



Housing | City of Dixon Housing Element Update

# 2023-2031 HOUSING ELEMENT

Adoption Draft | January 2023







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## 1. INTRODUCTION

To plan for the development of adequate housing for everyone in a community, a housing element is prepared as a part of a city's general plan. This Housing Element specifically addresses housing needs and resources in Dixon. The Introduction provides a brief overview of Dixon and its housing issues, the purpose and content of the element, the public participation process undertaken to assist in the development of the element, and the Housing Element's relationship with the rest of the General Plan.

### COMMUNITY CONTEXT

Dixon is in eastern Solano County, approximately 21 miles southwest of Sacramento and 65 miles east of San Francisco (see **Figure 1**). Since its incorporation in 1878, Dixon has grown from a small town of about 300 residents to a community of approximately 20,000. Much of this growth has occurred since the 1950s, and Dixon's population has continued to grow as more and more families have been attracted to the city's location and rural small-town character.

Though more businesses have located in the city, Dixon remains a community with rich agricultural roots. Unlike much of the rest of the northern Bay Area, Dixon has flat terrain and climate similar to that of the Central Valley. Dixon is home to the annual Lambtown Festival as well as the May Fair, one of the oldest state fairs in California.

Dixon is primarily a residential community, with much of its developed land occupied by housing. The predominant housing type is single-family homes, representing 81.4 percent of the housing stock. Multifamily developments, including apartment and condominium complexes, comprise 18.0 percent of the dwelling units, with the remaining 0.7 percent being mobile homes. As is the case in many communities throughout the region, housing costs in Dixon have increased over the last year. The median price of a single-family home sold in Dixon in 2021 was \$596,500, a 14.6 percent average annual increase since 2013.

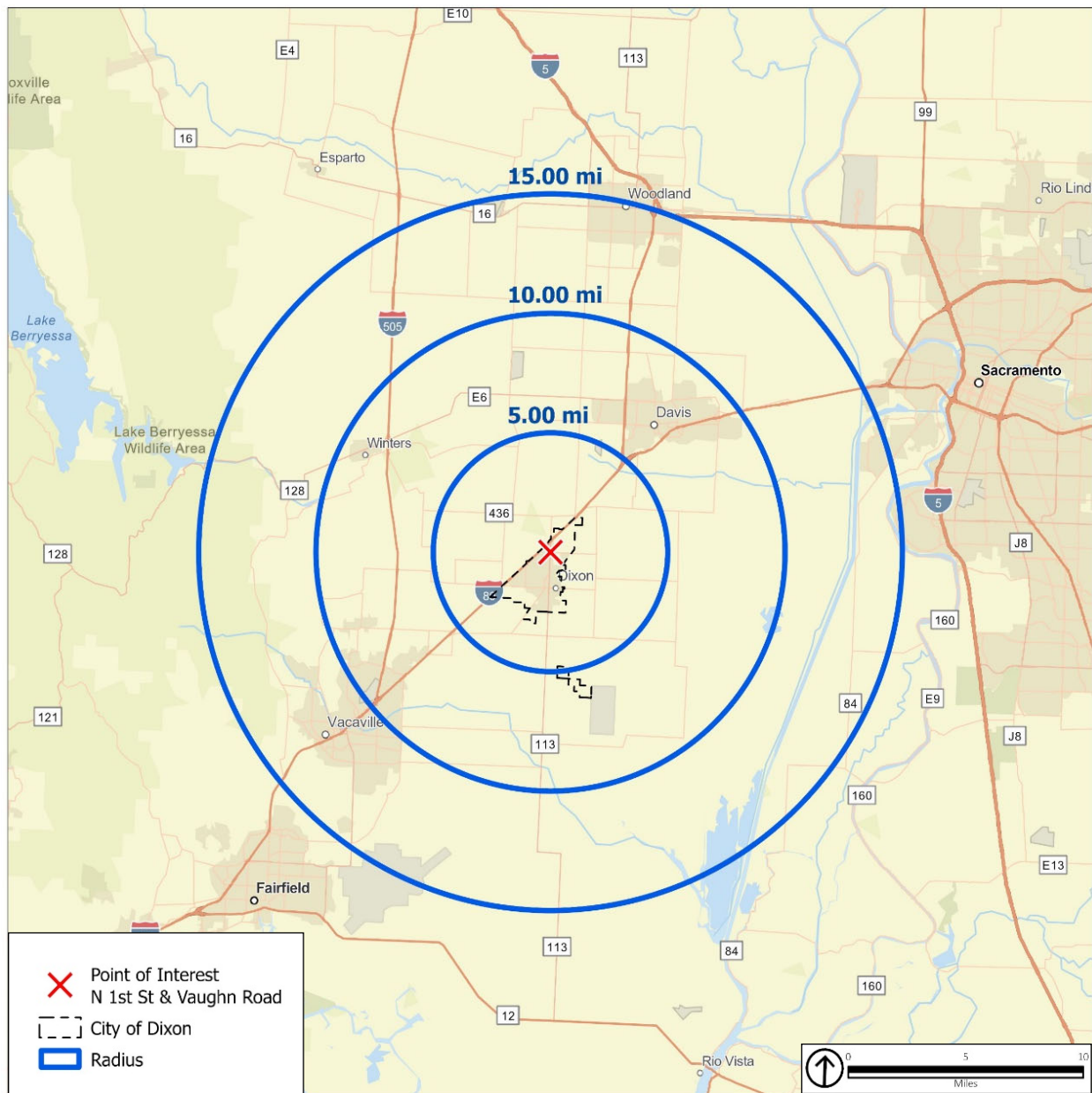
Much of the housing in Dixon has been built in the last 30 years and is in relatively good condition. However, a recent study of the city's housing stock indicates that some homes, particularly those in parts of the former redevelopment area<sup>1</sup>, are older and have a need for repairs and maintenance. The City promotes home improvement through its code enforcement activities and plans to continue its Housing Rehabilitation Program, as funding is available. Continued City efforts are important to help maintain and improve Dixon's housing.

According to projections by the Association of Bay Area Governments (ABAG), of the counties in the ABAG region, Solano County is expected to have the largest percentage increase in jobs over the next 30 years. In addition, growth in both the Sacramento area and throughout Solano County is expected to impact the local housing market.

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<sup>1</sup> Redevelopment areas were established under the following requirements: the area must be predominately urban, seriously blighted, and dependent upon redevelopment to cure the conditions of blight.

FIGURE 1: REGIONAL LOCATION



Source: Solano County, City of Dixon, 2022

## STATE POLICY AND AUTHORIZATION

The California Legislature has declared that the availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every California family is a priority of the highest order. Recognizing the important role of local government in the pursuit of this goal, the Legislature has mandated that all cities and counties prepare a housing element as part of their comprehensive general plan. In California it is typical for each city or county to prepare and maintain its own separate general plan and housing element. However, Solano County and all the seven cities in Solano County, with the help of the Solano Transportation Authority (STA), formed the Solano County Regional Early Action Planning (REAP) Housing Element Collaborative to provide a regional approach to the Housing Element. This approach provides an opportunity for countywide housing issues and needs to be more effectively addressed at the regional level rather than just at the local level. Regional efforts also provide the opportunity for the local governments in the county to work together to accommodate the Regional Housing Needs Allocation (RHNA) assigned to the Solano County region. In addition, economies of scale can result in significant cost savings to jurisdictions preparing a joint housing element.

The primary objective of the project is to prepare a regional housing needs assessment and regional assessment of fair housing to supplement local analyses of constraints, sites, and fair housing issues. The following jurisdictions are participating in the effort: Solano County, Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo. The purpose of the Housing Element is to identify housing solutions that solve local housing problems and to meet or exceed the RHNA. The City recognizes that housing is a need that is met through many resources and interest groups. This Housing Element establishes the local goals, policies, and actions the City will implement and/or facilitate to solve our identified housing issues.

California Government Code Section 65583 requires the Housing Element to include the following components:

- A review of the previous element's goals, policies, programs, and objectives to ascertain the effectiveness of each of these components, as well as the overall effectiveness of the Housing Element.
- An assessment of housing needs and an inventory of resources and constraints related to meeting these needs.
- An analysis and program for preserving assisted housing developments.
- A statement of community goals, quantified objectives, and policies relative to the maintenance, preservation, improvement, and development of housing.
- A program that sets forth an eight-year planning period schedule of actions that the City is undertaking, or intends to undertake, in implementing the policies set forth in the Housing Element.

The element covers an eight-year time frame and replaces a Housing Element adopted in April 2015 that covered the period from 2015 to 2023. This element covers a period extending from 2023 to 2031.



## HOUSING ELEMENT ORGANIZATION

The Housing Element of the General Plan has two purposes: (1) to provide an assessment of both current and future housing needs and constraints in meeting these needs; and (2) to provide a housing strategy with goals, policies, and programs that address the identified needs.

The City of Dixon prepared its Housing Element as part of a regional effort with the Solano County REAP Collaborative and is therefore organized slightly differently than the last Housing Element. Sections of the Housing Element were prepared on a regional level and other were focused solely on Dixon. The following sections describe the organization of the sections of the Housing Element.

**Section 1 – Introduction:** This section provides information on the State of California’s requirements, the purpose of the Housing Element, the organization of the document, and General Plan consistency.

**Section 2 – Review of Previous Housing Element:** This section contains an evaluation of the prior Housing Element and its accomplishments and analyzes differences between what was projected and what was achieved.

**Section 3 – Goals, Policies, and Actions:** This section sets forth the City’s goals, policies, and actions that are designed to address the housing needs in Dixon. Based on the findings of all of the previous sections, the Goals, Policies, and Actions section identifies actions the City will take to meet local housing goals, quantified objectives, and address the housing needs in Dixon.

**Section 4 – Housing Resources and Opportunities:** This section describes the City’s housing resources as well as the City’s existing housing stock and the potential areas for future housing development. This section also discusses opportunities for energy conservation, which can reduce costs to homeowners and infrastructure costs to the City.

**Section 5 – Governmental and Nongovernmental Housing Constraints:** This section analyzes potential governmental and nongovernmental constraints to housing development in Dixon. This includes the City’s planning, zoning, and building standards that directly affect residential development patterns as well as influence housing availability and affordability. Potential nongovernmental constraints include the availability and cost of financing, the price of land, and the materials for building homes.

The Appendices to the Housing Element are as follows:

**Appendix 1 – Regional Housing Element Public Outreach:** Describes the opportunities the City provided for public participation during the preparation of the updated Housing Element.

**Appendix 2 – Regional Housing Needs Assessment:** This focuses on demographic information, including population trends, ethnicity, age, household composition, income, employment, housing characteristics, housing needs by income, and housing needs for special segments of the population.

**Appendix 3 – Regional Fair Housing Assessment:** Includes an Assessment of Fair Housing that aims to combat discrimination, overcome patterns of segregation, and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics.

## GENERAL PLAN CONSISTENCY

The Dixon General Plan 2040 was adopted in May 2021, and the Housing Element has been reviewed for consistency with other General Plan Elements. The policies and programs in this Housing Element are consistent with the policy direction contained in other parts of the General Plan. The City will continue to review and revise the Housing Element, as necessary for consistency, once the comprehensive update is complete and when amendments are made to the General Plan.

Per Assembly Bill (AB) 162 (Government Code Section 65302.g.3), upon the next revision of the Housing Element on or after January 1, 2014, the Safety Element must be reviewed and updated as necessary to address the risk of fire for land classified as state responsibility areas, as defined in Section 4102 of the Public Resources Code, and land classified as Very High Fire Hazard Severity Zones, as defined in Section 51177. Senate Bill (SB) 379 (Government Code Section 65302.g.4) requires that the Safety Element be reviewed and updated as necessary to address climate change adaptation and applicable resiliency strategies. SB 1035 (Government Code Section 65302.g.6) requires that the Safety Element be reviewed and updated as needed upon each revision of the Housing Element or local hazard mitigation plan, but not less than once every eight years. SB 99 (Government Code Section 65302.g.5) requires that on or after January 1, 2020, the Safety Element includes information to identify residential developments in hazard areas that do not have at least two evacuation routes. As of 2022, the City is currently working to review and update the existing Safety Element, incorporating all State law changes, including applicable laws and any additional requirements and General Plan guidelines from the State of California Governor's Office of Planning and Research.

## REGIONAL HOUSING NEED

State law (California Government Code Section 65580 et seq.) requires the California Department of Housing and Community Development (HCD) to project statewide housing needs and allocate the anticipated need to each region in the state. Councils of Governments (COG), including ABAG, are responsible for developing a RHNA Methodology for allocating the Regional Determination to each city and county in the COG's region. This methodology must further specific state objectives, including, but not limited to, promoting infill, equity, and environmental protection; ensuring jobs-housing balance; and affirmatively furthering fair housing. As part of this process Solano County formed a subregion and established a methodology to distribute the units to each jurisdiction, including Dixon. Solano County's methodology and unit allocations were approved by HCD and the Solano County City County Coordinating Council in 2021. Of the 441,176 units allocated to the ABAG region, 10,992 were allocated to Solano County of which 416 were allocated to the City of Dixon, as shown in **Table 1**.

Dixon is required to plan for 416 units during the 2023–2031 planning period at certain densities—175 units must be affordable to lower-income (extremely low, very low-, and low-income) households, 62 must be affordable to moderate-income households, and 179 for above-moderate income households.

**TABLE 1: REGIONAL HOUSING NEED, 2023–2031**

Income Category	Allocation
Very Low*	113
Low	62
Moderate	62
Above Moderate	179
<b>Total</b>	<b>416</b>

*Source: California Department of Housing and Community Development, State Income Limits for Solano County, 2021; Solano County Subregion 6th Cycle Regional Housing Needs Allocation, Final Methodology*

*\*It is assumed that 50 percent of the very low- income is allocated to the extremely low-income category.*

## 2. PUBLIC PARTICIPATION

State law requires cities and counties to make a diligent effort to achieve participation from all segments of the community in preparing a Housing Element. Section 65583[c][6] of the California Government Code specifically requires that “The local government shall make a diligent effort 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.”

The diligent effort required means that local jurisdictions must do more than issue the customary public notices and conduct standard public hearings prior to adopting a Housing Element. State law requires cities and counties to take active steps to inform, involve, and solicit input from the public, particularly low-income and racial and ethnic households that might otherwise not participate in the process.

