	Y
V41	080-022-022	13247 Vineyard Road	5.10		3.83	LDR	RS	19.2	Y
V42	080-022-024	13218 El Pomar Avenue	13.18		9.89	LDR	RS	49.5	Y
V43	080-021-028	12831 Bonnie Brae	3.85		2.89	LDR	RS	14.5	Y
V44	080-021-007	12843 Bonnie Brae	3.33		2.50	LDR	RS	12.5	Y
V45	080-021-008	12907 Bonnie Brae	1.8	7,840	1.8	LDR	RS	9	Y
LDR Total			255.4		193.7			973	



**TABLE 37
VACANT SITES INVENTORY
CITY OF WATERFORD
2015**

Site No.	APN	Address	Gross Acres	Net SF	Net Acre	GP Land Use	Zoning	Capacity ²	Infrastructure Availability
Multi-Family Residential (MF)									
V46	080-045-023	199 Pasadena Avenue	3.61		2.89	MF	PD	66.5	Y
V47	080-063-018	128 Western Avenue	0.71	30,927	0.71	MF	RH	16.3	Y
V48	134-002-018	208 H Street	0.18		0.18	MF	RH	4.1	Y
V49	134-004-023	0 Rose Court	0.18		0.18	MF	RH	4.1	Y
V50	134-004-010	Oakdale-Waterford Hwy	0.17		0.17	MF	RH	3.9	Y
V51	134-004-011	Oakdale-Waterford Hwy	0.15		0.15	MF	RH	3.5	Y
V52	134-004-012	Oakdale-Waterford Hwy	0.17		0.17	MF	RH	3.9	Y
V53	134-004-013	0 Rose Way	0.16		0.16	MF	RH	3.7	Y
V54	080-053-005	524 Western Avenue	1.2	52,272	1.2	MF	RH	27.6	Y
MF Total			6.53		5.81			134	
TOTAL UNITS			261.9		199.5			1,107	

¹ It is assumed that sites over two acres will need to dedicate land to right-of-ways (ROW) as follows:

- 25 percent ROW taken for Low Density Residential (LDR) development
- 20 percent ROW taken for Multi-Family Residential (MF) development

² The average density of each General Plan Designation is derived from past projects as determined by Staff and are as follows:

- Low Density Residential (LDR) – 5 DUA
- Multi-Family Residential (MDR) – 23 DUA

A number of parcels designated LDR are improved lots.

Source: City of Waterford, 2015; Stanislaus County Parcel Database, 2015; Stanislaus County Assessors Database, 2015; J.B. Anderson Land Use Planning, 2015.



The Vision 2025 General Plan Land Use Element sets a limit on the maximum number of residential units per acre, but does not require minimum densities for development. As such, it is feasible that land designated for multiple family development could be developed at less than the maximum allowable density. To accommodate for this potential, the city has a goal to provide sufficient land to meet 200 percent of the regional housing need over the next five years (refer to Goal 1, Policy 1.).

Past development practice, and observations of similar cities in the Central Valley, has shown that large parcels of multiple family designated land (in excess of five acres) are susceptible to development at lower densities to meet a real or perceived existing market demand. Parcels less than five acres in size are typically considered “infill” and almost always developed at higher densities. The city will continue to discourage requests for a reduction in density for larger parcels, however most of the rezoning activity to higher densities, especially when changes may result in the removal of non-residential land, will focus on parcels less than five acres in size. This emphasis is not necessary outside of the city limits as adequate land will exist to be able to discourage conversion of multiple family land to single family uses.

~~A considerable amount of land within the city could be considered “underdeveloped.” As defined here, “underdeveloped parcels” are those developed at a density well below their potential. For example, a single family home on a one acre parcel that is designated multiple family is considered underdeveloped. The property is obviously not vacant, but has not been developed to its potential of up to 20 units. While it is almost impossible to predict when or even if these parcels would developed to their potential, this type of development is common in small cities, and is the primary source of infill development. Where services are adequate to handle an increase in density, the city will work to help owners of underdeveloped parcels meet their property’s potential.~~

Under policy adopted in the Waterford Vision 2025 General Plan, changes in land use for some commercial designations would permit development of multi-family in accordance with “mixed-use” standards which would substantially increase multi-family housing development opportunities in the City.

Ability to Address Regional Housing Need

Table 39 shows the residential holding capacity after subtracting unit production during the current housing element period (January 1, 2014 to September 30, 2023). The table goes on to show the remaining capacity at General Plan densities within the city limits in vacant land.

The City has enough land to accommodate its total allocated RHNA with a surplus of 225 units. Additionally, this analysis does not account for lands outside the City Limits but within the Sphere of Influence, which accounts for 2,734 acres with a mix of the General Plan Land Use Designations of Low Density Residential, Residential Estates and Industrial. The City exceeds its need for above moderate households by 194 units and land available for very low-, low-, and moderate-, groups meets the RHNA with a surplus of 31 units.



**TABLE 38
RESIDENTIAL HOLDING CAPACITY
(GENERAL PLAN DENSITIES)
CITY OF WATERFORD
2015**

	Extremely Low	Very- Low	Low	Moderate	Above Moderate	Total
HCD RHNA Allocation (Jan 2014 – Sept 2023)	107	107	142	158	368	882
Units Produced ¹ (Jan 2014 Jan 2015)	0	0	0	0	0	0
Net Allocation to be Met	107	107	142	158	368	2,514
<i>Allocation to be Met</i>	<i>514</i>				<i>368</i>	<i>882</i>
Holding Capacity Within City Limits						
Potential Units in Vacant Land	243		302		562	1,107
<i>City Holding Capacity Subtotal</i>	<i>545</i>				<i>562</i>	<i>1,107</i>
Surplus	31				194	225
¹ Units with final building permits issued between January 2009 and January 2015 as identified in Table 35. ² Includes lands outside the City Limits but within the City’s Sphere of Influence. Source: Tables 35 and 36. City of Waterford, 2015						

In compliance with the requirements of Government Code Section 65583(c)(1), the General Plan Land Use Element should provide sufficient portion of land in its multi-family land use categories to meet its obligation to provide sites suitable for the production of needed housing affordable to extremely low-, very low-, low-, moderate-, and above moderate-income households.

As the analysis above has shown, at maximum densities, the city has enough vacant land designated for single-family and multi-family development to provide for the needs of all income groups.

10.9 AVAILABILITY OF PUBLIC FACILITIES

City policies require that community sewer, water, and adequate streets be provided to all new development. Extension of existing sewer, water and street systems can be easily accommodated, and much of this infrastructure presently exists or is within 600 feet of the available sites.

The City’s sewer system serves a population of approximately 8,500 residents. Land uses served by the City’s sewer system include; residential, retail, office commercial and light industrial developments. The City of Waterford’s wastewater collection system serves residential, retail, commercial and light industrial users. The City’s wastewater collection



system includes approximately 26 miles of 9 gravity sewer line (main, trunks, and laterals). 1.5 miles of force main, approximately 200 manholes, and 3 lift stations. The mainlines are made of a variety of materials, depending on the age, vitrified clay pipe (VCP), and polyvinyl chloride. The City's primary goal is to maintain uninterrupted sewage flow without health hazard, effluent leakage, or water infiltration and inflow.

Water service is provided for the most part by the City of Modesto. At peak hour demands, for the Modesto system's service area (roughly the existing Waterford City limits less the Grupe "Riverpointe" development), is approximately equal to 5.23 mgd (3,632 gpm). The City of Waterford Department is responsible for supplying all urban water demands within the River Pointe subdivision, which is located outside of the Del Este (City of Modesto) service area. According to the Water Service Plan, the City will expand this system to serve the SOI.

The City is currently in negotiations with the City of Modesto to acquire the Del Este water system. Recently, the City Council for the City of Waterford approved the purchase but will also need to be approved by the City of Modesto prior to being final.

10.10 ENERGY CONSERVATION OPPORTUNITIES

State Housing Element law requires an analysis of the opportunities for energy conservation in residential development. Energy conservation has direct application to affordable housing since higher energy bills result in less money available for rent or mortgage payments. High energy costs have particularly detrimental effects on low-income households that do not have enough income or cash reserved to absorb costs increases and many times must choose between basic needs such as shelter, food, and energy.

Pacific Gas and Electric (PG&E) provides gas services for the City of Waterford. Publicly operated electrical service is provided by the Modesto Irrigation District.

The Modesto Irrigation District (MID) provides various opportunities for existing and new residential development to obtain energy efficiency rebates for implementing energy conservation measures. For new residential construction, MID offers rebates to homebuilders who incorporate energy efficiency measures into new residential construction, a program called M-Power New Home.

As of May 2015, MID's rebate offer is \$500 per approved single family residence and \$250 per approved multi-family residence. Home builders must meet the program requirements, including:

- Be pre-approved by MID for eligibility to receive funds through this program;
- Be a new construction home receiving electric distribution from MID;
- Be either a single family detached or single family attached unit of any number of stories and on a utility residential rate.
- Be permitted, manufactured housing, mobile homes, residential care facilities, and dormitories;
- Meet guidelines for California ENERGY STAR; and
- Have a 14 SEER/12 EER HVAC Unit with an electronically commutated motor.