To meet the requirements of state law, the City of Dixon completed the public outreach at both the local level and as part of the regional Solano County Collaborative effort to encourage community involvement. These efforts included:

- Local Stakeholder Consultations
- Regional Stakeholder Consultations
- Community Workshops
- Online Community Survey
- Planning Commission and City Council Study Sessions
- Planning Commission and City Council Meetings

Regional efforts included three sets of community workshops, consultations, and a community survey, all of which are discussed in detail in **Appendix 1 – Regional Housing Element Public Outreach**.

For all public meetings, the City offers translation and reasonable accommodation services by request. Information on how to request this service is available on the City’s website and is included on meeting agendas. The City also has assisted living devices available to be checked out for public meetings to increase audio.

### LOCAL STAKEHOLDER CONSULTATIONS

To ensure that the City solicits feedback from all segments of the community, consultations were conducted with service providers and other stakeholders that represent different socioeconomic groups.

From December 2021 through February 2022, staff reached out to two local stakeholder organizations to offer the opportunity for each to provide one-on-one input on housing needs and programs. Additional feedback was received from seven regional organizations that serve Dixon residents. Representatives from the following organizations were interviewed as part of local efforts:

- Dixon Family Services, February 7, 2022

- Dixon Migrant Labor Center, February 16, 2022
- Yoche Dehe Wintun Nation, Cultural Resources Department, June 7, 2022

Consultations with Dixon Family Services and Dixon Migrant Labor Center identified a shortage of affordable housing as a major concern, as well as the high cost of housing in general. Paired with a shortage of rental housing, farmworker housing, and the conditions of farmworker and older housing, these present barriers for many households, though particularly those with lower incomes. Additionally, stakeholders identified a shortage of accessible units for seniors and persons with disabilities. These populations, and farmworkers, have special housing needs that, according to stakeholders, struggle to be met by the existing housing supply in Dixon. One stakeholder also expressed a need for better traffic management in response to residential growth and was concerned about the capacity of public services to meet growing demand. In response to these concerns, stakeholders identified a need for additional funding to support rehabilitation efforts, expanded services (i.e., shopping, transit) for residents as the city continues to grow, and prioritization of affordable development or other mechanisms to increase housing opportunities for lower-income households, such as through Section 8 mobility programs.

The city also participated in a consultation with the Yoche Dehe Wintun Nation (YDWN) Cultural Resources Department. The discussion included an overview of the Housing Element and Safety Element update process. There was clarification provided that the Housing Element and Safety Element do not propose any specific development or land use changes. The YDWN discussed the importance of communication early on in any development process to ensure that historic findings are treated respectfully and if possible, action is taken prior to discoveries. The City has included specific policies to engage actively with local tribal representatives to identify opportunities to preserve and feature tribal, cultural, historical, and archaeological resources.

## STUDY SESSIONS

On March 8, 2022, the City held a virtual study session for the Planning Commission to introduce the 2023-2031 Housing Element update and to review new state laws. A meeting was also held with the City Council in person, on March 15, 2022. The public was invited to attend and participate in both study sessions. At each meeting, staff presented an overview of the Housing Element update process and required contents of the element, discussed early strategies and possible sites to meet the City's RHNA, reviewed new state laws, and solicited feedback from the City Council, Planning Commission, and community members on these strategies and other housing needs in Dixon. No comments or questions were received during either study session.

## RESPONSE TO INPUT RECEIVED

The City received ongoing public comments during the drafting of the Housing Element. Public comments included the following:

- Request for additional information on sites, particularly Phase 2B of the Homestead project.
- Noting the need to complete HCD's electronic sites inventory form.



- Request to remove small sites identified for lower-income RHNA.
- Request to identify specific locations and site information suitable for agricultural employee housing, supportive housing, single-room occupancy units, emergency shelters, transitional housing, and mobile home parks.
- Request for continued information on the Housing Element update process.
- Concerns about the public outreach process. Specially, the lack of outreach to local neighborhood groups and inaccessible agenda items on City's website
- Concerns about permitting affordable housing and ADUs in Old Town Dixon.

All comments received were considered and used to inform the sites analysis and assessment of fair housing issues, and goals, policies, and actions were included and/or revised to incorporate the feedback received.

Revisions included addition of information in the analysis of the Homestead project, addition of information to the sites inventory table, addition of information to the small sites analysis, and revised programs to ensure ongoing outreach to meet all segments of the community.

## **NOTICING OF THE DRAFT HOUSING ELEMENT**

Per California Government Code Section 65585, the draft Housing Element was made available for public comment for 30 days, from August 12, 2022 to September 11, 2022. Public comments were received, and an additional 10 business days was allowed to consider and incorporate public comments into the draft revision before submitting to HCD on September 27, 2022. The draft was made available on the City's website and was noticed to residents through the same methods as the Planning Commission and City Council meetings. Additional direct noticing was sent to local housing advocate groups.



### 3. REVIEW OF PREVIOUS HOUSING ELEMENT

According to California Government Code Section 65588, Each local government shall review its housing element as frequently as appropriate to evaluate all of the following: (1) The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal. (2) The effectiveness of the housing element in attainment of the community's housing goals and objectives. (3) The progress of the city, county, or city and county in implementation of the housing element. (4) The effectiveness of the housing element goals, policies, and related actions to meet the community's needs, pursuant to paragraph (7) of subdivision (a) of Section 65583.

#### PROGRESS TOWARD MEETING QUANTIFIABLE OBJECTIVES

The 2015–2023 RHNA prepared by ABAG allocated 197 housing units that the City needed to plan for during the planning period to meet regional housing needs. ABAG disaggregated this allocation into four income categories: very low, low, moderate, and above moderate. **Table 2** compares the 5th Cycle RHNA to the building permits issued during 2015 to 2021. The City issued permits for a total of 670 units, exceeding the RHNA allocation for low-, moderate-, and above moderate-income housing.

**TABLE 2: REGIONAL HOUSING NEEDS ALLOCATION COMPARED TO PERMITS ISSUED, 2015–2021**

Income Category	2015–2022 RHNA	2015–2021 Building Permits Issued	Percentage of RHNA Accomplished
Very Low	50	0	0%
Low	24	98	408%
Moderate	30	145	483%
Above Moderate	93	427	459%
<b>Total</b>	<b>197</b>	<b>670</b>	<b>340%</b>

*Source: ABAG Regional Housing Needs Allocation (RHNA) Plan, July 2013; City of Dixon, June 2022.*

## EFFORTS TO ADDRESS SPECIAL HOUSING NEEDS

California Government Code Section 65588 requires that local governments review the effectiveness of the housing element goals, policies, and related actions to meet the community's special housing needs. As shown in the Review of Previous 2015-2023 Housing Element Programs matrix (**Table 3**), the City worked diligently to continuously promote housing for special-needs groups in a variety of ways. Some of the accomplishments are highlighted below:

- Two projects were developed to assist seniors, including a 44-unit senior development in 2017 and a 54-unit senior development in 2016.
- The Dixon Street Senior Apartments project was granted a density bonus and reduced parking standards. The project was also assisted with funds in the form of a low-interest loan for development of the project.
- The City amended the Zoning Ordinance to comply with the state Employee Housing Act (Health and Safety Code Sections 17021.5 and 17021.6).
- The City rezoned a total of 10.7 acres to RM-4, which allows densities between 22 and 29 units per acre to ensure sufficient capacity to meet the lower income RHNA.

## PROGRESS TOWARD MEETING HOUSING ELEMENT PROGRAMS

**Table 3** summarizes the programs from the 2015-2023 Housing Element. To the degree that such programs are recommended to be continued in the current Housing Element, these programs are reorganized and presented in **Section 4, Goals, Policies, and Programs**.

**TABLE 3: REVIEW OF PREVIOUS 2015-2023 HOUSING ELEMENT PROGRAMS**

Program	Implementation Status	Action
<p>Program 1.1.1 - Housing Rehabilitation.</p> <p>The City's Housing Rehabilitation Program provides low-interest loans of up to \$10,000 to assist lower-income families. The loans are available to owner-occupants as well as to owners of rental property. There are no application fees for the loans, and interest rates are as low as 2 percent. The City will continue to use Community Development Block Grants, when available, to fund the City's Housing Rehabilitation Program.</p>	<p>The City's Housing Rehabilitation Program did not provide any loans in the 5th cycle. The City does have Program Income in both CDBG and HOME accounts, but there are currently no active programs to utilize the available funding. The City plans to work with HCD to activate the housing rehabilitation program.</p>	<p>Modify.</p> <p>New Program 1.1.1</p>
<p>Program 1.2.1 - Code Enforcement.</p> <p>The City's Code Enforcement staff is responsible for ensuring compliance with building and property maintenance codes. Code Enforcement handles complaints on a reactive basis and deals with a variety of issues, including property maintenance, abandoned vehicles, and housing conditions. The City will continue to use Code Enforcement and Building Division staff to ensure compliance with building and property maintenance codes. The Code Enforcement program is complaint-based.</p>	<p>During the 5th planning period, the City maintained a full-time code enforcement officer and a building inspector to manage and ensure all building codes were up to date. The City will revise this program to include quantifiable objectives for rehabilitation and tie the program to geographic areas in most need of rehabilitation.</p>	<p>Modify.</p> <p>New Program 1.2.1</p>
<p>Program 2.1.1 - Condominium Conversion Ordinance.</p> <p>Both ownership and rental housing are an essential part of any community's housing stock. The conversion of existing apartment complexes to condominiums can reduce the supply of available rental units, an important housing option for lower income working families and individuals. An ordinance that outlines specific requirements and/or criteria for the conversion of rental units to condominiums or cooperative housing projects can ensure that rental households are not adversely affected by the conversion of apartment complexes.</p>	<p>The existing Condominium Conversion Ordinance has not been adopted. Interest in condo conversions is low, and the majority of the housing stock in Dixon is single-family detached.</p>	<p>Delete.</p>
<p>Program 2.2.1 - Preservation of Units.</p> <p>State law requires jurisdictions to provide a program in their housing elements to preserve publicly assisted affordable housing projects at risk of converting to market-rate housing. The City will continue to monitor the status of affordable housing projects, in particular the 65</p>	<p>The City will continue to monitor the status of the 65 units at risk. As their funding sources near expiration, the City will work with the owners and other agencies to consider options to preserve such units.</p>	<p>Modify.</p> <p>New Program 2.2.1</p>



Program	Implementation Status	Action
units at risk within ten years of the beginning of the planning period. As their funding sources near expiration, the City will work with the owners and other agencies to consider options to preserve such units. Notice tenants of at-risk units about available resources.		
<p>Program 3.1.1 - Utilize Exemptions Under Measure B.</p> <p>Measure B allows the City Council to grant an exception to increase the number of residential units built in any one year above the 3 percent threshold to meet Dixon's share of the regional housing needs. Before the dissolution of Redevelopment Measure B exempted all development in the Redevelopment Area from both the 3 percent annual increase cap and the 80/20 (80 percent single-family/20 percent multi-family) housing mix. The City is working on updates to the Measure B ordinance to delete all references to Redevelopment Areas being exempt. With the exemption gone, any future development within the Redevelopment Area would need the Council to allocate the project Measure B residential allotments.</p>	<p>During the 5th cycle, the City continued to evaluate and determine what units above capacity should be granted exemption. As of 2021, the interest in additional housing is mostly in areas outside the former Redevelopment Areas. No updates or changes have been made to the Measure B ordinance to delete references to RDA being exempt.</p>	<p>Modify. Combine with Programs 3.1.1, 3.3.1, and 5.2.1.</p> <p>New Program 3.1.1</p>
<p>Program 3.2.1 - Land Inventory Program.</p> <p>Dixon has a limited supply of vacant land zoned for residential use. Additional land may be needed in order to address Dixon's share of the regional housing need. The City initiated a comprehensive review of available sites within Dixon's boundaries that may be suitable for housing development. The City will continue to conduct annual reviews of available residential land to determine if rezoning, increased density, or additional land is necessary within the city limits or whether land should be made available through annexations from the City's Sphere of Influence to address the City's housing needs or if changes in zoning may be needed to meet City housing needs. Such zoning changes will be adopted annually, if needed.</p>	<p>The City continues to review the available sites within Dixon's boundaries. Although no formal inventory is completed the Housing element is up to date. No land was annexed during the 5th cycle planning period. The General Plan 2040 was adopted in 2021 and the City is currently doing a comprehensive zoning ordinance update. Prior to the GP update, the city only had a limited amount of area that was allowed for mixed use. As part of the General Plan, two new mixed land use designations were created—Corridor Mixed Use and Campus Mixed Use. These were in addition to the existing downtown mixed use. As part of the zoning update, the City will create zoning designations and rezone property to meet the new zoning designation to match the general plan.</p>	<p>Modify.</p> <p>New Program 3.2.1</p>

Program	Implementation Status	Action
<p>Program 3.3.1 - Housing Diversity.</p> <p>A diversity of housing types is important in order to provide a greater range of housing choice and to address the housing needs of all community members. The City will assign priority for Measure B allocations and entitlement processing to projects that include more than one housing type.</p>	<p>The City continues to evaluate projects that include more than one housing type. During the 5th planning period, the interest in additional housing throughout the city was mostly in areas outside the former RDA.</p>	<p>Modify. Combine with Programs 3.1.1 and 5.2.1.</p> <p>New Program 3.1.1</p>
<p>Program 3.3.2 - Custom Home Requirement.</p> <p>Create a broad range of options available throughout the city that will result in the production of housing available to all income levels, including single-family subdivisions where 5 percent of the units are dedicated to the development of custom homes.</p>	<p>This program has not been implemented with the current housing developments in the 3 major subdivisions that are being built in 2021. The City relied on other programs to increase the production of housing to all income levels, such as the density bonus program to build the Dixon Street Senior apartments.</p>	<p>Delete.</p>
<p>Program 3.3.3 - Residential Development Requirements.</p> <p>Residential development projects of 50 gross acres or more shall include a minimum of 5 percent of the total project residential developable acreage (net) for residential uses of 20 units per acre or higher, and 5 percent for residential uses of 10 units per acre or higher. Development projects with a requirement of less than 5 acres in either or both categories may opt to designate land off-site, if deemed appropriate for the project. If projects propose densities higher than the identified density, the required acreage shall be decreased accordingly.</p>	<p>The City has continued to implement this policy for residential development standards. During the 5th planning period, the City developed a few new projects that meet the 50-acre area. There are three subdivisions currently (2021) being developed. These are older subdivisions that were originally entitled in the early 2000s. These subdivisions are now being built but predated this requirement. Larger subdivisions moving forward would need to comply with the objectives of this program.</p>	<p>Modify.</p> <p>New Program 3.3.1</p>
<p>Program 4.1.1 - Provide Incentives for Special Needs Housing.</p> <p>The city has a number of incentives to encourage the production of housing to meet the needs of special needs populations, such as the elderly and persons with physical and developmental disabilities. These include density bonuses, modification of development standards, and development fee offsets. The City has provided incentives in the past to facilitate special needs housing. The Dixon Street Senior Apartments project was granted a density bonus and reduced parking standards, and the project was provided with financial assistance in the form of a low-interest loan for development of the project. The City</p>	<p>During the 5th planning period two projects benefited from this program, including Heritage Commons (Phase 3), a 44-unit senior/special needs housing development, in 2017 and Heritage Commons (Phase 2), a 54-unit senior/special needs housing development, in 2016.</p> <p>The Dixon Street Senior Apartments project was granted a density bonus and reduced parking standards. The project was also assisted with funds</p>	<p>Modify. Combine with Programs 4.1.2, 4.1.8, 5.3.3, and 6.1.1.</p> <p>New Program 5.3.1</p>

Program	Implementation Status	Action
will also participate in special needs housing projects of various types by providing gap financing or assisting with on- and off-site improvements, such as bus access for senior housing. The City will pursue grants, such as HOME matching grants, Community Development Block Grant, Farmworker Housing Grant Program, and other appropriate federal and state funding, to use in incentivizing development of special needs housing of all types. The City will continue to encourage housing development for special needs groups through the provision of density bonuses, regulatory incentives, and/or financial assistance.	in the form of a low-interest loan for development of the project.	
<p>Program 4.1.2 - Senior Housing Program.</p> <p>Periodically conduct demographic studies to predict the need for housing and care of senior citizens. These studies should include statistics on age, gender, income levels, marital status, state of health, and supportive services required.</p> <ol style="list-style-type: none"> <li>1. Develop a priority list for senior housing in order to ensure that housing targeted for seniors is appropriately designed.</li> <li>2. Provide incentives to builders to provide housing and care choices for seniors of all income levels (possible incentives will include reduced setbacks, reduced parking requirements, and technical assistance with applications for funding).</li> </ol>	The City continues to encourage the development of senior housing. During the 5th planning period the City assisted senior renters between 2016 and 2017 by building 98 units for senior and special needs housing	<p>Modify. Combine with Programs 4.1.1, 4.1.8, 5.3.3, and 6.1.1.</p> <p>New Program 5.3.1</p>
<p>Program 4.1.3 - Residential Care Facilities</p> <p>To fully comply with SB 520, the City will amend the Zoning Ordinance to update the definition of family to eliminate the limit on number of persons in a family.</p>	The City is currently updating its Zoning Ordinance, and this will be addressed as a part of the update. The Zoning Ordinance is planned for adoption in 2023.	<p>Modify. Combine Programs 4.1.6 and 4.1.7.</p> <p>New Program 4.1.3</p>
<p>Program 4.1.4 - Encourage Housing for Persons with Disabilities</p> <p>The City will continue to make the brochure on universal design, resources for design, and compliance with City requirements available and distribute the brochure to developers and to community organizations serving individuals with disabilities. The brochure will be updated on a regular basis.</p>	The City encourages housing for persons with disabilities. The City distributes brochures to developers and community organizations serving individuals with disabilities.	<p>Modify. Combine with Program 4.1.5.</p> <p>New Program 4.1.2</p>

Program	Implementation Status	Action
<p>Program 4.1.5 - Reasonable Accommodation</p> <p>The City will develop and formalize a general process that a person with physical and developmental 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 information to individuals with disabilities regarding reasonable accommodation policies, practices, and procedures based on the guidelines from the California Department of Housing and Community Development (HCD). This information will be available through postings and pamphlets at the City and on the City's website.</p>	<p>The City promotes reasonable accommodation by providing appropriate information and issuing building permits for individuals with disabilities but does not have a formal process.</p>	<p>Modify. Combine with Program 4.1.4.</p> <p>New Program 4.1.2</p>
<p>Program 4.1.6 - Zoning Ordinance Amendment.</p> <p>Amend the City's Zoning Ordinance to allow transitional and supportive housing in all zones allowing residential uses subject to only the same restrictions on residential uses contained in the same type of structure</p>	<p>During the 5th planning period the City completed Ordinance 13-008 allowing transitional and supportive housing in all zones and being subjected to the same restrictions on residential uses.</p>	<p>Modify. Combine Programs 4.1.3 and 4.1.7.</p> <p>New Program 4.1.3</p>
<p>Program 4.1.7 - Employee Housing Act.</p> <p>Amend the City's Zoning Ordinance to comply with the state Employee Housing Act (Health and Safety Code Sections 17021.5 and 17021.6) to treat employee housing that serves six or fewer persons as a single-family structure and permitted in the same manner as other single-family structures of the same type in the same zone (Section 17021.5). The Zoning Ordinance will also be amended to treat employee housing consisting of no more than 12 units or 36 beds as an agricultural use and permitted in the same manner as other agricultural uses in the same zone (Section 17021.6) in zones where agricultural uses are permitted.</p>	<p>To ensure the zoning code was in compliance with the state Employee Housing Act, the City amended the code to:</p> <ol style="list-style-type: none"> <li>(1) Treat employee housing that serves six or fewer persons as a single-family structure with the definition of family needing a minor amendment.</li> <li>(2) Permit employee housing of six or fewer persons the same manner as other single-family structures of the same type in the same zone.</li> </ol> <p>Likewise, the Zoning Ordinance was amended to allow employee housing without a limit on number.</p>	<p>Modify. Combine Programs 4.1.3 and 4.1.6.</p> <p>New Program 4.1.3</p>

Program	Implementation Status	Action
<p>Program 4.1.8 - Special Needs Housing, Including for Those with Developmental Disabilities.</p> <p>The City will work with housing providers to ensure that special housing needs and the needs of lower-income households are addressed for seniors, large families, female-headed households, female-headed households with children, persons with physical and development disabilities and, extremely low-income households, and homeless individuals and families. The City will seek to meet these special housing needs through a combination of regulatory incentives, zoning standards, new housing construction programs, and supportive services programs. The City will promote market-rate and affordable housing sites, housing programs, and financial assistance available from the city, county, state, and federal governments. In addition, as appropriate, the City will apply or support others' applications for funding under state and federal programs designated specifically for special needs groups and other lower-income households such as seniors, persons with physical and developmental disabilities, extremely low-income households, and persons at risk for homelessness.</p>	<p>The City continues to encourage the production of housing for households with special needs. The City approved Heritage Commons Phases 2 and 3, a 54-unit and 44-unit complex for the elderly.</p>	<p>Modify. Combine with Programs 4.1.1, 4.1.2, 5.3.3, and 6.1.1.</p> <p>New Program 4.1.1</p>
<p>Program 4.1.9 - Adopt Density Bonus Ordinance.</p> <p>The City will adopt a density bonus ordinance pursuant to State Government Code Section 65915, which requires local governments to grant a density bonus of at least 35 percent.</p>	<p>During the 5th planning period the City adopted a Density Bonus ordinance as per chapter 18.20A.</p>	<p>Modify.</p> <p>New Program 4.1.4</p>
<p>Program 5.2.1 - Affordable Housing Allotment.</p> <p>The City adopted an updated implementation ordinance for Measure B in April 2002, which allocates all unused housing allotments at the end of each five-year period to be used solely for affordable housing with City Council approval. As part of the implementation program for Measure B, the City will provide allocations for the development of affordable housing.</p>	<p>The City continues to encourage affordable housing by allocating unused housing allotments at the end of each five-year period through Measure B.</p>	<p>Modify. Combine with Programs 3.1.1 and 3.3.1.</p> <p>New Program 3.1.</p>



<p>Program 5.3.1 - Program to Rezone Sites.</p> <p>The City made substantial progress toward rezoning sites and approving projects to address the 250-unit Regional Housing Need Allocation (RHNA) shortfall from the 4th cycle Housing Element as shown in Table IV 2 of the Resources section of the Housing Element. After taking these efforts into account, a shortfall of 16 units affordable to lower-income households remains for the 4th cycle. In order to accommodate the 16 remaining units, redesignation and rezoning of the Southwest Affordable Housing site is proposed. The two parcels that make up the site total 10.7 acres and are currently designated MDH and zoned RM-2. An affordable housing project for 131 units has been approved on a portion of the site. In order to accommodate the densities allowed under the project, the site will need to be rezoned to RM-4, which allows densities between 22 and 29 units per acre, densities feasible to facilitate development of housing affordable to lower-income households in Dixon. A General Plan Amendment will also be required for the site to redesignate it to HD allowing 21.78 to 29.04 units per acre. Although a project has been approved on the site, building permits have not been approved and the project is not currently moving forward. This program proposes to redesignate/rezone the entire 10.7 acres; the City estimates that the site has a realistic capacity of 231 units (131 of these units have already been approved as part of the approved project as described above). The HD designation/RM-4 zoning will have a minimum allowed density of 21.78 units per acre with a maximum of 29.04 units per acre and allows residential uses only. This program will be implemented within one year of the beginning of the 5th cycle planning period or January 31, 2016.</p> <p>The City will monitor compliance with Dixon's share of the regional housing need. Within one year of adoption of the Housing Element, the City will undertake steps to ensure that adequate sites are available to meet the City's share of the regional housing need by rezoning of land for multi-family development and/or increasing the density of sites. The site proposed for rezoning permits owner-occupied and rental multi-family developments by right and does not require a conditional use permit, planned development permit, or any other discretionary review.</p>	<p>In 2016, the city achieved rezoning sites from the 4th cycle shortfall by adopting Ordinance 16-066 in May 2016 to amend the Specific Plan to rezone approximately 10.7 acres to RM-4 Multiple Family rezoning.</p>	<p>Delete. This program was completed</p>
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Program	Implementation Status	Action
<p>Program 5.3.2 - Large Lot Subdivision.</p> <p>If the approved multi-family residential project moves forward on the Southwest Affordable Housing site during the planning period (discussed in Program 5.3.1 above) or any additional projects are proposed on the site, the City will work to facilitate and streamline the subdivision of the 10.7 acre site. The City will prioritize the subdivision of the site when a project comes forward.</p>	<p>By passing Resolution 16-057, the City facilitated a multifamily residential project on the Southwest Affordable Housing site.</p>	<p>Delete. This program was completed.</p>
<p>Program 5.3.3 - Extremely Low-Income Households.</p> <p>Assembly Bill (AB) 2634 requires the quantification and analysis of existing and projected housing needs of extremely low-income households. The City permits single-room occupancy (SROs) units in the CD zoning district which are often more affordable to those with extremely low-incomes. To further support the development or rehabilitation of single-room occupancy units and/or other units affordable to the extremely low-income, such as supportive and multi-family units, the City will continue to seek and pursue state and federal funds and/or offer financial incentives or regulatory concessions. The City will seek funds annually or as funding becomes available.</p>	<p>The City continues to support the needs of extremely low-income households in need of housing by permitting single-room occupancy (SRO) units in the CD zoning district. The City continues to seek funds to support the development and rehabilitation of SROs, supportive, and family units.</p>	<p>Modify. Combine with Programs 4.1.1, 4.1.1 and 4.1.8.</p> <p>New Program 5.3.1</p>
<p>Program 5.4.1 - Affordable Housing Development Assistance.</p> <p>The provision of affordable housing and the implementation of other programs to support this type of development depend on the availability of housing funding from county, state, federal, and local sources. As discussed in Section IV, Housing Resources, a number of programs offered by state and federal agencies provide direct subsidies, mortgage insurance, or low-interest loans to nonprofit developers. Many of these programs offer:</p> <ul style="list-style-type: none"> <li>• Technical assistance grants for project feasibility and development <ul style="list-style-type: none"> <li>○ Subsidies for shared housing for: <ul style="list-style-type: none"> <li>– Shared housing for seniors</li> <li>– Congregate housing</li> </ul> </li> </ul> </li> </ul>	<p>The City was not awarded grant funding during the 2015-2023 planning period for affordable housing development assistance. However, the City continues to increase its competitiveness for grants by identifying City resources to match grants for federal and state programs, and coordinating with local service providers regarding state grants to assist affordable housing development.</p>	<p>Modify.</p> <p>New Program 5.4.1</p>

Program	Implementation Status	Action
<ul style="list-style-type: none"> <li>- Farmworker housing</li> <li>- Senior housing</li> <li>- Self-help housing</li> <li>- Transitional housing</li> <li>- Housing for other special needs populations</li> <li>• Mobile home park purchases and rehabilitation</li> <li>• Project loans and loan insurance for single-family and multi-family housing construction/rehabilitation</li> </ul> <p>The City is increasing and will continue to increase its competitiveness for these grants through such actions as preparing and adopting a Housing Element meeting state laws, identifying City resources to be used as matching grants for federal and state programs, and coordinating with local service providers regarding state grant opportunities</p>		
<p>Program 5.4.2 - Section 8 Rental Assistance.</p> <p>The Housing Choice Voucher or Section 8 rental assistance program provides rental subsidies to very low-income households, including seniors, families, and persons with disabilities. Through the Section 8 program, a person or family can receive a voucher that pays the difference between the current fair market rent (FMR) as established by HUD and what a tenant can afford to pay (i.e., 30 percent of household income). Households with Section 8 vouchers can live wherever landlords accept the vouchers. The voucher enables a household to choose rental housing that may be in excess of the FMR so long as the household pays the extra cost.</p> <p>The Housing Authority of the City of Vacaville administers the Section 8 program for Dixon. Given the continued need for rental assistance, the City supports and encourages the provision of additional subsidies through the Section 8 program.</p>	<p>The Solano County Housing Authority, which is administered by the City of Vacaville Housing Department, has access to a total of 368 Section 8 vouchers. These are distributed to Dixon, a few small Solano communities such as Rio Vista and unincorporated areas based on availability. There are no properties designated as Section 8. Landlords must agree to participate in the program and are paid market rate for their properties. Currently, there are 150 active Section 8 vouchers in the city.</p>	<p>Continue.</p> <p>New Program 5.4.2</p>