For existing residential development, MID offers energy efficiency rebates. According to <http://www.mid.org>, the following rebate programs are offered:

- **ENERGY STAR® Qualified Room Air Conditioner:** \$250 to \$500 rebate for replacement of existing central air conditioner or heat pump with new energy efficient model that meets program requirements. \$50 rebate for replacement of existing room air conditioner with new energy efficient model that meets program requirements.
- **ENERGY STAR® Qualified Washing Machine:** \$35 rebate for replacement of existing washing machine with new energy efficient model that meets program requirements.
- **ENERGY STAR® Water Heater (Tank):** \$25 rebate for replacement of existing water heater (electric) with new energy efficient model that meets program requirements.
- **ENERGY STAR® Qualified Heat Pump Water Heater:** \$100 rebate for replacement of existing heat pump water heater with new energy efficient model that meets program requirements.
- **Pool Filtration Pump:** \$200 rebate on new variable speed pump and motor that meets program requirements.
- **Whole House Fan:** \$100 rebate on new whole house fan that meets program requirements.
- **Solar Attic/ Gable Fan:** \$50 to \$100 rebate on new solar attic/ gable fan that meets program requirements.
- **General Improvement Rebates:**
 - Attic Insulation: \$0.17 per square foot of replacement of attic insulation to at least R-30 insulation.
 - Radiant Barrier Laminated Sheeting – Roofing: Maximum of \$500 rebate for new radiant barrier laminated sheeting for roof.
 - Radiant Barrier – Attic: Maximum of \$500 rebate for new radiant barrier in attic.
- **Window Rebates:**
 - Sun Screen: \$1.00 per square foot for new sun screen in rooms that receive refrigerated air conditioning.
 - Window Film: \$1.00 per square foot for new window film in rooms that receive refrigerated air conditioning.
 - ENERGY STAR® Qualified Replacement Window: \$1.00 per square foot for replacement of new Energy Star windows.

All new buildings in California must meet the standards contained in Title 24, Part 6 of the California Code of Regulations (Energy Efficiency Standards for Residential and Nonresidential Buildings). These regulations were established in 1978 and most recently updated in 2013 (effective date of July 1, 2014). Local governments enforce energy efficiency requirements through the building permit process. All new construction must comply with the standards in effect on the date a building permit application is made.

The California Subdivision Map Act (Government Code Section 66473-66498) allows local governments to provide for solar access as follows:



66475.3. *For divisions of land for which a tentative map is required pursuant to Section 66426, the legislative body of a city or county may by ordinance require, as a condition of the approval of the tentative map, the dedication of easements for the purpose of assuring that each parcel or unit in the subdivision for which approval is sought shall have the right to receive sunlight across adjacent parcels or units in the subdivision for which approval is sought for any solar energy system, provided that such ordinance contains all of the following:*

- (1) Specifies the standards for determining the exact dimensions and locations of such easements.*
- (2) Specifies any restrictions on vegetation, buildings, and other objects that would obstruct the passage of sunlight through the easement.*
- (3) Specifies the terms or conditions, if any, under which an easement may be revised or terminated.*
- (4) Specifies that in establishing such easements consideration shall be given to feasibility, contour, configuration of the parcel to be divided, and coast, and that such easements shall not result in reducing allowable densities or the percentage of a lot which may be occupied by a building or a structure under applicable planning and zoning in force at the time such tentative map is filed.*
- (5) Specifies that the ordinance is not applicable to condominium projects which consist of the subdivision of airspace in an existing building where no new structures are added.*

10.11 DEVELOPMENT CONSTRAINTS

A number of factors affect the ability of the private sector to respond to the demand for housing and constrain the maintenance, improvement, or development of housing for all economic groups. Constraints, however, can generally be translated into increased costs to provide housing and fall into two basic categories: (1) governmental and (2) non-governmental.

10.12 GOVERNMENTAL CONSTRAINTS

Governmental constraints are potential and actual policies, standards, requirements, or actions imposed by the various levels of government on development. Although federal and state programs and agencies play a role in the imposition of governmental constraints they are beyond the influence of local government and cannot be effectively addressed in this document. *Limited resources for most small cities create major constraints on staffing to support complex public financing programs for affordable housing. The City of Waterford has the lowest per-capita sales tax revenues in Stanislaus County. Sales tax, under normal city financing models, represents a significant share of cities discretionary revenue that would otherwise be available for activities such as administrative support for development of affordable housing programs.*



The City of Waterford does not require changes in design or amenities to single family residential development for reasons of aesthetics. Conditions applied to residential developments focus attention on public health and safety for both the proposed resident, and the current residents of the City of Waterford. Analysis of potential local governmental constraints are as follows:

Land Use Controls

Land use controls are basically minimum standards included within the city’s zoning and subdivision ordinances. Zoning is essentially a means of insuring that the land uses of a community are properly situated in relation to one another, providing adequate space each type of development. Zoning regulations control such features as height and bulk of buildings, lot area, yard setbacks, population density, the building use, etc. If zoning standards are too rigid and do not allow sufficient land use flexibility, then development costs could increase and development interest may decrease.

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

The City of Waterford Zoning Plan provides for three districts, identified below, which may be used for residential purposes. Residential development standards for these three districts are identified in Table 38.

1. RS, Single-Family Residential District
2. RM, Medium Density Residential District
3. RH, Multifamily Residential District

**TABLE 39
RESIDENTIAL DEVELOPMENT REQUIREMENTS
CITY OF WATERFORD**

Zone	Minimum Lot Size (sq. ft.)	Setbacks		Max. Height/ Accessory	Parking	Landscape % of Lot	Open Space ¹
		Front/Rear	Side/Ext.				
RS	6,000	15 / 10	5	35 / 15	Use Specific	35%	200 sq. ft. per du
RM	6,000	15 / 10	6 / 10	35 / 15	Use Specific	30%	200 sq. ft. per du
RH	7,500	15 / 10	6 / 10	45 / 15	Use Specific	30%	200 sq. ft. per du

¹Total open space on a site having three or more dwelling units shall be at least two hundred square feet per dwelling unit. All new single family or multi-family housing developments are subject to a Parkland Dedication fee prescribed by Chapter 16.13.

Source: City of Waterford Planning Department, 2015



The following defines the purpose and intent for each of the zones:

1. **RS Single-Family Residential District.** The purpose of the RS district is to provide single-family residential dwellings served by city services throughout the city of Waterford. This designation consists primarily of single-family detached housing, but a diversity of other single-family housing types, such as condominium and zero-lot-line residential units can be developed subject to new urbanism development standards. RS areas may be designated throughout the city with lower densities typically toward the edges of the city's growth, adjacent urban "buffer" areas. This residential classification can also be applied along special planning areas such as scenic corridors and open space areas.
2. **RM Medium Density Residential District.** The purpose of the RM district is to provide duplexes, triplexes, four-plexes, condominiums, units on appropriate sized lots. RM areas are typically designated close to commercial or other services and adjacent to parks and playgrounds. This land use classification should be applied in areas near major streets and thoroughfares for convenient access and on in-fill sites.
3. **RH Multifamily Residential District.** The purpose of the RH district is to provide apartments, multiple dwelling groups, condominiums, co-op housing studios, lofts and live-work units on appropriate sized lots. RH areas are typically designated adjacent to commercial and other services in close proximity to parks and playgrounds with direct access to major roadways and public transportation.

Permitted Unit Density by Zone

1. **RS, Single-Family Residential District** – four (4) to a maximum of six (6) dwelling units per gross acre.
2. **RM, Medium Density Residential District** – six (6) to a maximum of twelve (12) dwelling units per gross acre.
3. **RH, Multifamily Residential District** – twelve (12) to a maximum of thirty-six (36) dwelling units per gross acre.

The Land Use Element of this general plan establishes a range for dwelling units beginning at one (1) units per acre (Residential Estates District). While this does not require a specific density in any designation, the intent of the zoning ordinance is to encourage densities toward the upper limit of the general plan designation. Since much of the land designated for multiple family residential development is already within the city, its development would be considered infill. Restrictions on the minimum number of units developable on a property would not encourage infill that the city considers desirable from a service provision standpoint or affordable housing standpoint. Infill helps provide affordable housing and often makes rehabilitation profitable for private developers. Since much of the infill lots already have services, the cost of developing or expanding these lots is less than new construction. Although the services are already in place, they are often inadequate to support a significantly larger development without substantial cost. The city should, however, discourage lower density development



designated for higher density project requiring a conditional use permit for lower density development in RM and RH zones. The city should also investigate the possibility of providing a separate zoning approval process for infill development and new construction.

Building Codes and Enforcement

While minimum building codes enforced by state law are essential to the physical construction of safe and lasting housing, additional standards controlling the design of unneeded safety precautions may increase the cost of dwellings unnecessarily. Waterford follows the most recent version of the Uniform Building Code.