Program	Implementation Status	Action
<p>Program 5.6.1 - Large Family Unit Development.</p> <p>Work closely with private and nonprofit developers of new multi-family housing to target subsidies and programs to encourage the inclusion of three- and four-bedroom units in affordable rental projects.</p>	<p>The City continued to encourage the development of large-family units; projects under construction, such as Southwest Dixon, offer an opportunity to encourage the inclusion of three- and four-bedroom units in affordable rental projects.</p>	<p>Continue.</p> <p>New Program 5.6.1</p>
<p>Program 6.1.1 - Regulatory Incentives and Financial Assistance.</p> <p>Regulatory incentives and financial assistance can be used in the development of projects that address local housing needs. The City can assist with the development of quality affordable housing by offering regulatory and/or financial incentives. The City will continue to encourage the provision of quality affordable housing projects through the use of regulatory incentives and/or financial assistance with available state or federal funding sources. The assistance includes the City's First-Time Homebuyer Program through which the City provides assistance to low-income households that are planning to purchase their first home. The program provides a deferred low-interest loan of up to 25 percent of the appraised value to assist with down payment and closing costs. Refer to Section IV of this Housing Element for some details about funding sources</p>	<p>During the 5th planning period the City assisted one household in 2017 with one loan. The City continues to assist first-time homebuyers by offering financial assistance through the City's First-Time Homebuyer Program. Additionally, regulatory and financial incentives continue to be provided with the availability of state and federal funds. However, due to market conditions, it is difficult for eligible lower-income households to qualify for these programs while paying no more than 30 percent of their income on housing-related costs.</p>	<p>Modify. Combine with Programs 4.1.1, 4.1.2, and 5.3.3.</p> <p>New Program 4.1.1</p>
<p>Program 6.1.2 - Planning Fee Review.</p> <p>High development fees can add to the cost of housing and act as a constraint to development in a community. Planning fees should be commensurate with the cost to provide infrastructure and services needed to support growth. Periodic annual review of planning fees can help ensure that planning fees correspond to the cost of services and do not overburden developers. If fees are determined to be excessive compared to the cost of providing services to new development, they should be adjusted appropriately</p>	<p>During the 5th planning period the City adopted new planning fees to finance infrastructure and services needed to support growth.</p>	<p>Continue.</p> <p>New Program 6.1.2</p>
<p>Program 6.2.1 - Streamline Processing. The City will help to streamline the permit processing procedure for affordable housing projects by offering simultaneous department application reviews and assistance with applying for funding sources</p>	<p>The City continued the streamlined process for affordable housing projects by assisting with fund applications and simultaneous department review processes.</p>	<p>Modify.</p> <p>New Program 6.2.1</p>

Program	Implementation Status	Action
<p>Program 6.3.1 - Planned Development District. The Planned Development (PD) district offers developers greater flexibility than in conventional zone districts. The PD district enables developers to provide a greater range of housing units that can accommodate a variety of needs. Both Southwest Dixon and Valley Glen used this zoning district to include several different housing types such as apartments, townhomes, and attached single-family units, as well as detached single-family homes on larger lots. The City will continue to use this district to offer residents greater housing choice.</p>	<p>The City has continued to use the PUD district to provide a diversity of housing options to accommodate a variety of income needs. The development of Southwest Dixon and Valley Glen are examples of the opportunities the PUD districts can provide for future housing capacity.</p>	<p>Delete.</p>
<p>Program 7.2.1 - Fair Housing Program.</p> <p>Fair housing is defined as a condition where individuals of similar incomes in the same housing market have a like range of choice available to them regardless of their race, color, ancestry, national origin, religion, disability, sex, sexual orientation, familial status, marital status, or other such arbitrary factors.</p> <p>Support the enforcement of the fair housing laws to protect against housing discrimination, provide adequate information about renters' rights, and promote equal housing opportunity. Due to limited funding, the City does not contract directly with a local fair housing service provider. However, the City refers discrimination cases to HUD, to the Department of Fair Employment and Housing, and to Legal Services of Northern California's fair housing hotline. The City will further fair housing practices in the community by publicizing and providing information on fair housing laws and owner and renter rights and responsibilities, as well as referrals to the local fair housing hotline. In addition, the City will include the fair housing complaint hotline number on City housing flyers and on the City's website.</p>	<p>During the 5th planning period the City promoted fair housing by referring discrimination cases to HUD, to the Department of Fair Employment and Housing, and to Legal Services of Northern California's fair housing hotline. The City furthered fair housing practices in the community by publicizing information on fair housing on the City's website, fair housing flyers, and making referrals to the local fair housing hotline.</p>	<p>Modify. New Program 7.2.1</p>

Program	Implementation Status	Action
<p>Program 7.2.2 - Citizen Participation.</p> <p>Input from the community is crucial to the identification of housing needs, the development of local and regional plans, and the successful implementation of housing programs. The City solicited public input in a variety of ways throughout the development of the Housing Element. The City will continue to engage the public in the planning process and provide opportunities for input/feedback on housing issues through public meetings and the dissemination of information. The City will also convene a housing committee to provide housing specific input on a regular basis.</p>	<p>During the planning period the City continued to provide opportunities for community engagement and provided information on housing issues to the public. As part of the General Plan update, the City convened a housing committee that provided public input as a part of the update process.</p>	<p>Continue. New Program 7.2.2</p>
<p>Program 8.1.2 - Energy Efficiency Improvements.</p> <p>Minor improvements, such as weatherization, insulation installation, and other energy conservation retrofitting measures, can help lower overall housing costs. This can be especially helpful to lower-income households by enabling them to reduce their utility payments. The City's Housing Rehabilitation Program along with the Safe at Home program and the Tax Increment Housing Set-Aside program provide low interest loans to low-income households for such energy efficiency improvements. Furthermore, PG&amp;E also offers several programs, such as the Low Income Home Energy Assistance Program (LIHEAP), which provides free weatherization services and a list of participating contractors to assist low-income households. The City will continue to assist low-income households with energy efficiency improvements through its Housing Rehabilitation Program and will provide information about PG&amp;E's weatherization services programs.</p>	<p>The City continues to maximize energy efficiency by providing measures and home improvement tips that can help reduce costs. The City provide information on the following state programs to aid households in energy efficiency home improvements:</p> <ul style="list-style-type: none"> <li>• Rehabilitation program</li> <li>• Safe at Home program</li> <li>• Tax Increment Housing Set-Aside program</li> </ul> <p>In addition, PG&amp;E continues to offer various programs to assist low-income households such as Low-Income Home Energy Assistance Program (LIHEAP).</p>	<p>Continue. New Program 8.1.1</p>

## 4. HOUSING GOALS, POLICIES, AND PROGRAMS

The goals and policies set forth in this section of the Housing Element are designed to address the identified housing needs in the city.

The City's plan for addressing its identified housing needs is outlined in the following areas:

- Housing and Neighborhood Conservation
- Housing Production
- Special-Needs Housing
- Housing Affordability
- Governmental Constraints
- Promotion of Equal Housing Opportunity
- Energy Conservation
- Quantified Objectives

The following goals and policies are designed to provide for the preservation, production, maintenance, and improvement of housing in Dixon.

### HOUSING AND NEIGHBORHOOD CONSERVATION

Housing and neighborhood conservation are important to maintaining and improving the quality of the housing stock. While much of the housing in the city is relatively new, about 5 percent of the housing is considered to need repair, particularly the older housing stock near the downtown. The City will continue its efforts to improve the housing condition through its Housing Rehabilitation Program and code enforcement efforts. The policies listed here address the issue of housing and neighborhood conservation.

**GOAL 1: Maintain and improve the quality of the existing housing stock and residential neighborhoods.**

**Policy 1.1:** Assist owners of rental properties and low-income homeowners, to the extent that resources are available, in maintaining and improving residential properties through the City's Housing Rehabilitation Program.

**Program 1.1.1 Housing Rehabilitation.** The City will work with HCD to continue to use available program income to fund the City's Housing Rehabilitation Program. The City will also apply and use Community Development Block Grants and Home Program funds, when available and will update the City's website to make information on this program easily accessible. Additionally, the City will produce printed informational materials for this program to be made available at City Hall and other public locations identifying eligibility requirements and qualifying uses, including replacement of lead-based paint.



In addition to providing rehabilitation assistance for property owners of individual homes, the City will work with the Dixon Farm Labor Center to identify funding sources and will apply, or support applications for, appropriate funding to rehabilitate the center.

***Eight-Year Objective:*** Provide loans to rehabilitate five households annually to facilitate place-based revitalization. Advertise the program on the City website and provide information at public counters. The City will target marketing of rehabilitation assistance through annual mailers to neighborhoods with the greatest need and lower median incomes, including the Dixon Northwest Park and Northwest Central Dixon neighborhoods, as identified in the housing conditions survey.

***Responsible Agency:*** Community Development Department

***Time Frame:*** Make information easily available on the City's website by June 2023, print materials and make available at public facilities by August 2023, send notices of available resources at least annually to targeted neighborhoods.

***Funding:*** CDBG

**Policy 1.2:** Concentrate rehabilitation assistance and code enforcement efforts in areas of the city with a concentration of older and/or substandard residential structures.

**Program 1.2.1 Code Enforcement.** The City will continue to use Code Enforcement and Building Division staff to conduct code enforcement on a complaint-driven basis to address safety and code compliance issues. Targeted efforts to improve housing conditions in areas of need will facilitate place-based revitalization and assist in reducing displacement risk for these residents by improving living conditions and enabling them to remain in their home and community.

***Eight-Year Objective:*** Reduce displacement risk and encourage place-based revitalization by facilitating rehabilitation of 10 units by providing informational materials to owners in violation of City codes on available assistance programs and annually promote available assistance programs in areas of concentrated lower-income households. The City plans to broaden the rehabilitation program, targeting specific areas of the community based on criteria that the City develops, including age, code violations, visual assessment, Government Code health and safety concerns, and findings of the 2022 Housing Conditions Survey.

***Responsible Agency:*** Code Enforcement and Building Division

***Time Frame:*** Make informational materials available by July 2023 to be provided on an ongoing basis when violations are confirmed, conduct code enforcement as complaints are received.

***Funding:*** General Fund

**GOAL 2: Protect and conserve the existing housing stock in Dixon.**

**Policy 2.1:** Develop criteria for the conversion of rental units to condominiums.

**Policy 2.2:** Work to preserve affordable housing developments that may be at risk of converting to market rate.

**Program 2.2.1 Preservation of At-Risk Housing Units.** As of July 2022, the City has six publicly assisted affordable projects at risk of converting to market rate in the next 10 years. The City shall maintain and update the affordable housing database as a mechanism to monitor and identify units at risk of losing their affordability subsidies or requirements. For complexes at risk of converting to market rate, the City shall:

- Contact property owners of units at risk of converting to market-rate housing within one year of affordability expiration to discuss the City's desire to preserve complexes as affordable housing.
- Coordinate with owners of expiring subsidies to ensure the required notices to tenants are sent out at 3 years, 12 months, and 6 months.
- Reach out to agencies interested in purchasing and/or managing at-risk units.
- Work with tenants to provide education regarding tenant rights and conversion procedures pursuant to California law.

***Eight-Year Objective:*** Preserve at least six lower-income units as funding expires to reduce displacement risk.

***Responsible Agency:*** Community Development Department

***Time Frame:*** Annually monitor units at risk of converting; coordinate noticing as required per California law.

***Funding:*** General Fund

## HOUSING PRODUCTION

The Regional Housing Need Plan (RHNP) identifies the need for a variety of housing types at a range of prices and rents to accommodate existing and future housing needs resulting from local and regional growth. Housing diversity is important to ensure that all households, regardless of income level, age, and household type, have the opportunity to find housing suited to their needs and lifestyle. The following goal, policies, and programs identify the City's efforts to encourage the development of housing.

**GOAL 3: Encourage a diversity of housing types that will meet a range of needs for all economic groups in Dixon.**

**Policy 3.1:** Maintain land use policies that allow residential growth consistent with the availability of adequate infrastructure and public services.

**Policy 3.2:** Support development of multifamily housing, particularly as part of mixed-use projects, through appropriate land use designations and zoning districts.

**Program 3.1.1 Measure B.** The City will prohibit enforcement of Measure B through the 6<sup>th</sup> cycle planning period (January 31, 2023 through January 31, 2031), consistent with SB 330, which prohibits certain limits on the number of building permits that a jurisdiction will issue (see the Housing Constraints section for more information) and will evaluate repealing the policy on a more permanent basis.

***Eight-Year Objective:*** Prohibit enforcement of Measure B and evaluate permanent repeal prior to the end of the planning period.

***Responsible Agency:*** Community Development Department

***Time Frame:*** Prohibit enforcement of Measure B for the 6<sup>th</sup> cycle planning period (January 31, 2023 – January 31, 2031), effective with adoption of the Housing Element. Evaluate permanent repeal by January 2030, repeal by January 31, 2030, if identified as a constraint and/or if SB 330 has been extended.

**Policy 3.2:** Provide for an adequate supply of developable residential land within the city limits as well as through the annexation of land in the city's sphere of influence when necessary and appropriate.

**Program 3.2.1 Adequate Sites for Housing.** The City will monitor the sites inventory annually, and as projects are processed through the Community Development, to ensure sufficient capacity is maintained to accommodate the City's remaining RHNA numbers. Should the City fall into a no-net-loss situation, within 180 days, the City will identify a replacement site to ensure the remaining RHNA is being met.

***Responsible Agency:*** Community Development Department

***Time Frame:*** Annually monitor as projects are processed.

***Funding:*** General Fund

**Policy 3.3:** Encourage a variety of housing types, including both rental and ownership housing and new for-sale and rental housing units that will provide a choice of housing type, density, and cost.

**Program 3.3.1: Large Sites.** To facilitate the development of affordable housing and provide for development phases of 50 to 150 units, the City will routinely coordinate with property owners and give high priority to processing subdivision maps that include housing units for all income levels. The City will consider adopting regulations for development of high-density residential on large sites that will reduce minimum building placement standards to enhance design flexibility and create a more pedestrian-oriented environment.

To ensure the program is successful, the City will reach out to developers annually, and as projects are processed, of affordable housing and incorporate necessary strategies such as ministerial lot splits or other incentives.

***Eight-Year Objective:*** 100 above moderate units, 50 moderate units, 100 lower income units in areas of high opportunity.

***Responsible Agency:*** Community Development Department

***Time Frame:*** Ongoing, as projects are processed through the Community Development Department.

***Funding:*** General Fund

**Program 3.3.2 Promotion of Accessory Dwelling Units.** The City will encourage the construction of accessory dwelling units (ADUs), particularly in areas of concentrated affluence, through the following actions, which are aimed at providing an increased supply of affordable units throughout the city, thereby increasing access to high resource areas and facilitating housing mobility opportunities for lower-income households:

- Implement a public information and proactive outreach campaign via the City's website and the City newsletter to inform property owners of the standards for ADU development, permitting procedures, construction resources, and the importance of ADUs to Dixon, including ADUs affordable to lower-income households.
- Provide information to encourage residents to apply for ADUs, particularly where their homes already include space that is configured for a conforming ADU (e.g., carriage houses, au pair quarters, second kitchens on floors with separate entrances).
- Produce a flyer regarding ADUs and make available at the Community Development Department counter and to project applicants for all discretionary land use applications.
- At least annually, publish informational materials pertaining to ADUs through a combination of media, including the City's website and direct mailings.
- Identify incentives for construction of ADUs with new development, which may include differing collection of impact fees for the square footage associated with the ADU until issuance of the certificate of occupancy.

***Eight-Year Objective:*** Three ADUs to improve housing mobility and improve proximity to services and employment opportunities for lower- and moderate-income households, three ADUs for above moderate-income households.

**Responsible Agency:** Community Development Department

**Time Frame:** Make ADU materials available by December 2023 and implement proactive outreach campaign by December 2024.

**Funding:** General Fund

**Program 3.3.3: Use of Sites in Previous Cycles.** Pursuant to Government Code Section 65583.2(c), any non-vacant sites identified in the prior fifth Cycle or vacant sites identified two or more consecutive planning periods, shall be provided by-right development when at least 20 percent of the units in the proposed development are affordable to lower-income households

**Responsible Agency:** Community Development Department

**Timeframe:** Upon adoption of the Housing Element.

**Funding Source:** General Fund

**Program 3.3.4: Small Site Development.** To ensure that there is a sufficient supply of multifamily zoned land to meet the City's RHNA, the City will help facilitate the development on small residential lots by providing information on development opportunities and incentives for lot consolidation to accommodate affordable housing units available on the City's website and discussing with interested developers. As developers/owners approach the City interested small lot consolidation for the development of affordable housing, the City will offer the following incentives on a project-by-project basis:

- Allow affordable projects to exceed the maximum height limits,
- Lessen set-backs, and/or
- Reduce parking requirements.

The City will also offset fees (when financially feasible) and offer concurrent/fast tracking of project application reviews to developers who provide affordable housing.

**Eight-Year Objective** 11 lower-income units in high opportunity areas (see Figure 3-7) to facilitate mobility.

**Responsible Agency:** Community Development Department

**Timeframe:** Ongoing, as projects are processed through the Community Development Department. Annually meet with local developers to discuss development opportunities and incentives for lot consolidation.

**Funding Source:** General Fund

## Special-Needs Housing

Persons and households with special housing needs include the elderly, persons with disabilities (including those with developmental disabilities), large households, single-parent households, farmworkers, and the homeless. These groups typically have difficulty in finding suitable and affordable housing. The goal, policies, and programs listed here identify City efforts to continue to facilitate housing to serve those with special needs.

### **GOAL 4: Address the housing needs of special population groups.**

**Policy 4.1:** Encourage the development of housing for special-needs populations by offering density bonuses and other incentives.

**Program 4.1.1 Incentives for Special-Needs Housing.** The City will work with housing providers to ensure that special housing needs and the needs of lower-income households are addressed for seniors, large families, female-headed households, female-headed households with children, persons with physical and development disabilities, extremely low-income households, and homeless individuals and families. The City will seek to meet these special housing needs through a combination of density bonuses, regulatory incentives, zoning standards, new housing construction programs, and supportive services programs.

- At least once during the planning period, conduct a demographic study to predict the need for housing and care of senior citizens. These studies should include statistics on age, gender, income levels, marital status, state of health, and supportive services required.
- Develop a priority list for senior housing to ensure that housing targeted for seniors is appropriately designed.
- Provide incentives to builders to provide housing and care choices for seniors and persons with disabilities of all income levels (possible incentives will include reduced setbacks, reduced parking requirements, and technical assistance with applications for funding).
- Provide incentives to builders to provide housing with multiple bedrooms affordable to lower- and moderate-income households, aiming for construction of at least 20 units that meet these sizes, to meet the needs of female headed of all income levels (possible incentives will include reduced setbacks, reduced parking requirements, and technical assistance with applications for funding).
- Promote market-rate and affordable housing sites, housing programs, and financial assistance available from the city, county, state, and federal governments.
- Apply or support others' applications for funding under state and federal programs designated specifically for special-needs groups and other lower-income households, such as seniors, persons with physical and developmental

disabilities, extremely low-income households, and persons at risk for homelessness.

- Pursue grants, such as HOME matching grants, Community Development Block Grant, Farmworker Housing Grant Program, and other appropriate federal and state funding, to use in incentivizing development of special-needs housing of all types.
- Monitor the migrant student population in the schools in Dixon and take additional actions to serve the farmworker population if an increase in population occurs, such as providing regulatory incentives for construction of farmworker housing or encouraging local affordable housing providers to set aside units for farmworkers.

***Eight-Year Objective:*** Incentivize, support, and encourage the construction of 25 accessible units in close proximity to services and other resources in high-opportunity areas to facilitate mobility opportunities.

***Responsible Agency:*** Community Development Department

***Time Frame:*** Apply for, or submit applications for, funding annually; conduct at least one demographic study for senior housing by December 2025 and develop subsequent priorities by July 2026; provide incentives as projects with special needs housing are proposed.

***Funding:*** General Fund, CDBG, Planning and Technical Assistance Grant, Federal Housing Opportunities for Persons with AIDS, California Child Care Facilities Finance Program, and other state and federal programs designated specifically for special-needs groups.

**Program 4.1.2 Reasonable Accommodations and Universal Design.** Pursuant to Government Code Section 65583(c)(3), the City will encourage universal design in all development by continuing to make the brochure on universal design, resources for design, and compliance with City requirements available and distributing the brochure to developers and to community organizations serving individuals with disabilities.

The City will also develop and formalize a general process that a person with physical and developmental disabilities use to make a reasonable accommodation request to accommodate the needs of persons with disabilities and streamline the permit review process. The City will provide information to individuals with disabilities regarding reasonable accommodation policies, practices, and procedures based on the guidelines from the California Department of Housing and Community Development (HCD). This information will be available through postings and pamphlets at the City and on the City's website.

***Eight-Year Objective:*** The City will develop and formalize a general process for reasonable accommodations. Additionally, the City will promote the development of at least 10 accessible units, at least four of which will be in areas with a higher



concentration of special-needs groups and two in high-opportunity areas (see Figures 3-7 and 3-21).

**Responsible Agency:** Community Development Department

**Time Frame:** Develop and adopt a reasonable accommodations ordinance by November 2023; create brochures on universal design and the reasonable accommodations ordinance by July 2024 and update biannually, or as needed.

**Funding:** General Fund

**Program 4.1.3 Zoning Ordinance Amendment.** The City is currently (2022) going through a comprehensive Zoning Ordinance update to update and streamline development standards (i.e., lot coverage, setbacks) to facilitate residential development and comply with state law, planned to be adopted in late 2023. The City will also amend the City's Zoning Ordinance to address the following development standards and barriers to special-needs housing:

- **Accessory Dwelling Units:** Amend the Zoning Code to be consistent with the latest state legislation related to ADUs, ensuring that ADUs are permitted in all zones that permit single-family or multifamily uses, and permit the construction of a junior accessory dwelling unit (JADU) on each lot in addition to an ADU, in accordance with California Government Code Section 65852.2. Additionally, the City will replace references to secondary living units in the Zoning Code with ADUs.
- **Employee Housing:** Treat employee/farmworker housing that serves six or fewer persons as a single-family structure and permit it in the same manner as other single-family structures of the same type within the same zone across all zones that allow single-family residential uses. Treat employee/farmworker housing consisting of no more than 12 units or 36 beds as an agricultural use and permit it in the same manner as other agricultural uses in the same zone, in compliance with the California Employee Housing Act, and allow for a streamlined, ministerial approval process for projects located on land designated as agricultural or land that allows agricultural uses (Health and Safety Code Sections 17021.5, 17021.6, and 17021.8).
- **Transitional and Supportive Housing:** Permit transitional housing and supportive housing as a residential use and only subject to those restrictions that apply to other residential dwellings of the same type in the same zone (Government Code Section 65583(a)(5). Additionally, allow supportive housing in multifamily and mixed-use zones (Government Code Section 65583(c)(3)), (AB 2162).
- **Definition of Family:** Amend the definition of "family" in the Dixon Zoning Code to not limit family by size or relation such that it does not impede the ability of persons with disabilities to locate housing.

- **Mobile and Manufactured Housing:** Allow and permit mobile and manufactured housing in the same manner and in the same zone as conventional or stick-built structures are permitted (Government Code Section 65852.3).
- **Emergency Shelters:** Develop managerial standards for emergency shelters.
- **Low-Barrier Navigation Centers:** Permit low-barrier navigation centers, defined as low barrier, temporary service-enriched shelters to help homeless individuals and families to quickly obtain permanent housing, by right in zones where mixed-uses are allowed or in nonresidential zones that permit multifamily housing (Government Code Section 65662), (AB 101).
- **Parking Standards.** Review and revise parking to ensure they do not constrain the development of housing specifically for studio units and ensure compliance with State ADU parking requirements.

**Responsible Agency:** Community Development Department

**Time Frame:** Complete Zoning Code Amendments by December 2023; annually review Zoning Code and revise as needed.

**Funding:** General Fund

**Program 4.1.4 Density Bonus Ordinance.** The City will amend Chapter 18.20A of the Zoning Code to comply with changes in California's density bonus law (California Government Code Section 65915, as revised) and will promote the use of density bonuses for lower-income units by providing information through a brochure in City buildings and on the City's website.

**Eight-Year Objective:** Facilitate the construction of 12 lower-income units to increase mobility opportunities; encourage density bonus units in high resource areas.

**Responsible Agency:** Community Development Department

**Time Frame:** Complete Zoning Code Amendments by December 2024; annually review Zoning Code and revise as needed; produce brochures and make information available on the City's website by December 2024.

**Funding:** General Fund

**Program 4.1.5 Addressing Homelessness.** The City will cooperate with neighboring cities, the County, and other agencies in the development of programs aimed at providing homeless shelters and related services. During this coordination, the City will determine what efforts to take, such as providing education on the financial assistance and programs available.

**Eight-Year Objective:** Assist with program development and funding identification that will assist at least 10 homeless persons.

**Responsible Agency:** Community Development Department

**Time Frame:** Meet with neighboring cities, and the County annually to discuss homeless issues and identify actions to address homelessness. Kick off meetings by December 2023, develop a plan by June 2024, implement the plan by December 2024.

**Funding:** General Fund

## Housing Affordability

According to the United States Department of Housing and Urban Development (HUD), a household is considered to be overpaying for housing when 30 percent of a household's total income is spent on housing. As housing prices increase, it becomes more difficult for low- and moderate-income households to afford to live in the community. Providing sufficient sites for a range of housing types as well as assisting in the development of affordable workforce housing encourages housing for all households. The following goal, policies, and programs facilitate housing affordability.

**GOAL 5: Encourage the production of housing affordable to low- and moderate-income households.**

**Policy 5.1:** Establish affordable housing objectives consistent with the City's share of the regional housing need.

**Policy 5.2:** Continue the Measure B implementation procedures that provide incentives for the production of affordable housing.

**Policy 5.3:** Ensure that adequate sites are available for affordable housing development throughout the city.

**Program 5.3.1 Extremely Low-Income Households.** Assembly Bill (AB) 2634 requires the quantification and analysis of existing and projected housing needs of extremely low-income households. The City permits single-room occupancy (SRO) units in the CD zoning district, which are often more affordable to those with extremely low incomes. To further support the development or rehabilitation of single-room occupancy units and/or other units affordable to extremely low-income households, such as supportive and multifamily units, the City will continue to seek and pursue state and federal funds to offer a variety of incentives or concessions, such as:

- Provide financial support annually, as available, to organizations that provide counseling, information, education, support, housing services/referrals, and/or legal advice to extremely low-income households, to mitigate risk of displacement and support housing stability for extremely low-income households, persons with disabilities, farmworkers, and persons experiencing homelessness.
- Expand regulatory incentives for the development of units affordable to extremely low-income households and housing for special-needs groups,

including persons with disabilities (including developmental disabilities), and individuals and families in need of emergency/transitional housing.

- Encourage the provision of affordable housing for young adults, particularly former foster youth and young mothers, through planning consultations, streamlined permit processing, and funding assistance.
- Encourage the development of single-room occupancy (SRO) facilities, transitional and supportive housing, and other special housing arrangements, including committing City funds to help affordable housing developers provide SRO facilities consistent with the Single-Room Occupancy Ordinance.

***Eight-Year Objective:*** 175 lower-income units, including 45 units for extremely low-income households to prevent displacement and provide housing mobility opportunities.

***Responsible Agency:*** Community Development Department

***Time Frame:*** Ongoing; as projects are processed by the Planning and Economic Development Department. By December 2024, conduct outreach to organizations that support extremely low-income residents to understand funding needs, and review and prioritize local funding at least twice in the planning period, and support expediting applications on an ongoing basis.

***Funding:*** General Fund, CDBG, HOME

**Policy 5.4:** Facilitate the development of affordable housing by providing, when feasible, appropriate financial and regulatory incentives.

**Program 5.4.1 Seek Funding to Support Affordable Development.** The City will seek to leverage financial resources and work with qualified sponsors to support affordable housing through applying for Community Development Block Grant (CDBG) funds, Self-Help Housing (CalHome Program), HOME funding, Farmworker Housing Grant Program, and pursuing other financing resources, as appropriate. A particular emphasis will be placed on pursuing development programs and funds that meet extremely low-, very low-, and low-income needs.

The City is increasing and will continue to increase its competitiveness for these grants through such actions as preparing and adopting a Housing Element that meets state laws, identifying City resources to be used as matching funds for federal and state programs, and coordinating with local service providers regarding state grant opportunities.

***Eight-Year Objective:*** Identify funding to support the development of 50 lower-income units to support construction of new affordable housing in higher resource areas and facilitate housing mobility opportunities.