Zoning Code Enforcement

The City of Waterford provides code enforcement on a complaint basis. Due to limitations in staffing the city does not have the capability of going out and citing individuals for building and zoning code violations.

Unless the city is made aware of violations within the community there is no proactive enforcement activity. However, when the city is made aware of violations or health and safety concerns relating to a residence an inspections will be made and a violation notice issued.

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

The city currently enforces the most recent edition of the Uniform Building Code. Minor modifications have been made to individual sections of the code. But, none of the modifications substantially alter the code.

On-and Off-site Improvements

The City of Waterford requires vertical facing curb, gutter and sidewalk on all residential streets. Typical right-of-way for local streets is approximately 50 feet with 36 feet of pavement. The Circulation Element provides for a minimum right-of-way width of 50 feet for a subdivision. The general plan also allows for private streets to deviate from the standards shown in Table 40, provided that future maintenance of the streets is assured by the developer.

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



**TABLE 40
STREET RIGHT-OF-WAY DEVELOPMENT REQUIREMENTS
CITY OF WATERFORD
2015**

Street Type	Right of Way
Local	59 – 60 ft.
Collector	68 – 75 ft.
Major Collector	68 – 75 ft.
Divided Arterial	118 ft.
Arterial	95 ft.
Source: City of Waterford Vision 2025 General Plan, Transportation and Circulation Element, October 2006	

~~Redevelopment projects, and~~ Building permits proposing changes equal to more than 25 percent of the assessed value of the home, are required to bring the street improvements up to City standard. In the redevelopment areas of the community, funds for rehabilitation of substandard units have included provisions for street improvements.

The city does not believe that the provision of street improvements is a burden to the development of affordable housing. The street sections are designed to accommodate storm water drainage, and facilitate safe automobile, pedestrian and bicycle circulation. Street lights and fire hydrants, required at regular intervals within the city, also address public health and safety.

Fees

Waterford imposes fees which reflect the actual cost of providing service to new development. As shown in Table 42, the average building permit is assessed fees of approximately \$15,732.00 for single family residential (per dwelling) and \$13,194.00 for multi-family residential (per dwelling).

**TABLE 41
FACILITY FEES
CITY OF WATERFORD**

	Single Family Residential	Multi-Family Residential
Traffic	\$5,280.00	\$4,214.00
Parks and Recreation	\$4,224.00	\$4,214.00
Water	\$0.00	\$0.00
Wastewater Treatment Plant	\$3,044.00	\$3,044.00
City Facilities	\$517.00	\$414.00
Police	\$911.00	\$729.00
Sewer	\$0.00	\$0.00
Drainage	\$0.00	\$0.00
Admin and Planning	\$712.00	\$569.00
Note: Facility Fees effective July, 2007		

Processing and Permit Procedure



~~Expeditious processing and permit procedures can minimize development holding costs dramatically. Unfortunately, delays occur in the process which later translate into increased housing costs for the home buyer. Waterford follows differing processing procedures for various planning transactions. Zoning modifications must go before the Planning Commission and City Council for passage, with an average processing time of 60 days. Tentative maps for subdivision development are required to pass the Planning Commission and City Council for passage averaging 60 days. All other use permits, environmental initial assessment, and other transactions of this type must be presented before the Planning Commission for their approval and generally average less than 30 days. In the case where an environmental impact report is required, several more months of time will be added to the processing period.~~

The high cost of housing is often blamed in part on governmental delays and processing time. Unquestionably, in some communities, more stringent development regulations have increased processing time and thus added to housing costs. The cost to the developer as the result of unscheduled regulatory delay can include increased carrying costs for land, increased overhead cost, as well as increases in the cost of labor and materials due to inflation and/or demand and supply economics, or the loss of sales due to changes in the market. Table 42 summarizes the City’s estimated processing times for City approvals that may be required in the residential development process. These times are at the shorter range for California cities.

TABLE 42 PLANNING DEPARTMENT SCHEDULE OF RESIDENTIAL PROCESSING TIMES CITY OF WATERFORD 2015	
Residential Approvals	Approximate Processing Time (Weeks)
Subdivision Maps	6 – 8
Zone Change	14
Conditional Use Permit	6 – 8
Architecture Site Plan Review	6
Planned Community Master Plan	12 – 16
Planned Community Development Plan	12 – 16
General Plan Amendment (No EIR)	14 – 18
General Plan Amendment (with EIR)	40 – 56

Source: City of Waterford, 2015

Staffing

Limitations on staffing can affect development processing and ultimately home construction costs through inadvertent delays. Typical of many small cities, the city of Waterford relies on part-time or contractual expertise due to the volume of development. Currently, Waterford contracts for building inspection on an as needed basis, a staff planner, and engineering services on retainer with specific work charged at cost, and a city attorney on a monthly retainer. *Due to the fact that planning/building permit and inspection services are supported in large part through permit fees, sufficient staff support is available to insure prompt review and approval of development permits.*



Staff support, however, for development of grant programs for low and/moderate income housing programs is not available given the City's financial limitations. This limits both the ability of the City to initiate affordable housing programs or administer programs that have been previously approved.



10.13 ENVIRONMENTAL CONSTRAINTS

Environmental factors such as agricultural land, seismicity, flood zones, and fire hazards can impact the development of housing. Costs associated with mitigation can increase housing prices, and environmental issues may prevent development in some areas. A detailed analysis of all these issues is contained in the City of Waterford Vision 2025 General Plan and associated Environmental Impact Report (EIR). The following discussion focuses on the most pertinent environmental constraints as they relate to housing.

Agricultural Constraints

As the city grows, it is inevitable that agricultural land will be converted to an urban use within the city's Sphere of Influence (SOI). The city is surrounded by prime and statewide important farmland to the north, south, and west. As the city grows, agricultural land inevitably will be converted to urban use within the city's adopted urban planning boundary.

According to the Vision 2025 General Plan EIR, the Waterford General Plan will result in development review policies and standards that will encourage the conversion of approximately 1,610 acres of land designated as “Prime”, “Unique” or of “Statewide Importance” to non-agricultural uses. These impacts were analyzed as part of the EIR and appropriate General Plan policies are in place to help conserve prime, unique and farmland of statewide importance.

Geology and Soils

Structures located in seismically active areas can be at risk of damage or injury to the inhabitants. Furthermore, problems associated with earthquakes, such as landslides or liquefaction, can cause damage to dwelling units.

The City of Waterford is located in the San Joaquin Valley. According to the Vision 2025 General Plan EIR, Stanislaus County is subject to a range of ground-shaking intensities. Using the Modified Mercalli Intensity Scale of 1931 as a reference, the eastern half of the county can be expected to have an intensity of VI or VII, producing minor to moderate damage. The western half of the county can be expected to have an intensity of VII or VIII, producing considerable damage to ordinary structures (county of Stanislaus 1987). The probability of liquefaction (i.e., temporary loss of soil strength) and related ground failures is expected to be highest in areas that are subject to ground shaking; have clean, unconsolidated alluvial sediments and soils; and have groundwater within 50 feet of the ground surface.

The city of Waterford, and its future urban expansion areas, are not likely to expose people or structures to substantial adverse geologic risks from earthquake fault or rupture, strong seismic ground shaking, seismic-related ground failure or landslides. Steep bluff areas along the Tuolumne River and Dry Creek are subject to landslide hazard that could become very hazardous during periods of high precipitation combined with an earthquake event. Structures located along the top of these steep bluff lines could become unstable. This conclusion is based on the geologic data collected and analyzed in the Stanislaus County General Plan and elsewhere.



Hydrologic and Water Quality

Hydrological constraints such as flooding can increase the cost of housing due to mitigation requirements or may preclude housing development in certain areas. FEMA Flood Insurance Studies (FIS) and Flood Insurance Rate Maps (FIRM) for the area were analyzed to determine the 100-year floodplain elevations and flood categories for the area. The City and study area are predominately categorized as Zone C, which is defined as “areas of minimal flooding”. The local vicinity of Dry Creek and the Tuolumne River are categorized as Zone A and Zone B flood zones. Zone A is defined as “areas of 100-year flooding; base flood elevations and flood hazards not determined” and Zone B is defined as “areas between limits of the 100-year flood and 500-year flood; or certain areas subject to 100-year flooding with average depths less than (1) one foot or where the contributing drainage areas is less than one square mile; or areas protected by levees from the base flood.

Fire Hazards

Both structural and wildland fire hazards can threaten residences in Waterford. Grasslands and brush in existing vacant areas are located in and around the City. These pose a potential fire hazard in these areas.

The city contracts with the Stanislaus Consolidated Fire Protection District (SCFPD) for fire protection services. The SCFPD also serves the City of Riverbank, the communities of Empire, Hickman, La Grange and the Beard Industrial Tract. In all, the SCFPD serves 195 square miles of Stanislaus County out of (5) staffed stations and (1) reserve/volunteer station. The SCFPD provides fire suppression, emergency first responder, rescue services, as well as public education programs for schools, community organizations and other members of the community. In addition, the SCFPD works with the City of Waterford to adopt and enforce codes and ordinances relative to fire and life safety, and reviews development projects within the city for potential impacts on fire protection services.

The district is staffed by (46) professional fire personnel, (25) reserve firefighters, (3) battalion chiefs, (2) staff personnel and the fire chief. The fire district also employ’s (3) fire investigators, (2) fire inspectors, (1) staff person and the fire marshal with Stanislaus County.

The Waterford fire station, Station 34, is located at 321 “E” Street in the city of Waterford. The station houses (1) type 1 district engine, (1) type 3 district engine, (1) district water tender, (1) rescue and a water rescue boat. This fire station has a service area of 105 square miles, which includes the city of Waterford, and the community of Hickman. Station 34 also provides a strong response into the community of La Grange, which is within the district, but is staffed with reserves. SCFPD also is providing reciprocating services with surrounding fire districts and the city of Oakdale.

The SCFPD has established service goals and response times for emergency calls of 5 minutes, 80% of the time within the city. The response times within the city currently meet this SCFPD goal.



Biological Services

According to the Vision 2025 General Plan EIR, the General Plan proposes expansion of the Waterford urban area to lands that are not known to contain species identified as a candidate, sensitive, or special status species. Areas containing habitat that could be used by such species, primarily along the Tuolumne River and Dry Creek, have been set aside for preservation. The final determination, however, will be made upon specific development project site plans and special biological studies at the time of development proposal review.

10.14 NON-GOVERNMENTAL CONSTRAINTS

Market Constraints

The ability to fulfill housing needs is impacted greatly by constraining factors prevalent in the housing market today. Non-governmental factor inhibiting the availability of housing include financing costs, land prices, and construction costs. The increase in interest rates, and their impact upon mortgage rates, can eliminate the opportunity for many residents to own their own home. Materials required in home building and the price of land, depending on its location, have also restricted the pool of prospective homeowners.

This section identifies those factors prevalent in the Stanislaus County market area which inhibit the development, maintenance, or improvement of housing. The Stanislaus County market area was selected as the basis for analysis because insufficient data exists specific to Waterford, and the Stanislaus County market is generally reflective of Waterford housing constraints.

Financing Costs

Policies set at the federal level affecting interest rates, subsidies, material, and wage costs are cost factors which are little influenced by local policy, desire, or action. One of the significant components to overall housing cost is the cost of purchasing a home as reflected in mortgage rates. After decades of slight fluctuations in the federal funding rate, [the rate the Federal Reserve charges banks for loans], during the 1980's the Federal Reserve raised it, which resulted in a peak of mortgage interest rates to around 18%. The decade of the 1990's saw the Federal Reserve act to control inflation by lowering the federal funds rate to a low of 1%, which resulted in historically low mortgage rates fluctuating between six and eight percent. During the first years of the new century, mortgage interest rates have remained low, with some rates reaching below six percent. Such a low mortgage rate for the average 30-year home loan resulted in significant numbers of new home-owners entering the market, which increased demand for houses, which was one of the factors in an increase of home prices.

Interest rates affect home costs in other ways. When rates are high, so are construction costs, since home-builders and contractors must borrow money at a higher cost in order to finance construction. This higher cost is reflected in higher sales of new homes. Second, higher interest rates have a substantial affect on monthly payments.



High interest rate effectively removes a majority of home-buyers from the market. An increase of only one percent in interest rates eliminates thousands of potential homeowners. For every one percentage point increase in the mortgage interest rates, the monthly payment increases about 10 percent.

A high monthly mortgage payment is only one of the many problems confronting potential homeowners. Another significant problem is that households seeking to buy a home must also contend with high initial costs. As home prices and interest rates soar, so does the amount of the down payment required to purchase them. Not only is a household faced with high monthly payments (including principal, interest, property taxes, and insurance), but it must initially come up with a large down payment. In addition, a family can expect to pay an estimated two or three percent of the sales price for closing costs. A substantial number of people could afford to make the monthly payments involved in home ownership, but because they lack the large down payment, they are forced out of the market. This is particularly true for families who have not previously owned a home and thus have no equity built up for a down payment.

Rental construction has increased dramatically as it has for single-family construction. As a rule, renters are the least able to afford more costly housing and higher rents because of the increased costs in land, labor and material, and financing cost.

Construction Costs and Land Prices

Construction costs for housing in Waterford typically average \$65 per square foot, excluding land cost, according to _____ of _____. This construction cost includes labor and materials, and does not include other costs considered to be “soft” costs such as building permit fees, land costs, design, and marketing.

Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangements made between the buyer and seller.

According to _____, finished lot costs in Waterford range from \$_____ to \$_____. Finished lots are residential lots with improvements (i.e. water, sewer, streets, etc.) already installed. In 2015, these lots are typically bank-owned, or being sold by Developers looking to reduce inventory. In addition to the cost of raw land, housing prices are influenced by the cost of holding land while development permits are being processed. The shorter the period of time that it takes a local government to process applications for building, the lesser the effect inflation will have on the cost of construction and labor. Permit processing times are discussed earlier in this chapter in the context of government constraints on the development of affordable housing.



10.15 FINANCIAL RESOURCES FOR HOUSING

There are several local, state, and federal funding programs that can be used to assist first-time homebuyers, build affordable housing, and help special needs groups, such as seniors and large households. Because of the high cost of project development and the competition for funding sources, several sources of funds are usually required to construct an affordable housing development. Funds provided may be low-interest loans that need to be repaid, or in some instances, grants are provided that do not require repayment.

Table 43 identifies a range of funds that are available from Federal, State, local and private sources which may be used to develop and rehabilitate affordable housing.

TABLE 43 SUMMARY OF FINANCIAL RESOURCES FOR HOUSING CITY OF WATERFORD 2015	
Program Name	Description
FEDERAL PROGRAMS	
Community Development Block Grant (CDBG) Program	Federal block grant program administered and awarded by the State Dept. of Housing and Community Development (HCD) on behalf of HUD through an annual competitive process to cities and counties. Funds may be used for affordable housing acquisition, rehabilitation, construction, homebuyer assistance, community facilities, community services, and infrastructure improvements, among other uses that assist low-income persons.
Neighborhood Stabilization Program (NSP)	Federal block grant administered and awarded by HUD, which was enacted by the United States Housing and Urban Development Department to allow Municipal Agencies to purchase foreclosed or abandoned homes and to rehabilitate, resell, and redevelop these homes in order to stabilize home neighborhoods.
Emergency Shelter Grants (ESG) Program	Federal block grant program administered and awarded by the State Dept. of HCD on behalf of HUD through an annual competitive process to cities and counties. Funds may be used for homeless services and facilities, including emergency shelter and transitional housing.
Housing for Persons with AIDS (HOPWA) Program	HOPWA makes grants to local communities, States, and non-profit organizations for projects that benefit low-income persons medically diagnosed with HIV/AIDS and their families. HOPWA funding provides housing assistance and related supportive services
HUD Continuum of Care grants	Continuum grants fund outreach and assessment programs and provide transitional and permanent housing for the homeless.
HOME Investment Partnership Act (HOME) Funds	Federal block grant program for affordable housing activities administered and awarded by the State on behalf of HUD through an annual competitive process to cities, counties, and private non-profit housing development agencies.
HUD Section 8 Rental Assistance Program	Provides project-based rental assistance or subsidies in connection with the development of newly constructed or substantially rehabilitated privately owned rental housing financed with any type of construction or permanent financing.



HUD Section 8 Housing Choice Voucher Program	HUD Section 8 Voucher program provides very-low income tenants with a voucher to be used in rental housing of the tenant's choosing.
HUD Section 202 - Supportive Housing for the Elderly Program	Provides funding for construction, rehabilitation or acquisition of supportive housing for very low-income elderly persons and provides rent subsidies for the projects to help make them affordable.
HUD Section 203(k) - Rehabilitation Mortgage Insurance Program	Provides in the mortgage, funds to rehabilitate and repair single-family housing.
HUD Section 207 - Mortgage Insurance for Manufactured Home Parks Program	Insures mortgage loans to facilitate the construction or substantial rehabilitation of multi-family manufactured home parks.
HUD Section 221(d)(3) and 221(d)(4)	Insures loans for construction or substantial rehabilitation of multi-family rental, cooperative, and Single Room Occupancy (SRO) housing.
HUD Section 811 - Supportive Housing for Persons with Disabilities	Provides funding to nonprofits to develop rental housing for persons with disabilities, and provides rent subsidies for the projects to help make them affordable.
HUD Self-help Homeownership Opportunity Program (SHOP)	Provides funds for non-profits to purchase home sites and develop or improve the infrastructure needed for sweat equity affordable homeownership programs.
HUD Shelter Plus Care Program (S+C)	Provides rental assistance and permanent housing for disabled homeless individuals and their families.
HUD Supportive Housing Program (SHP)	Provides grants to develop supportive housing and services that enable homeless people to live independently.
Low-Income Housing Tax Credit (LIHTC) Program	Provides Federal and State income tax credit based on the cost of acquiring, rehabilitating or constructing low-income housing.
Mortgage Credit Certificate (MCC) Program	MCCs can be used by lower-income first-time homebuyers to reduce their federal income tax by a portion of their mortgage interest.
USDA RHS Direct Loan Program and Loan Guarantee Program (Section 502)	Provides low-interest loans to lower-income households. Also guarantees loans made by private sector lenders.
USDA RHS Home Repair Loan and Grant Program (Section 504)	Provides loans and grants for renovation including accessibility improvements for persons with disabilities.
USDA RHS Farm Labor Housing Program (Section 514)	Provides loans for the construction, improvement, or repair of housing for farm laborers.
USDA RHS Rural Rental Housing - Direct Loans (Section 515)	Provides direct loans to developers of affordable rural multi-family rental housing and may be used for new construction or rehabilitation.
USDA RHS Farmworker Housing Grants (Section 516)	Provides grants for farmworker housing.
USDA RHS Multi-Family Housing - Rental Assistance Program (Section 521)	Provides rent subsidies to ensure that elderly, disabled, and low-income residents of multi-family housing complexes financed by RHS are able to afford rent payments.
USDA RHS Rural Housing Site Loans (Sections 523 and 524)	Provide financing for the purchase and development of affordable housing sites in rural areas for low/moderate-income families.