***Responsible Agency:*** Community Development Department

**Time Frame:** Apply for funding on an annual basis. Organizations will be contacted annually regarding available funding. City Council will receive an update at least once a year as part of the annual reporting process (Government Code Section 65400).

**Funding:** General Fund, HOME funds, CDBG funds, Technical Assistance Grants

**Program 5.4.2 Section 8 Rental Assistance.** The Housing Authority of the City of Vacaville administers the Section 8 program for Dixon. In partnership with the Housing Authority, the City will implement a Housing Choice Voucher (Section 8) education program to share information about the program and available incentives with rental property owners and managers as well as trainings on avoiding discriminatory practices based on income or other protected classes. The City will distribute this information to property owners and managers across the city, increasing marketing as needed in areas with a lower proportional number of voucher holders and in high resource areas, to improve access to affordable housing in all areas of the city and facilitate mobility opportunities for lower-income households throughout the city.

**Eight-Year Objective:** Assist the Housing Authority of Vacaville with publicizing the Section 8 program at least annually in the City's newsletter. The City will also seek funding annually to support a biannual training for at least 10 landlords, at each training session, or informational materials on source of income discrimination. The City will publish the names and contact information for the complexes in the Dixon area with units that are marketed to Section 8 voucher holders on the City's website to main or expand housing mobility opportunities for the target population.

**Responsible Agency:** Community Development Department, Housing Authority of the City of Vacaville

**Time Frame:** Update information the City's website annually, publish information in the City newsletter at least annually with targeted outreach in high resource areas.

**Funding:** General Fund

**Policy 5.5:** To the extent that resources are available, continue to assist in the provision of homeownership assistance for lower- and moderate-income households.

**Policy 5.6:** Support the development of rental units or for-sale units with three or more bedrooms to provide affordable housing that adequately accommodates larger families.

**Program 5.6.1 Large Unit Development.** The City will work closely with private and nonprofit developers of new multifamily housing to target subsidies and programs to encourage the inclusion of three- and four-bedroom units in affordable rental projects to reduce displacement risk while also facilitating housing mobility opportunities for these households.

**Eight-Year Objective:** Pursue subsidies and programs for at least 20 large units during the planning period, prioritizing projects with these units in areas of

concentrated overcrowding to reduce displacement risk for overcrowded households and facilities housing mobility opportunities for larger households.

**Responsible Agency:** Community Development Department

**Time Frame:** Ongoing, discuss large unit potential with developers as projects are proposed.

**Funding:** General Fund

## Governmental Constraints

Market factors and government regulations can significantly impact the production and affordability of housing. While market conditions are typically beyond the control of any local jurisdiction, the City can ensure the appropriateness of governmental regulations that affect the maintenance, improvement, and development of housing. Whenever possible, efforts should be undertaken to address these constraints. The following goal, policies, and programs are aimed at reducing governmental constraints.

**GOAL 6: Where appropriate, mitigate governmental constraints to the maintenance, improvement, and development of housing.**

**Policy 6.1:** Periodically review the City's regulations, ordinances, and development fees/exactions to ensure they do not unduly constrain the production, maintenance, and improvement of housing.

**Program 6.1.1 First-Time Homebuyer Assistance Program.** The City will continue to encourage the provision of quality affordable housing projects through the use of regulatory incentives and/or financial assistance with available state or federal funding sources. The assistance includes the State's First-Time Homebuyer Program. To reduce displacement risk of prospective homebuyers being priced out of the community, the City will promote the availability of this program in areas with concentrations of renters, particularly lower-income renters, through providing information multilingual materials at public buildings and locations and will post the programs on the City's website and in City buildings.

**Eight-Year Objective:** Assist three first-time buyers annually, as funding allows, to facilitate housing mobility opportunities in higher resource and higher income areas.

**Responsible Agency:** Community Development Department

**Time Frame:** Annually develop informational materials to distribute and post on the City's website and in City buildings by July 2023.

**Funding:** General Fund, HOME

**Program 6.1.2 Planning Fee Review.** The city will review planning fees annually to ensure that they correspond to the cost of services and do not overburden developers. If fees are determined to be excessive compared to the cost of providing services to new development, they should be adjusted appropriately.

***Eight-Year Objective:*** Conduct annual reviews and, if appropriate, adjust City development fees to reduce constraints on construction of new housing, particularly affordable housing in high-opportunity areas.

***Responsible Agency:*** Community Development Department and Engineering Department.

***Time Frame:*** Annually review and revise as fees are updated

***Funding:*** General Fund

**Policy 6.2:** Provide for streamlined processing of residential projects to minimize the time and costs to encourage housing production.

**Program 6.2.1 Streamline Processing.** The City will continue to implement the expedited permit assistance program for residential projects, which includes pre-application meetings, granting flexibility in lot size as allowed under the Zoning Ordinance, and streamlining the approval process of affordable residential units. The City will also establish a written policy or procedure, and other guidance as appropriate, to specify the Senate Bill (SB) 35 streamlining approval process and standards for eligible projects, as set forth under Government Code Section 65913.4.

Additionally, the City will review and revise as necessary the design review standards to ensure they are objective and to do not constrain the development of housing.

***Eight-Year Objective:*** The City will help to streamline the permit processing procedure for 30 affordable units to facilitate development of new affordable opportunities.

***Responsible Agency:*** Community Development Department and Building Department

***Time Frame:*** Develop an SB 35 streamlining approval process by January 2024 and implement as applications are received. Provide pre-applications by request. Review and revise as needed the design review standards by January 2024.

***Funding:*** General Fund



## Promotion of Equal Housing Opportunity

Equal access to housing is a fundamental right that enables each person to meet essential needs and assist in the pursuit of other goals, such as employment and education. In recognition of equal housing access as a fundamental right, the federal government and the State of California have both established fair housing as a right protected by law. The following goal, policies, and programs support City efforts to provide information and encourage fair housing practices in Dixon.

### **GOAL 7: Promote equal housing opportunities for all residents in Dixon.**

**Policy 7.1:** Encourage fair housing practices throughout the city by providing information to residents on their rights and responsibilities under fair housing law.

**Policy 7.2:** Discourage discrimination in the sale or rental of housing to anyone on the basis of race, color, ancestry, national origin, religion, disability, sex, sexual orientation, familial status, marital status, or other such arbitrary factors.

**Program 7.2.1 Fair Housing Program.** Fair housing is defined as a condition where individuals of similar incomes in the same housing market have a like range of choice available to them regardless of their race, color, ancestry, national origin, religion, disability, sex, sexual orientation, familial status, marital status, or other such factors. To comply with AB 686, the City has included an Assessment of Fair Housing in this Housing Element and identified the following actions to affirmatively further fair housing (AFFH):

- Implement the following actions:
  - Actions to support place-based revitalization: 1.1.1, 1.2.1
  - Actions to encourage affordable housing in high resource areas: 3.1.1, 3.2.3
  - Actions to facilitate housing mobility opportunities: 3.2.3, 4.1.2, 5.4.2, 5.6.1, 6.1.1
  - Actions to reduce displacement risk: 1.1.1, 2.2.1, 4.1.1, 4.1.2, 5.6.1, 8.1.1
- Seek funding annually to contract directly with a fair housing service provider, such as Fair Housing Advocates of Northern California (FHANC).
- With or without an ongoing contract, coordinate with local fair housing service providers to conduct biannual trainings for landlords and tenants on fair housing laws, rights, and responsibilities and ongoing access to legal counseling.
- By December 2024, further fair housing practices in the community by publicizing and providing information on fair housing laws and owner and renter rights and responsibilities, as well as referrals to the local fair housing hotline. In addition, the City will include the fair housing complaint hotline number on City housing flyers and on the City's website.
- By December 2025, provide information on the City's website about affordable homeownership and rental options in the city and update as new opportunities

become available. By request, help lower-income households locate affordable housing opportunities.

- Work with Solano Mobility to develop a fact sheet, or similar informational materials, of Solano Mobility programs to be posted on the City's website, social media, and in public buildings by January 2025 and advertised annually in the City's newsletter to help connect seniors and other residents to services within the city and throughout the county.
- Meet with the Dixon Unified School District (DUSD) annually, beginning in 2023, to discuss whether housing impacts student performance and disparate educational outcomes across the city. The City shall:
  - Promote acquisition and rehabilitation of affordable housing units in high-resource areas to facilitate housing mobility opportunities for lower-income households so that they can access the wide range of programs offered across DUSD schools and so that all schools can benefit from increased diversity.
  - Support applications by DUSD or individual schools to secure grant funding for teacher recruitment and retention bonuses, classroom materials, and other incentives for teachers.
  - Support investment of additional resources directly into math and reading proficiency in northeastern and southwestern areas (see Figure 3-29) to improve the performance of the entire district by focusing resources on student populations that may be homeless, foster youth, or socioeconomically disadvantaged.
- Facilitate place-based revitalization and promote healthy environments for new housing by evaluating transitional buffers between residential and nonresidential uses and working with Solano County to reduce impacts associated with solid waste and agricultural uses. Meet with Solano County at least biannually to discuss best practices for reducing impacts of nonresidential uses.
- Coordinate a meeting with local developers of affordable housing, including developers of alternative options such as community land trusts, at least once by June 2025 to discuss opportunities to build affordable homeownership opportunities.
- Prioritize projects that facilitate place-based revitalization through the City's Capital Improvement Plan, such as projects that improve public infrastructure in deteriorating or underserved areas.
- Ensure program availability and funding announcements are made available in Spanish and Asian and Pacific Islander languages.

***Eight-Year Objective:*** Affirmatively further fair housing through information and collaboration with community partners to increase the availability of services and resources.

**Responsible Agency:** Community Development Department

**Time Frame:** Refer to each strategy in the AFFH program for specific timeframes.

**Funding:** General Fund

**Quantified Objective:** Assist at least 100 households annually to further fair housing goals, including seeking funding to increase fair housing service capacity, connect at least 10 residents annually with transit services and information, connect 30 lower-income households with affordable opportunities, support development of 50 affordable units through community land trusts or other alternative development options, improve environmental conditions by 10 percentage points, as defined by OEHHHA.

**Program 7.2.2 Citizen Participation.** Input from the community is crucial to the identification of housing needs, the development of local and regional plans, and the successful implementation of housing programs. The City solicited public input in a variety of ways throughout the development of the Housing Element. To facilitate ongoing meaningful public engagement, the City will:

- Continue to engage the public in the planning process and provide opportunities for input/feedback on housing issues through public meetings and the dissemination of information.
- Apply for funding annually, if available, to support local fair housing organizations and other providers that provide linguistically accessible and culturally relevant housing assistance to lower- and moderate-income households and other households with special needs.
- Offer translation of all public meetings and materials, as requested, by July 2023 to improve accessibility in the public planning process. The City will post information on the City website by July 2023 in English, Spanish, and any other commonly spoken languages in Dixon to inform residents of available translation services.

**Eight-Year Objective:** Continue to encourage and solicit public input on housing issues through the use of community meetings and workshops.

**Responsible Agency:** Community Development Department

**Time Frame:** Make translation available by July 2023, apply for funding annually, incorporate accessibility practices in all public outreach.

**Funding:** General Fund

## Energy Conservation

Conserving the region's resources not only ensures that these resources are available to future residents but also helps reduce utility costs. The following goal, policy, and program continues the City's efforts to conserve energy and water resources through the design of housing.

### **GOAL 8: Conserve energy and water in the development of new housing.**

**Policy 8.1:** Encourage energy and water conservation design features in residential developments.

**Program 8.1.1 Energy-Efficiency Improvements.** The City will continue to promote energy efficiency in existing and new residential development:

- Assist lower-income households with energy efficiency through the City's Housing Rehabilitation Program.
- Provide information on the City's website and through printed materials at City Hall on the following programs:
  - Pacific Gas and Electric Company's (PG&E's) Energy Savings Assistance Program for low-income households who want to make their homes energy efficient.
  - California's Low-Income Weatherization Program, which provides low-income households with solar photovoltaic (PV) systems and energy-efficiency upgrades at no cost to residents.
- Encourage developers to be innovative in designing energy-efficient homes and improving the energy efficiency of new construction.

***Eight-Year Objective:*** Assist five low-income residents annually in need of assistance with energy-efficiency improvements through the City's Housing Rehabilitation to reduce displacement risk due to housing costs.

***Responsible Agency:*** Community Development Department

***Time Frame:*** Make information easily available on the City's website by June 2023 and print materials and make available at public facilities by August 2023.

***Funding:*** General Fund

## QUANTIFIED OBJECTIVES

Based on the policies and actions outlined herein, the objectives in **Table 4** represent a reasonable expectation of the maximum number of new housing units that will be developed, rehabilitated, or conserved and the number of households that will be assisted over the next eight years.

**TABLE 4: SUMMARY OF QUANTIFIED OBJECTIVES**

Task	Income Level <sup>1</sup>					Total
	Extremely Low	Very Low	Low	Moderate <sup>2</sup>	Above Moderate <sup>2</sup>	
<b>RHNA</b>	<b>56</b>	<b>57</b>	<b>62</b>	<b>62</b>	<b>179</b>	<b>416</b>
New Construction						
Program 3.2.3			1	2	3	6
Program 3.2.3		5	6			
Program 4.1.1	5	15	20	10		50
Program 4.1.2			5	5		10
Program 4.1.4	2	5	5			12
Program 5.3.1	45	68	62			
Program 5.4.1	10	15	25			50
Program 5.6.1		5	5	10		20
Rehabilitation						
Program 1.2.1	3	3	4			10
Program 8.1.1	1	2	2			5
Conservation						
Program 1.1.1	5	15	20			40
Program 2.2.1			6			6
Program 5.4.2		5	5			

Source: City of Dixon, 2022

Notes:

<sup>1</sup> In some cases, quantified objectives overlap and therefore identify multiple strategies to achieve the RHNA.

<sup>2</sup> Moderate- and above moderate-income unit capacity is anticipated to be met by market development trends.

## 5. SITES INVENTORY AND ANALYSIS

California law (Government Code Section 65583 (a)(3)) requires that the Housing Element contain an inventory of land suitable for residential development, including vacant sites that can be developed for housing during the planning period and nonvacant (i.e., underutilized) sites with potential for redevelopment. State law also requires an analysis of the relationship of zoning and public facilities and services to these sites.