USDA RHS Housing Preservation Grant Program (Section 533)	Provides grants to nonprofit organizations, local governments and Native American tribes to renovate existing low-income multi-family rental units.
USDA RHS Rural Rental Housing Guaranteed Loan Program (Section 538)	Provides funding construction of multi-family housing units to be occupied by low-income families.
STATE PROGRAMS	
Affordable Housing Innovation Program: Catalyst Community Grant Program	Grants in support of designated Gold and Silver Catalyst Projects; ongoing targeted technical assistance from participating State agencies; and bonus points when applying for State funding programs.
Affordable Housing Innovation Program: Golden State Acquisition Fund	Provides quick acquisition financing for the development or preservation of affordable housing. Loans for developers, provided through a nonprofit fund manager.
Affordable Housing Innovation Program: Local Housing Trust Fund Program	To help finance local housing trust funds (LHTFs) dedicated to the creation or preservation of affordable housing
CalHome Program	Grants to local public agencies and nonprofit corporations for first-time homebuyer down payment assistance, home rehabilitation, including manufactured homes not on permanent foundations, acquisition and rehabilitation, homebuyer counseling, self-help mortgage assistance programs, or technical assistance for self-help homeownership.
California Self-Help Housing Program (CSHHP)	Grants are made to sponsor organizations that provide technical assistance to participating families.
State Community Development Block Grant Program (CDBG): CD, Native American, and Colonia Allocation	Funds housing activities, public works, community facilities, and public service projects serving lower-income people in small, typically rural communities.
State Community Development Block Grant Program (CDBG): Economic Development Allocation, Over the Counter Development	Economic development through assistance to local businesses, resulting in the creation or retention of jobs for low-income workers in rural communities.
State Community Development Block Grant Program (CDBG): Economic Development Allocation, Enterprise Fund Component	Assists low-income microenterprise owners, and create or preserve jobs for low-income and very low-income persons.
State Community Development Block Grant Program (CDBG): Planning and Technical Assistance Grants	Provides funds for small cities and counties for planning and evaluation studies related to any CDBG-eligible activity.
Disaster Recovery Initiative (DRI) / Disaster Recovery Enhancement Fund (DREF)	Established to distribute federal funds to assist physical and economic recovery from wildlife disasters in 2008 that affected 15 California counties and two Indian tribes.



Emergency Housing and Assistance Program Capital Development (EHAPCD)	To fund capital development activities for emergency shelters, transitional housing and safe havens that provide shelter and supportive services for homeless individuals and families.
Enterprise Zone Program (EZ)	Stimulates business investment and job creation for disadvantaged individuals in state-designated economically distressed areas of California.
Governor’s Homeless Initiative (GHI)	Reduces homelessness by funding development or permanent supportive housing for persons with severe mental illness and are chronically homeless.
Housing Related Parks Program	Provides financial incentives to Cities and Counties that issue building permits for new housing.
Infill Infrastructure Grant Program	Funds infrastructure improvements to facilitate new housing development in residential or mixed use infill projects and infill areas.
Transit-Oriented Development Housing Program	Provides funding to stimulate the production of higher density housing and related infrastructure within close proximity to qualifying transit stations that encourage increased public transit ridership and minimizes automobile trips.
Accessibility Grants for Renters	Grants by HCD to local agencies to fund accessibility improvements for disabled renters.
Building Equity and Growth in Neighborhoods (BEGIN)	HCD provides grants to local public agencies that adopt measures to encourage affordable housing. Grant funds must be used for down payment assistance for low and moderate-income homebuyers.
California Homebuyer’s Down payment Assistance Program (CHDAP)	Provides deferred down payment assistance loans for first-time moderate-income homebuyers.
California Self-Help Housing Program	Provides grants to organizations in order to assist low and moderate-income households who build their own homes.
CDLAC Tax-Exempt Housing Revenue Bonds	Local agencies can issue tax-exempt housing revenue bonds to assist developers of multifamily rental housing units, acquire land, and construct new projects or purchase and rehabilitate existing units. Reduce interest rate paid by developers for production of affordable rental housing for low and very low income households.
CHFA Affordable Housing Partnership Program (AHPP)	Provides below market-rate mortgages to qualified low-income, first-time homebuyers who also receive direct financial assistance from their local government, such as down payment assistance or closing cost assistance.
CHFA Homeownership Program	Program offers single-family low-interest homeownership loans requiring as little as 3% down payment to first-time low- and moderate-income buyers to purchase new or existing housing.
CHFA 100% Loan Program (CHAP)	Provides 100% of the financing needs of eligible first-time homebuyers by providing a below market interest rate first mortgage combined with a 3% "silent second" mortgage to purchase newly constructed or existing (resale) housing.
CHFA Self-Help Builder Assistance Program	Offers an opportunity to households with limited down payment resources to obtain homeownership. The borrower's labor represents the down payment.
CTCAC Tax Credit Program	Through a competitive process, awards tax credits to local agencies or non-profits for the development of affordable rental housing.
Emergency Housing Assistance Program (EHAP)	EHAP provides funds for emergency shelter, transitional housing and related services for the homeless and those at risk of losing their housing. The funds are distributed to all 58 counties based on a “need” formula derived from factors including population, unemployment and poverty.



Jobs Housing Balance Incentive Grant Program	Provides grants to local governments that approve increased housing production.
Joe Serna, Jr. Farmworker Housing Grant Program: Single Family	Finances new construction, rehabilitation and acquisition of owner-occupied housing units for agricultural workers, with a priority for lower-income households. – Homeowner Grants
Joe Serna, Jr. Farmworker Housing Grant Program: Rental	Finances new construction, rehabilitation and acquisition of owner-occupied housing units for agricultural workers, with a priority for lower-income households. – Rental new construction or rehabilitation grants and loans
Local Housing Trust Fund	Provides matching grants to local agencies that operate local housing trust funds.
Mobile home Park Resident Ownership Program (MPROP)	Finance the preservation of affordable mobile home parks by conversion to ownership or control by resident organizations, nonprofit housing sponsors, or local public agencies.
Multifamily Housing Program: General Component (MHP-General)	Provides low-interest loans to developers of affordable rental housing.
Multifamily Housing Program: Supportive Housing Component (MHP-SH)	Provides low-interest loans to developers of permanent affordable rental housing developments that contain supportive housing units.
Multifamily Housing Program: Homeless Youth Component (MHP-HY)	Provides low-interest loans to developers of affordable rental housing developments that contain units for homeless youth (HY).
Preservation Interim Repositioning Program	Provides a short-term loan to an organization for preservation of “at-risk” subsidized developments.
Preservation Opportunity Program	Provides supplemental financing for “at-risk” subsidized rental developments receiving bond financing from CalHFA.
Predevelopment Loan Program (PDLP)	Provides predevelopment capital to finance the start of low-income housing projects.
Proposition 84 Office of Migrant Services	Uses general obligation bonds to fund new construction or conversion and rehabilitation of existing facilities for migrant housing.
School Facility Fee Down payment Assistance Program (CHFA)	Provides down payment assistance grants for low and moderate-income homebuyers of newly constructed to cover school impact fees
LOCAL PROGRAMS	
Single-Family Mortgage Revenue Bonds	Bonds may be issued and used to fund programs for construction and rehabilitation of affordable single-family housing.
Multi-Family Mortgage Revenue Bonds	Bonds may be issued and used to fund programs for construction and rehabilitation of affordable multi-family housing.
PRIVATE RESOURCES	
Federal Home Loan Bank Affordable Housing Program	Provides grants or subsidized interest rate loans for purchase, construction and/or rehabilitation of owner-occupied housing by or lower- and moderate-income households and/or to finance the purchase, construction or rehabilitation of rental housing.
Federal National Mortgage Association (Fannie Mae) Programs	Provides low down payment mortgage to help first-time buyers purchase a home.



Federal Home Loan Mortgage Corporation (Freddie Mac) Affordable Gold Program	Provides mortgages requiring as little as 3% down payment.
California Community Reinvestment Corporation (CCRC)	Provides long-term mortgage and bond financing for new construction, acquisition and rehabilitation as well as direct equity investment funds to acquire housing at risk of going to market-rate rents.
Low-Income Housing Fund	Provides financing for low-income housing at affordable rates and terms.

Source: HUD, HCD Financial Assistance Directory Program (June 2012), LISC, USDA, and CCRC.

10.15 GOALS, POLICIES AND IMPLEMENTATION PROGRAMS

The following sections review the individual actions and programs necessary to achieve the plan goals. Each goal contains a brief overview; an identification of existing and potential action and programs to meet stated goals; a five-year action plan; and identification of responsible agencies and funding sources.

PROVISION OF ADEQUATE SITES FOR HOUSING DEVELOPMENT

The available land inventory shows vacant, underdeveloped and re-developable lands that could be developed using existing infrastructure. Development on infill lots should be encouraged. These lots, due to existing utility services, would be less expensive to develop and could potentially provide for every low- and moderate income housing without substantial cost to the City. Urban infill would also help maintain the rural character of Waterford as well as lower overall service and capital improvement costs. No amount of infill, however, will enable the City to meet all of its housing needs through 2008.

Action Plan

It should be noted that several of the goals listed below were also goals in the 1984 Housing Element and were considered “un-attained” by this review. The city still feels, however, that many of these goals are valid, and were not attained due to a lack of staff by the city, or by reductions in national, state or local revenue sources. In order to clarify Housing Element’s approach to Goals, Policies and Objectives, the Action Plan will be completed in two separate sections.

The first will provide those items that the city can feel confident in achieving based on those variables that the city alone can control. The second section will include those actions that the city feels may be attainable, but are dependent upon the consideration of other agencies.



Goals Attainable by City Action Alone

Goal I

Provision of adequate sites for housing development.

~~a) The City of Waterford will prepare a five-year land use update as part of its general plan update. As part of that update adequate sites will be identified to provide 200 percent of the necessary land inventory to meet the needs of the very low and low-income group.~~

~~Year: 2005-06
Responsible Agency: City of Waterford, Planning Department
Funding Source: General Fund, Developer Financing (General Plan Update)~~

~~b) The City of Waterford will revise its zoning ordinance to provide for zone districts that will provide housing densities adequate to meet the needs of the very low and low-income group. During the process of revision, the issue of discrete zoning, minimum density requirements, the requirement of a conditional use permit to develop at lower densities, and requiring a permit for demolition of existing very low and low income dwelling units, shall be reviewed by the Planning Commission and City Council.~~

~~Year: 2006-07
Responsible Agency: City of Waterford, Planning Department
Funding Source: General Fund~~

e)a) The City of Waterford will periodically update a set of reference maps with zoning, infrastructure and other relevant development information to provide for future review and analysis of zoning within the jurisdiction and to assist developers in locating appropriate sites for housing.

Year: Ongoing
Responsible Agency: City of Waterford, Planning Department
Funding Source: General Fund, (Some of the costs of this program will off-set by map sales.)

~~d) The City of Waterford will utilize a portion of the monies within the Redevelopment Agency Housing Set Aside fund to provide for the funding of a position to identify and apply for additional Community Development Block Grant funds to either acquire or extend necessary services to infill parcels for housing development.~~

~~Year: Ongoing as opportunity exists
Responsible Agency: City of Waterford, Redevelopment Agency/Planning Department
Funding Source: Redevelopment Agency Housing Set Aside Fund~~

~~e) The city will actively pursue annexation of land after completion of the update to the general plan. Within the limits allowed as a result of mitigation measures applicable to the plan update, the city will actively seek to annex land for development as the demand occurs.~~



~~Year: Ongoing as housing needs occurs~~
~~Responsible Agency: City of Waterford, Planning Department~~
~~Funding Source: General Fund, (Either the developer or the project proponent will pay the cost of annexation of private lands)~~

f)b) The city will investigate ways to encourage urban infill. In this study current development policies will be analyzed and programs formulated for providing incentives such as permitting higher densities under certain conditions, expediting processing of site plans, etc.

Year: Ongoing
Responsible Agency: City of Waterford, Planning Department
Funding Source: General Fund

g)c) The City of Waterford will prepare an inventory of government owned land within the city and its “sphere of influence” and will analyze that land for possible housing sites. If appropriate sites can be identified, the city will approach developers and funding agencies to facilitate development of the sites with assisted housing.

Year: 2016
Responsible Agency: City of Waterford, Planning Department
Funding Source: General Fund



Goal II

To manage housing and community development in a manner which will promote the long-term integrity and value of each new housing unit and the environment in which it is located.

~~a) The City of Waterford will revise its zoning ordinance to provide for zone districts that will provide housing densities adequate to provide housing opportunities for the very low and low-income group.~~

~~Year: 2006-07
Responsible Agency: City of Waterford, Planning Department
Funding Source: General Fund~~

~~b) The City of Waterford will establish a policy regarding the allocation of a percentage of its housing set aside allocation from the incremental tax increases for property within the Redevelopment Agency to acquire properties for the development by non-profit developers.~~

~~Year: 2006-07
Responsible Agency: City of Waterford, Redevelopment Agency/Nonprofit Developers
Funding Source: Redevelopment Agency Set asides~~

e)a) The City of Waterford will work with the Housing Authority and seek Article XXXIV approval within the City of Waterford to facilitate the funding of housing for very low and low-income families.

Year: 2006-07
Responsible Agency: City of Waterford/Housing Authority of the County of Stanislaus
Funding Source: General Fund

e)b) The City of Waterford will investigate financing a non-profit organization to provide application for an administration of the California Housing Rehabilitation Program-(HOME) Program.

Year: Ongoing
Responsible Agency: City of Waterford **Redevelopment Agency**
Funding Source: General Fund

e)c) The City of Waterford will work with the County Housing Authority to advertise the availability of housing programs and housing rights for all residents. Housing Authority literature, in both Spanish and English, will be placed at city hall, the police department, public library and other public places in the community.

Year: Ongoing
Responsible Agency: City of Waterford/Stanislaus County Housing Authority
Funding Source: General Fund



Goals Attainable, but Needing Action Beyond Direct City Control

The following goals are seen by the city as being desirable and will, to the extent feasible, will be implemented by the city. Unfortunately, full attainment of these goals will require the cooperation of independent agencies over which the City of Waterford can exercise only lobbying influence. To the extent that the goal(s) require an independent action by the city, that action will be taken.

1. The City of Waterford will apply for Community Development Block Grant funds, as they become available from state and federal sources, for the purchase of sites for housing to be land banked or used for the development of assisted housing.

Year:	On-Going
Responsible Agency:	City of Waterford, Redevelopment Agency
Funding Source:	Community Development Block Grant

PROVISION FOR VERY LOW, LOW, AND MODERATE INCOME HOUSING

The high correlation between income deficiencies and housing problems indicates the need to develop the means to assist low- and moderate-income households. Although government subsidized housing programs will continue to be instrumental in improving the living conditions of those households, other actions are also essential to deal with these needs.

In addition to the challenge of meeting current housing needs, provision must also be made to satisfy the housing needs of the future population. Production is primarily dependent upon the ability of households to afford to pay monthly for housing. Unless the economic profile of the future population is significantly different from the current regional population, it is reasonable to expect that many of the newly-formed households will have deficient incomes. As in the past, these lower income families will, in many cases, be unable to satisfy their housing needs through the normal housing market, making government assisted housing programs essential and supporting the need for economic development activities which produce new jobs.

In the past 30 years, private industry has been unable to produce housing affordable by the lower-income family. Current trends indicate that other segments of the housing market may present similar problems in the future. Evidence indicates that moderate-income families are finding it increasingly difficult to satisfy their housing needs in today's market. Since 1970 it is estimated that the rates of increase in rental cost and sales prices have been twice as great as the increase in median income. Should the income-to-cost disparities continue to increase in the years ahead, the ability of the housing industry to produce affordable housing for this large segment of Waterford's population may be seriously diminished.

Although state and local governments, as well as private industry, have important roles in the provision of assisted housing, federal funding of existing and/or new housing programs is essential to the provision of assisted housing for very-low, low, and



moderate-income households. Without that resource, the ability of local government to address the housing needs of these income groups is very limited. In the past several years the availability of funding through the federal government has diminished alarmingly and local government is facing a situation in the near future where there may be no resources at all to assist the very-low and low-income groups. Only a change in state and national priorities will alleviate this problem.

Local governments will need to address a number of specific concerns which may prove critical to meeting future housing needs, especially if housing costs continue to increase at current rates. As noted previously, an extraordinarily high growth rate has been realized by multiple-family units and mobile homes. Expressed as a proportion of the total housing stock, the importance of this component of the inventory has more than doubled since 1970. Presumably, as housing costs rise, future housing needs will increasingly be translated into a greater demand for these less costly housing types. While existing community plans provide for a full range of housing types and densities, future decisions regarding public improvements, zoning, and development standards will determine the extent to which multiple-family housing and mobile homes will be successfully utilized in meeting anticipated housing needs.