This section analyzes the resources available for the development, rehabilitation, and preservation of housing in Dixon. The analysis includes an evaluation of land availability, the City's ability to satisfy its share of the RHNA, the financial resources available to support housing activities, and the administrative resources to assist in implementing the City's housing programs.

### REGIONAL HOUSING NEED

The RHNA is the State-required process to ensure cities and counties are planning for enough housing to accommodate all economic segments of the community. The process is split into three steps:

**1. Regional Determination:** HCD gives each region a Regional Determination of housing need, which includes a total number of units split into four income categories. Dixon is in the region covered by ABAG, and HCD gave ABAG a Regional Determination of 441,176 units for the 6th Cycle RHNA (2023-2031). This is the total number of units that the cities and counties in the ABAG region must collectively plan to accommodate.

**2. RHNA Methodology:** Councils of governments, including ABAG, are responsible for developing a RHNA Methodology for allocating the Regional Determination to each city and county in their region. This methodology must specifically state objectives, including but not limited to promoting infill, equity, and environmental protection; ensuring jobs-housing balance; and affirmatively furthering fair housing. Of the 441,176 units allocated to the ABAG region, 10,992 were allocated to Solano County. Solano County formed a subregion and established a methodology to distribute the units to each jurisdiction. Solano County's methodology and unit allocations were approved by HCD and the Solano County City County Coordinating Council in 2021.

**3. Housing Element Updates:** Each city and county must then adopt a housing element that demonstrates how the jurisdiction can accommodate its assigned RHNA through its zoning. HCD reviews each jurisdiction's housing element for compliance with state law.

The City of Dixon's share of the regional housing need was determined by a methodology prepared by Solano County as part of the Regional Housing Needs Plan, adopted in December 2021. In accordance with Solano County's Regional Housing Needs Plan, the City must plan to accommodate 416 housing units between June 30, 2022, and December 15, 2030. **Table 5** shows the City's RHNA by income category. Of the 416 total units, the City must plan to accommodate 113 units for very low-income households, 62 units for low-income households, 62 units for moderate-income households, and 179 units for above moderate-income households.

**TABLE 5: DIXON'S SHARE OF THE REGIONAL HOUSING NEED, 2023–2031**

Income Category	Number of Units	Percentage
Very Low* (31%–50% of the Area Median Income)	113	27.2%
Low (51%–80%)	62	14.9%
Moderate (81%–120%)	62	14.9%
Above Moderate (more than 120%)	179	43.0%
<b>Total</b>	<b>416</b>	<b>100.0%</b>

*Source: California Department of Housing and Community Development, State Income Limits for Solano County, 2021; Solano County Subregion 6th Cycle Regional Housing Needs Allocation, Final Methodology*

*\*It is assumed that 50 percent of the very low-income category is allocated to the extremely low-income category.*

## AVAILABILITY OF LAND

State Housing Element law emphasizes the importance of adequate land for housing and requires that each Housing Element “... identify adequate sites ... to facilitate and encourage the development of a variety of housing types for all income levels...” (California Government Code Section 65583(c)(1)). To allow for an adequate supply of new housing, land must be zoned at a variety of densities to ensure that development is feasible for a wide range of income levels. The identified land must also have access to appropriate services and infrastructure, such as water, wastewater, and roads.

To demonstrate the City’s capacity to potentially meet its RHNA, an adequate sites inventory was prepared. The inventory must identify adequate sites that will be made available through appropriate zoning and development standards and with public services and facilities to facilitate and encourage the development of a variety of housing types for households of all income levels.

Analyzing the relationship of suitable sites to zoning is a means for determining a realistic number of dwelling units that could actually be constructed on those sites in the current planning period.

## SITES IDENTIFIED IN PREVIOUS HOUSING ELEMENT

Pursuant to California Government Code Section 65583.2(c), a non-vacant site identified in the previous planning period and a vacant site that has been included in two or more previous consecutive planning periods cannot be used to accommodate the lower-income RHNA unless the site is subject to an action in the Housing Element requiring rezoning within three years of the beginning of the planning period to allow residential use by right for housing developments in which at least 20 percent of the units are affordable to lower-income households. The City has included Housing Element **Program 3.3.2**, which commits the City to allowing residential use by right on sites consistent with Government Code Section 65583.2(c), for housing developments in which at least 20 percent of the units are affordable to lower-income households.



## SITES APPROPRIATE FOR LOWER-INCOME HOUSING

Housing element law requires jurisdictions to provide an analysis showing that zones identified for lower-income households are sufficient to encourage such development. The law provides two options for preparing the analysis: (1) describe market demand and trends, financial feasibility, and recent development experience; or (2) use default density standards deemed adequate to meet the appropriate zoning test. According to Government Code Section 65583.2(c)(3)(B), the default density standard for Dixon is 20 dwelling units per acre (du/ac). The City has included available sites and projects (see **Table 7 and 8**) that are proposed to require a minimum of 20 units per acre and are assumed to accommodate the City's lower-income RHNA.

## REALISTIC CAPACITY

In determining the realistic capacity for the City's inventory of sites, the City considered land use controls and site improvements and assumed an 80% adjustment to reflect developable acreage due to on-site improvements, including sidewalks, utility easements, and infrastructure improvements (roadway access, water, sewer, and stormwater). All sites are served by or planned to be served by infrastructure, with no constraints identified that would reduce capacity beyond the 80% adjustment. For specific plans, the City assumed the final unit count as it has already been determined. To further determine an appropriate realistic capacity assumption, the City also looked project examples to not over project the unit potential. After excluding units built with a density bonus, affordable projects in Dixon were approved, on average, at over 100 percent of maximum allowed density. See **Table 6** for project examples. After considering the 80 percent adjustment factor and the 100 percent project examples, the city decided to take a conservative approach and assume a 75 percent capacity on each site.

**TABLE 6: REALISTIC CAPACITY: PROJECT EXAMPLES**

Project Name/ Affordability	Acres	Project Status	General Plan/ Zoning	Total Units	Max Allowable Density	Realistic Capacity*
Heritage Commons Senior Apartments Phase 1 (100% affordable)	5.07	Complete	MDR/RM-4- PD	60	22	102%
Heritage Commons Senior Apartments Phase 2 (100% affordable)				54		
Heritage Commons Senior Apartments Phase 3 (100% affordable)	1.13			44		183%
Homestead (100% affordable)	10.7	Approved	MDR/PMR	180	10	168%

*Source: City of Dixon, June 2022*

## SITES INVENTORY

The City prepared an inventory of vacant and underutilized sites available to accommodate the City's RHNA. **Table 7** provides the characteristics of each site, including, Zoning, General Plan designation, acreage, and realistic capacity for the sites currently zoned for housing at varying densities. **Figure 2** maps the location of each available site. Additionally, all sites included to meet the RHNA have existing or planned, water, sewer, and dry utilities infrastructure available and accessible sufficient to support housing development (GC 65583.2(b)(5)(B)).

Those sites that have been previously identified in two or more consecutive planning periods are denoted in bold and italics. The City has included **Program 3.3.2**, pursuant to Government Code Section 65583.2(c), to allow by-right development when at least 20 percent of the units in the proposed development are affordable to lower-income households on these sites.

**TABLE 7: CURRENT AVAILABLE SITES**

APN	Address/ Location	GP Des.	Zoning	Max. Allowable Density (du/acre)	Acreage	Realistic Capacity (75%)	Affordability	Site Constraints
0113-063-020	Lot between West E St and West D St	MDR	CS	6	0.32	1	Above Mod.	Vacant/None
0116-204-110	SE corner Duke and Amherst	LDR	PMR-PD	10	0.24	1	Moderate	Vacant/None
0115-084-090	NE corner of East A street and N 2 <sup>nd</sup> Street	Downtown MU	PMU-1	8	0.21	1	Above Mod.	Vacant/None
<b><i>0115-070-180</i></b>	<b><i>Lot North of 355 N Second St</i></b>	<b><i>Downtown MU</i></b>	<b><i>PMU-2- PD</i></b>	<b><i>21</i></b>	<b><i>0.33</i></b>	<b><i>6</i></b>	<b><i>Lower<sup>1</sup></i></b>	<b><i>Vacant/None</i></b>
<b><i>0115-070-170</i></b>	<b><i>2 Lots North of 355 N Second St</i></b>	<b><i>Downtown MU</i></b>	<b><i>PMU-2- PD</i></b>	<b><i>21</i></b>	<b><i>0.33</i></b>	<b><i>5</i></b>	<b><i>Lower<sup>1</sup></i></b>	<b><i>Vacant/None</i></b>
<i>Lower Income Capacity</i>							<i>11</i>	
<i>Moderate Income Capacity</i>							<i>1</i>	
<i>Above Moderate-Income Capacity</i>							<i>2</i>	
<b>Total Capacity</b>							<b>14</b>	

Source: City of Dixon, July 2022

<sup>1</sup>Program 3.3.4 has been included to help facilitate development on small sites.

## SMALL SITES

There are two vacant sites included in the sites inventory to accommodate lower-income units that are smaller than 0.5 acres. Only sites that have strong potential for development have been included in the inventory to address the lower-income RHNA. Nevertheless, the City has identified a successful local example of a multifamily project with lower-income, deed-restricted units on a parcel smaller than 0.5 acres. In 2007, the City permitted a multifamily project with seven units that was constructed downtown at the northwest corner of East A Street and North 2<sup>nd</sup> Street on a 0.41-acre parcel. Three of the seven units are restricted for occupancy by very low- and low-income households, for a period of not less than 55 years. To further the track record of smaller sites developing with affordable units, in nearby Woodland, Opportunity Village, a 12-unit affordable project was approved in May 2021 on a 0.46-acre parcel at 334 Freeman Street. These two projects demonstrate market trends for infill development of lower-income multifamily units in Dixon and in the region.

The two small sites included also have a mixed-use zoning designation and the City has considered the potential for non-residential uses to occur. The General Plan states that the Downtown Mixed Use land use is intended to be a mix of residential and commercial uses, but these sites can develop with 100 percent residential, or 100 percent commercial. With the potential for 100 percent residential, the City believes the 75 percent realistic capacity is appropriate based on the project examples. However, the city does not need these small mixed-use sites (11-unit capacity total) to meet the RHNA and would still have a surplus with the sites removed.

## APPROVED PROJECTS

The City is relying on for approved projects to meet a portion of the City's RHNA: Homestead and Lincoln Square, Sutton at Parklane, and Orchard (III) at Valley Glen. **Table 8** provides a summary of the projects and available capacity. **Figure 2** maps the location of each project. The City has a consistent track record of projects developing and not sitting dormant, and has not had any project drop off. Homestead is the only project where development did not occur directly after approval, which was due to the downturn of the market. Since then, as of 2019, a new developer has taken over and construction has begun on the project.

### Homestead

In 2005, the City of Dixon approved the Southwest Dixon Specific Plan, which includes the Homestead project. Homestead is south of W. A Street and west of Interstate 80. The 517-acre project plans to include nearly 1,200 single-family homes in a range of sizes to be built across five phases, open space, commercial and retail space, and a fire station. Phase 1 includes six "villages" that are under construction or complete as of June 2022. Phase 2A includes four villages that are under construction as of June 2022. Phase 2B was approved in 2022 and will include 180 units affordable to households earning 30 to 60 percent of the area median income (AMI) in the Silvey Villas and Prospera developments. Silvey Villas includes 72 age-restricted for seniors, of which 8 units will be set aside for tenants earning 30 percent of AMI, 8 for 50 percent of AMI, and 56 for 60 percent of AMI. Prospera will include 108 affordable family units, of which 11 will be restricted to tenants earning 30 percent of AMI, 11 for 50 percent AMI, and 86 for 60 percent AMI. For both developments, the units will be

deed-restricted via a recorded Regulatory Agreement from the California Tax Credit Allocation Committee. Construction of Silvey Villas is expected to begin in December 2022 and is anticipated to be completed by the summer of 2024. Prospera is anticipated to begin construction, pending funding, by April 2023, with completion by the end of 2024.

Phases 3 and 4 are also expected to be constructed during the 2023–2031 planning period and include a combined total of 390 units affordable to moderate- and above moderate-income households. Phase 4 will also include an approximately 19-acre community park. Phase 5 is intended to include mixed use, with a combination of residential uses and employment uses.

### Lincoln Square

In March 2022, the Lincoln Square project was approved by Dixon City Council to rezone the site to Planned Multiple Residential–Planned Development and Service Commercial–Planned Development, with a General Plan land use designation of Corridor Mixed-Use. The project will include 100 single-family homes on 10.99 acres, and the remaining 2.3 acres proposed to have commercial and retail uses. Located at the southwest corner of State Route 113 and Vaughn Road, the applicant, Lewis Land Developers LLC, is preparing site improvement plans, a final map, and a building permit application, which are expected to be submitted in summer or fall 2022 for construction to begin in 2023.

### Sutton at Parklane

In 2005, the City entered into a Development Agreement for the Parkland subdivision, under the condition that all development be subject to Planning Commission Design Review approval. In 2021, Planning Commission approved a Design Review application for the project that includes 121 single-family homes ranging in size from 2,012 to 3,215 square feet. Located south of Columbia Drive and north of Parkway Boulevard, Sutton at Parkland is near Dixon High School and Hall Memorial Park and is part of new development occurring at Dixon's edge.

Approximately half of the parcels in the Sutton at Parkland subdivision have been issued permits and are under construction or already built, and the remaining 57 parcels are expected to have building permits issued during the 2023-2031 planning period and provide housing opportunities suitable for moderate-income households.

### Orchard (III) at Valley Glen

The Valley Glen Planned Development is located in southeast Dixon and is generally bounded by West Cherry Street to the north, the Porter Road Retention Pond to the south, the Union Pacific Railroad to the west, and S. First Street (State Route 113) to the east. The development proposes several housing types, including apartment units, cluster homes with two or three units per building, medium density detached single-family homes, and low-density homes. Since the Development Agreement for the Valley Glen Planned Development was approved by the City Council in November 2002, approximately 95.8 percent of the subdivision has been built out. However, Orchard (III) at Valley Glen, the fourth phase of the development, and was approved for 84 new homes, 43 of which have been issued permits and are under construction or completed, and the remaining 41 are expected to apply for building permits and be constructed during the 2023-2031 planning period.