Housing assistance provided by federal and state programs falls into two categories: assistance to homeowners and assistance to renters. Within each of these categories, programs address either rehabilitation of existing units or construction of new housing units. Some programs assist the individual or family while others assist the owner or developer.

The County Housing Authority administers most programs providing low-rent housing. The Housing Authority operates 19 units under the Section 8 Existing Housing Program in the City of Waterford. Other programs for the elderly, low rent public housing or farm worker housing can not be administered due to a lack of Article XXXIV authority.

If Article XXXIV authority is granted, the Housing Authority functions in the capacity of a developer and manager of low-rent housing facilities. The Authority has the responsibility for planning, financing, constructing, purchasing, leasing, and managing properties and dwelling units encompassed by a variety of low-rent housing programs. By virtue of its ownership of leasehold interest in various properties, the Housing Authority performs all the functions of a private owner, including selecting tenants, collecting rents, maintaining properties, and a myriad of related activities.

Action Plan – Assistance to Homeowners

1. The City of Waterford will encourage developers to make application for RHS 502 Interest Subsidy programs and will work with and assist those developers. The city will take all actions necessary to expedite processing and approvals for such projects.

The City of Waterford will contact nonprofit developers, to inform them of Waterford's participation in this program. Moreover, the City of Waterford will establish a procedure that will provide pre-application review of projects to expedite their timely approval.



This program provides direct loans to individuals of low to moderate income to purchase newly constructed homes. The interest rate varies according to the applicant's adjusted family income and may be from as low as one percent to market rate.

The ability to achieve this objective is contingent upon the market conditions during the plan period, interested developers, the availability of county staff and congressional authorization to issue such bonds.

Year:	Ongoing
Responsible Agency:	City of Waterford/Private Developers
Funding Source:	Farmers Home Administration



Action Plan – Assistance to Renters (Except Special Needs Groups)

1. The City of Waterford will support the Housing Authority's implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program which provides rent subsidies directly to participants' landlords, and will support that agency's attempts to secure additional funding for expanded programs.

Year: Ongoing
Responsible Agency: Housing Authorities of the City and County of Stanislaus
Funding Source: Federal Department of Housing and Urban Development

2. The City of Waterford will encourage developers to make application for California Housing Finance Agency (CHFA) AB 333 Subsidized Rental allocations which provide subsidized interest rates and operating subsidies to developers of rental housing projects.

Year: Ongoing
Responsible Agency: Private Developers
Funding Source: California Housing Finance Agency

3. The City of Waterford will participate with Stanislaus County in the issuance of multi-family mortgage revenue bonds as developers request such assistance to finance new construction projects for very low-, low, and moderate-income households and will assist by locating appropriate sites and by taking all necessary actions to expedite processing and approvals for such projects. The ability to achieve this objective is contingent upon the market conditions at the time the issue is structured, the availability of county staff and interested developers.

Year: Ongoing
Responsible Agency: City of Waterford/Stanislaus County Department of Community Development/Private Developers
Funding Source: Community Development Block Grant/Private Investors

4. The City of Waterford will work with the Housing Authority and seek Article XXXIV approval within the City of Waterford to facilitate the funding of housing for very low- and low-income families.

Year: Ongoing
Responsible Agency: City of Waterford
Funding Source: General Fund

5. The City will update and make available to the public a Housing Condition Survey. The Survey should follow the California Department of Housing and Community Development's (HCD) example.



Year: 2016
 Responsible Agency: City of Waterford, Planning Department
 Funding Source: General Fund

HOUSING REHABILITATION AND CONSERVATION

Many dwellings were built prior to local building codes and planning regulations and may have been constructed without proper safety features or located in areas subject to natural hazards. In other cases, lack of planning permitted development of housing without supportive services and facilities. Consequently, the quality and desirability of many of these dwellings diminished rapidly and today they represent a large portion of Waterford’s substandard housing stock.

In addition, housing conservation is necessary to protect the stock of affordable housing units for very low-, low, and moderate-income households, from being converted to other uses benefiting lower income groups (i.e. commercial and industrial uses or housing for higher income groups).

Action Plan

1. The City of Waterford will support Housing Authority administration of the Section 8 Moderate Rehabilitation Program. It provides for improvements to existing housing units as well as rental assistance payments on behalf of lower-income families.

The Housing Authority will solicit proposals from owners who have units that do not meet minimum quality housing standards and are interested in putting their units in the program. If rehabilitation is deemed feasible, the property owner will be responsible for making all required improvements, and when completed, will execute a 15-year contract for rent subsidies for qualified renters. The rents for these units will be higher than for the regular Section 8 program in order to provide additional income for repaying the cost of rehabilitation.

Year: Ongoing
 Responsible Agency: City of Waterford and the Stanislaus County Housing Authority
 Funding Source: Federal Department of Housing and Urban Development

2. The City of Waterford will participate with Stanislaus County in securing and implementing the HUD Home Rental Rehabilitation program which provides low interest loans between \$1,000 and \$24,999 per unit to rehabilitate existing rental housing.

The ability to achieve this objective is dependent upon the availability of county staff and interested property owners.

Year: Ongoing
 Responsible Agency: Stanislaus County Department of Community



Funding Source: Development
Federal Department of Housing and Urban
Development

- The City of Waterford will encourage homeowners to make application for U.S. Department of Rural Housing Services 504 Single Family Rehabilitation allocations which provides home repair loans up to \$20,000 at one percent interest to very low-income families for the purpose of making repairs needed for the health and safety of the family and/or the community.

The ability to achieve this goal is dependent upon availability of funds from U.S. Department of Agriculture and interested property owners.

Year: Ongoing
Responsible Agency: Rural Housing Services
Funding Source: U.S. Department of Agriculture

- The City of Waterford will inspect mobile home parks on an annual basis for code compliance in accordance with Title 25, Chapter 5, of the California Administrative Code. This City also inspects on a complaint basis.

Year: Each Year
Responsible Agency: City of Waterford; Stanislaus County Health Department, Environmental Health System
Funding Source: General Fund, (Developer funding for new mobile home parks.)

- The City of Waterford will investigate financing of a nonprofit organization to provide application for and administration of the California Housing Rehabilitation Program Rental (CHRP-R) Program.

This program provides low interest rate loans to landlords to facilitate the rehabilitation and remodeling of existing rental units.

Year: Ongoing
Responsible Agency: City of Waterford Redevelopment Agency
Funding Source: Redevelopment Agency Incremental Tax Base/CDBG

HOUSING TO ACCOMMODATE SPECIAL NEEDS

Individuals and households with “special needs” are those whose housing requirements go beyond just a safe and sanitary dwelling at an affordable price and include either unique physical or sociological requirements, or both. Included in this category are senior citizens and disabled persons, who have particular physical needs as well as sociological needs unique to their group; large families, who need four, five, or more bedrooms in a dwelling; farm workers, who move from one location to another for all or part of the year; the homeless, and families with female heads of households, who suffer a unique form of discrimination as well as having needs related to location and size of unit.



Large households living in overcrowded conditions may be considered a group with special needs, although there is limited information regarding the extent of this problem. Further, since this condition is often a matter of personal choice based on culture or religious belief, the family may not consider its overcrowding to be an issue of community concern. In some instances, intervention or the suggestion of intervention by the community in this aspect of family life is unwelcome.

Not all persons and households with “special needs” are in the lower-income groups, but it can be safely assumed that those with sufficient income available can satisfy their needs. Special needs groups with low or limited incomes are those targeted by the action plan. All programs listed in the prior section will also serve to assist those individuals and households with special needs.

Many of the following programs rely on Article XXXIV authorization approved by referendum in Waterford. The current City Council believes that this approval would be beneficial to the community but cannot, for obvious reasons, guarantee that the approval will be forthcoming.

Action Plan

Many of the following programs will require land designated for development at a density/intensity greater than that of single family. As noted elsewhere in this element, the city currently has a need for additional sites suitable for medium and high density residential development. As part of the general plan review process, sites within the existing city limits will be evaluated for their ability to support an increased density. The designation of new sites, particularly for land outside of the city limits, will require subsequent environmental review and policy discussion on the part of the Planning Commission and City Council. Recommendation for redesignation of sites within the city limits for increases density will be based on the ability of existing infrastructure to accommodate higher demands, public input, and the normal general plan amendment and rezoning process. It is anticipated that additional medium and high density residential sites will be identified and designated by December of 2004.

1. The City of Waterford will encourage nonprofit sponsors to make application for HUD Section 202 allocations for construction of rental housing for seniors and disabled and will consider all actions needed to expedite processing and approval of such projects.

In addition, should the funding become available, the city will facilitate the project by assisting in locating appropriate sites and will consider the use of the Community Development Block Grant allocation and/or other available resources to either write down the cost of the site or fund infrastructure improvements.

Year:	Ongoing
Responsible Agency:	Nonprofit Sponsor
Funding Source:	Federal Department of Housing and Urban Development



2. The City, in cooperation with Stanislaus County, will apply to the State Department of Housing and Community Development for an HCD Farm Worker Housing Grant. To be funded with CDBG and with a State HCD Farm Worker Housing Grant, the homes will be sold at a subsidized cost to eligible farm workers.

The ability to achieve this goal is dependent upon the availability of county staff and funds from HCD.

Year: Ongoing
Responsible Agency: City of Waterford, Stanislaus County Department of Community Development
Funding Source: Community Development Block Grant, State Farm Worker Housing Grant

3. The City of Waterford will encourage nonprofit sponsors and/or the Housing Authority to make application for Rural Housing Services 514/516 allocations for rentals which provide a combination of grants and loans to finance the construction of migrant farm worker rental housing. Public and private nonprofit corporations, including state agencies and political subdivisions, are eligible for both grants and loans.

The ability to achieve this goal is dependent upon the availability of county staff, interested profit and nonprofit corporations and the availability of funds from RHS.

Year: Ongoing
Responsible Agency: Housing Authorities of the City and County of Stanislaus, Stanislaus County Department of Community Development, or a nonprofit sponsor
Funding Source: Farmers Home Administration

4. The city will support the county in undertaking a program of data analysis to define the need for farm worker housing. Existing Census data, EDD data, and Self Help Enterprises and County Planning Department studies will be used to determine amount, location, and type of housing need in all parts of the county. The ability to achieve this goal is dependent upon the availability of county staff.

Year: Ongoing
Responsible Agency: Stanislaus County Planning Department
Funding Source: Community Development Block Grant

REMOVAL OF CONSTRAINTS

As stated, many factors affect the ultimate cost of housing to the consumer, be it rental or housing for home ownership. Those factors which either prevent construction or raise the cost of construction and/or improvement of housing can be considered constraints. Some of these constraints are the result of governmental actions, policies, regulations, and standards, and some are non-governmental market factors. However, governmental and non-governmental constraints are interrelated and each affect the other, so action programs which affect one group can affect the other. To address governmental



constraints, the City of Waterford needs to analyze carefully fees, land use controls, building codes, site improvement standards, etc. to determine if these are constraints and then, whether or not those constraints are necessary for other reasons, such as health and safety, environmental considerations, etc., and finally how the constraints could be removed.

Non-governmental constraints are beyond the control of local government and cannot be generally impacted by any action of the city or county. However, certain actions of local government can mitigate some of the adverse impacts of market constraints on a very localized basis.

Action Plan – Governmental Constraints

1. The City of Waterford will review its zoning ordinance to identify those obstacles to the timely development of housing.

Year: Ongoing
Responsible Agency: City of Waterford
Funding Source: General Fund

2. The City of Waterford will review its development standards in order to identify those areas that could result in impediments to the development of new housing opportunities within the City of Waterford. The city will also evaluate developer driven amendments to the city standards provided that sufficient documentation and assurance of effectiveness is provided. The safety and cost effectiveness of maintenance of improvements on a city-wide level will be the governing factor in approving changes to the development standards.

Year: Ongoing
Responsible Agency: City of Waterford
Funding Source: General Fund, (Developer if change in standards is requested.)

3. The Planning Commission will conduct an ongoing review of city policies and actions relating to housing development. This task force will provide annual updates to the City Council regarding its findings.

Year: Ongoing
Responsible Agency: City of Waterford
Funding Source: General Fund

4. The will work to develop new water resources necessary to support new development within the City and the planned expansion areas of the City. This task may involve the acquisition of the existing De Este water system from the City of Modesto.

Year: Ongoing
Responsible Agency: City of Waterford
Funding Source: General Fund



Action Plan – Non-Governmental Constraints

1. The City of Waterford will participate with Stanislaus County in the issuance of single-family and multiple-family mortgage revenue bonds for the purpose of reducing take-out interest rates to home buyers and developers of rental housing.

Year: Ongoing
Responsible Agency: City of Waterford/Stanislaus Community Development Department
Funding Source: General Fund

2. The City of Waterford will participate with Stanislaus County in identifying adequate reserves of developable land to address the problem of land costs.

Year: Ongoing
Responsible Agency: Stanislaus County Department of Community Development
Funding Source: Community Development Block Grant, other funding sources from state and federal government

3. The City of Waterford will implement the density bonus requirements in state law which provide for a 25 percent density bonus for housing project which provide 25 percent of the units for rent or sale to households of low and moderate-income households (80 percent to 120 percent of median income)..

Year: 2016
Responsible Agency: City of Waterford
Funding Source: Developer/Applicant

4. The City of Waterford will implement a program to identify barriers to infill development. The concept will be to facilitate development of infill areas and underdeveloped parcels prior to annexation and urbanization of agricultural land.

Year: Ongoing
Responsible Agency: City of Waterford Planning Department
Funding Source: General Fund

OPPORTUNITIES FOR ENERGY CONSERVATION

During the update of the general plan, the city will consider measures to lower the energy requirements of single and multiple family dwellings. Among the measures considered will be:

- Street tree requirements for all new subdivisions along with the requisite irrigation systems to ensure that the trees will be viable.
- Smaller street sections. Within reasonable safety requirements, it may be possible to reduce the amount of pavement around residential areas. This would reduce the amount of reflected and radiated heat.
- Solar water heating systems to supplement gas or electric hot water heaters for



multiple and group family facilities. Policies would also encourage supplementing single family water heating requirements with solar heaters.

- Siting of structures and alignment of streets to make best use of prevailing winds and light patterns through the community. At a minimum the city could produce information for builders and home buyers on the advantages of favorable home placement.

Many of these measures, if adopted, will become part of the general plan after the update is completed. If adopted by the council, these measures can begin to take effect immediately and should be relatively self implementing.

PROMOTION OF EQUAL HOUSING OPPORTUNITIES

Although essential to meeting housing needs, the provision of a sufficient number of dwelling units will not in itself ensure that the entire population will be adequately housed. A large segment of the population is living on very low incomes. As housing costs have risen in recent years, many of these households have been forced to apply an excessive amount of their budget to housing costs. In order to remain in the house of their choice, some residents, such as the elderly, pay such a large portion of their income on housing that they are unable to purchase other basic living necessities. In the case of the large family, lack of sufficient income usually restricts housing choice to the least expensive dwelling which is usually inadequate for their needs and frequently deficient in quality and size.

For many other households who have sufficient income to purchase quality housing, choice of housing location is still frequently denied because appropriate housing at acceptable cost is not adequately dispersed throughout the county or within individual communities.

Although inadequate distribution of affordable housing within a community or region is an important constraint to choice, discrimination due to race, religion, or ethnic background is an equally significant factor affecting equal housing opportunity. Actions which result in illegal discrimination in the renting or sale of housing violate state or federal laws and should be reported to the proper authorities for investigation. The agency responsible for investigation of housing discrimination complaints is the State Department of Fair Employment and Housing. The County Department of Weights, Measures, and Consumer Protection will handle complaints not accepted by that agency.

Action Plan

1. The city will support the county establishment of an inter-agency task force to determine the effectiveness of existing programs in complying with federal equal opportunity objectives and will request that the Task Force include city representation.

Year:	Ongoing
Responsible Agency:	Stanislaus County Department of Community Development
Funding Source:	Community Development Block Grant



- The City of Waterford will direct residents with discrimination complaints to the State Department of Fair Employment and Housing or the County Department of Weights, Measures, and Consumer Protection Affairs.

Year: Ongoing
 Responsible Agency: State Department of Fair Employment and Housing; Stanislaus County Department of Weights, Measures, and Consumer Protection Affairs
 Funding Source: State Funding; Community Development Block Grant (for housing discrimination only)

QUANTIFIED OBJECTIVES

One of the requirements of state law (California Government Code, Section 65583[b]) is that the Housing Element contains quantified objectives for the maintenance, preservation, improvement, and development of housing. Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall, however, establish the maximum number of housing units by income category that can be constructed, rehabilitated, and conserved over a nine-year period.

Table 44 summarizes the quantified objectives for the construction, rehabilitation, or conservation of units during the time frame of the Housing Element (2014-2023).

TABLE 44 SUMMARY OF QUANTIFIED OBJECTIVES CITY OF WATERFORD						
Objective Category/Program	Extremely Low	Very Low	Low	Moderate	Above-Moderate	Total
HCD Housing Needs Determination (2014-2023)	107	107	142	158	368	882
Permit Development Activity (As of January 2015)	0	0	0	0	0	0
Remaining Need (2014-2023)	107	107	142	158	368	882
QUANTIFIED OBJECTIVES JANUARY 2014 – SEPTEMBER 2023						
New Construction ¹	102	102	137	158	368	867
Conservation/Preservation of At-Risk Units						
Rehabilitation	5	5	5	N/A	N/A	15
TOTAL	107	107	142	158	368	867
Notes: ¹ New Construction includes residential projects currently approved, as well as vacant sites identified in Table 37.						