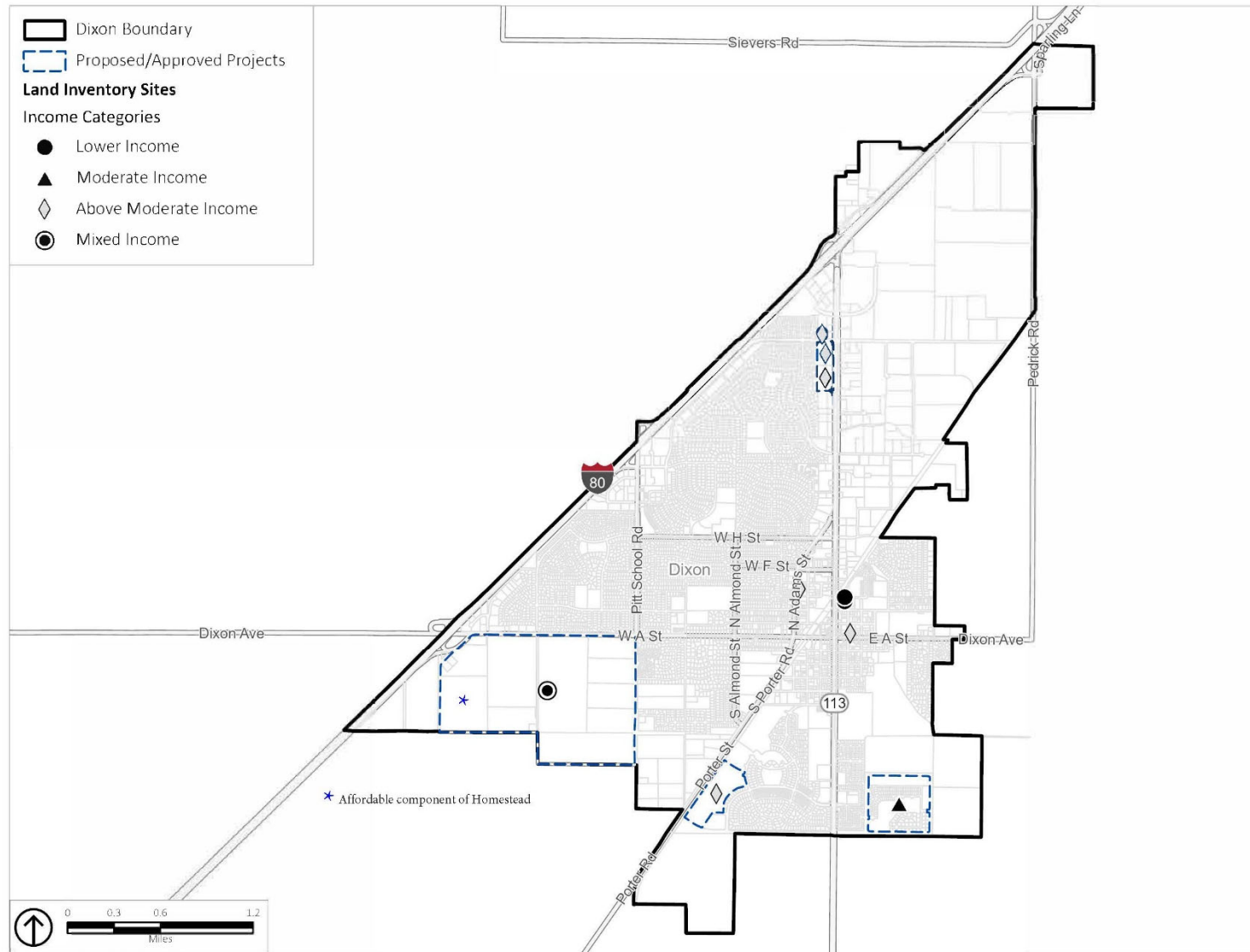
**TABLE 8: APPROVED PROJECTS**

Project	APN	GP Des.	Zoning	Max. Allowable Density (du/acre)	Acreage	Approved Capacity	Affordability
Homestead							
Homestead – Phase 2B	114-010-040, - 010	MDR	MDH	13.5	10.7	180	Lower
Homestead – Phase 2B Village 9						49	Above Mod.
Homestead – Phase 2B Village 10						79	Above Mod.
Homestead – Phase 3 Village 11	114-012-060, - 070	LDR/MDR	R1/PMR	LDR- 3.18 MDR – 5.74	35	53	Above Mod.
						17	Moderate.
Homestead – Phase 3 Village 12						43	Above Mod.
						14	Moderate
Homestead – Phase 4 Village 13-15	114-012-010, - 050, -060, -070	LDR/MDR	R1/PMR/PMR- PD	LDR- 3.18 MDR – 5.74	45	57	Moderate
						172	Above Mod.
Lower-Income Capacity						180	
Moderate-Income Capacity						88	
Above Moderate-Income Capacity						396	
Total Capacity – Homestead						644	

Project	APN	GP Des.	Zoning	Max. Allowable Density (du/acre)	Acreage	Approved Capacity	Affordability
<b>Other Projects</b>							
Lincoln Square	108-110-450	Corridor Mixed Use	PMR-PD		10.99	100	Above Mod.
	108-110-460						
Assisted Living on N. Lincoln St	108-291-360	Corridor Mixed Use	CH-PAO-PD		1.46	44	Above Mod.
Sutton at Parklane	N/A <sup>1</sup>	Low Density Residential	PMR-PD			57	Moderate
Valley Glen Orchards III	N/A <sup>1</sup>					41	Above Mod.
<i>Lower-Income Capacity</i>						0	
<i>Moderate-Income Capacity</i>						57	
<i>Above Moderate-Income Capacity</i>						185	
<b>Total Capacity – Other Projects</b>						<b>242</b>	

<sup>1</sup> These projects include several parcels as part of the larger project. The project locations are described in the individual analyses.

**FIGURE 2: AVAILABLE SITES AND APPROVED PROJECTS TO MEET THE RHNA**



Source: PlaceWorks, 2022.



## ACCESSORY DWELLING UNIT POTENTIAL

California Government Code Section 65583.1(a) states that a town, city, or county may identify sites for accessory dwelling units (ADU) based on: the number of ADUs developed in the prior housing element planning period, whether the units are permitted by right, the need for ADUs in the community, the resources or incentives available for their development, and any other relevant factors. Based on recent changes in state law that: reduce the time to review and approve ADU applications, require ADUs that meet requirements to be allowed by right, eliminate discretionary review for most ADUs, and remove other restrictions on ADUs, it is anticipated that the production of ADUs will increase in the 6th cycle housing element planning period.

The City issued three building permits for ADUs during the previous planning period. With additional funding to support ADU construction and marketing of resources, the City anticipates that six ADUs will be built in the city by 2031. To promote ADUs, the City has included **Program 3.3.2** to comply with State law and make construction of ADUs feasible for more property owners.

To determine assumptions on ADU affordability in the ABAG region, ABAG conducted a regional analysis of existing ADU rents and prepared a draft report in September 2021. The analysis resulted in affordability assumptions that allocate 30 percent of ADUs to very low-income households, 30 percent to low-income households, 30 percent to moderate-income households, and 10 percent to above moderate-income households. However, given the low rate of construction of ADUs in Dixon to date, the City has taken a more conservative approach and projects that one new ADU will serve lower-income households, two will serve moderate-income households, and three will serve above moderate-income households.

## SUMMARY OF CAPACITY TO ACCOMMODATE THE RHNA

**Table 9** compares the City's RHNA to its site inventory capacity. Accounting for approved and pending projects, the vacant site capacity, and the projected ADUs, the City has a total surplus of 510 units. Breaking this down by income category, the City has a surplus of 17 units in the lower-income category (i.e., extremely low-, very low-, and low-income), a 86-unit surplus in the moderate-income category, and a 407-unit surplus in the above moderate-income category.

**TABLE 9: SUMMARY OF RESIDENTIAL CAPACITY COMPARED TO THE 6TH CYCLE RHNA BY INCOME CATEGORY**

Income Category	RHNA	Vacant Site Capacity	Projects	Projected ADUs	Total Capacity	Surplus
Very Low	113	11	180	1	192	17
Low	62					
Moderate	62	1	145	2	148	86
Above Moderate	179	2	581	3	586	407
<b>Total</b>	<b>416</b>	<b>14</b>	<b>906</b>	<b>6</b>	<b>926</b>	<b>510</b>

*Source, California Department of Housing and Community Development, State Income Limits for Solano County, 2021; Solano County Subregion 6th Cycle Regional Housing Needs Allocation, Final Methodology, City of Dixon, July 2022*

## FINANCIAL RESOURCES

The City of Dixon has access to a variety of existing and potential funding sources for affordable housing activities. These include programs from federal, state, local, and private resources. This section describes the key housing funding sources currently used in the city, which include Community Development Block Grant (CDBG) funds from the state and Section 8 rental assistance. **Table 10** lists a range of potential financial resources that may be utilized in Dixon.

**TABLE 10: FINANCIAL RESOURCES FOR HOUSING ACTIVITIES**

Program Name	Description	Eligible Activities
<b>Federal Programs</b>		
Community Development Block Grant (CDBG)	Grants administered and awarded by the state on behalf of HUD to cities through an annual competitive process.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• Homebuyer Assistance</li> <li>• Economic Development</li> <li>• Infrastructure Improvements</li> <li>• Homeless Assistance</li> <li>• Public Services</li> </ul>
HOME Investment Partnership Act Funds	Flexible grant program for affordable housing activities awarded by the state on behalf of HUD to individual cities through an annual competitive process.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• Homebuyer Assistance</li> <li>• New Construction</li> </ul>
Section 8 Rental Assistance Program	Rental assistance payments to owners of private market-rate units on behalf of very low-income tenants.	<ul style="list-style-type: none"> <li>• Rental Assistance</li> </ul>
Section 203(k)	Single-family home mortgage program allowing acquisition and rehabilitation loans to be combined into a single mortgage.	<ul style="list-style-type: none"> <li>• Land Acquisition</li> <li>• Rehabilitation</li> <li>• Relocation of Unit</li> <li>• Refinancing of Existing Indebtedness</li> </ul>
<b>State Programs</b>		
Emergency Shelter Grant Program	Program funds to rehabilitate and operate emergency shelters and transitional shelters, provide essential social services, and prevent homelessness.	<ul style="list-style-type: none"> <li>• Support Services</li> <li>• Rehabilitation</li> <li>• Transitional Housing</li> <li>• Supportive Housing</li> </ul>

Program Name	Description	Eligible Activities
Rural Development Loans and Grants	Capital financing for farmworker housing. Loans are for 33 years at 1 percent interest. Housing grants may cover up to 90 percent of the development costs of housing. Funds are available under the Section 515 (Rental Housing), Section 502 (Homeownership Loan Guarantee), Section 514/516 (Farm Labor Housing), and Section 523 (Mutual Self-Help Housing) programs.	<ul style="list-style-type: none"> <li>• Purchase</li> <li>• Development/Construction</li> <li>• Improvement</li> <li>• Rehabilitation</li> </ul>
Multi-Family Housing Program (MHP)	Deferred payment loans for new construction, rehabilitation, acquisition, and preservation of permanent and transitional rental housing.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Rehabilitation</li> <li>• Acquisition</li> <li>• Preservation</li> </ul>
California Housing Finance Agency (Cal HFA) Residential Development Loan Program	Low interest, short-term loans to local governments for affordable infill, owner-occupied housing developments. Links with CalHFA's Down Payment Assistance Program to provide subordinate loans to first-time buyers. Two funding rounds per year.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Rehabilitation</li> <li>• Acquisition</li> </ul>
California Housing Finance Agency (Cal HFA) Homebuyer's Down Payment Assistance Program	CalHFA makes below market loans to first-time homebuyers of up to 3% of sales price. Program operates through participating lenders who originate loans for CalHFA. Funds available upon request to qualified borrowers.	<ul style="list-style-type: none"> <li>• Homebuyer Assistance</li> </ul>
California Housing Finance Agency (Cal HFA)	The Forgivable Equity Builder Loan gives first-time homebuyers a head start with immediate equity in their homes via a loan of up to 10% of the purchase price of the home. The loan is forgivable if the borrower continuously occupies the home as their primary residence for five years.	<ul style="list-style-type: none"> <li>• Homeowner Assistance</li> </ul>
Low-Income Housing Tax Credit (LIHTC)	Tax credits are available to persons and corporations that invest in low-income rental housing. Proceeds from the sale are typically used to create housing.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Rehabilitation</li> </ul>

Program Name	Description	Eligible Activities
California Self-Help Housing Program	State program that provides technical assistance grants and loans as well as deferred payment conditionally forgivable mortgage assistance loans for the rehabilitation or construction of new affordable housing.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Rehabilitation</li> </ul>
CalHOME	Grants to cities and nonprofit developers to offer homebuyer assistance, including down payment assistance, rehabilitation, acquisition/rehabilitation, and homebuyer counseling. Loans to developers for property acquisition, site development, predevelopment, and construction period expenses for homeownership projects	<ul style="list-style-type: none"> <li>• Predevelopment, Site Development, Site Acquisition</li> <li>• Rehabilitation</li> <li>• Acquisition/rehab</li> <li>• Down Payment Assistance</li> <li>• Mortgage Financing</li> <li>• Homebuyer Counseling</li> </ul>
Tax Exempt Housing Revenue Bond	Supports low-income housing development by issuing housing tax-exempt bonds requiring the developer to lease a fixed percentage of the units to low-income families at specified rental rates.	<ul style="list-style-type: none"> <li>• New Construction</li> <li>• Rehabilitation</li> <li>• Acquisition</li> </ul>
Affordable Housing Sustainable Communities Program	This program provides grants and/or loans, or any combination, that will achieve GHG emissions reductions and benefit Disadvantaged Communities through increasing accessibility of affordable housing, employment centers, and key destinations via low-carbon transportation.	<ul style="list-style-type: none"> <li>• New Construction</li> </ul>
<b>Local Programs</b>		
Rebuilding Together (Solano County) <sup>1</sup>	RTSC provides necessary home repairs for low-income veterans/ senior / disabled homeowners.	<ul style="list-style-type: none"> <li>• Rehabilitation</li> </ul>
Catholic Charities of Yolo and Solano	Catholic Charities of Yolo and Solano helps neighbors transition into safe and affordable homes through assistance with rent and move-in costs and a plan to prevent homelessness and poverty.	<ul style="list-style-type: none"> <li>• Rental assistance</li> </ul>

Program Name	Description	Eligible Activities
Section 8 Home Ownership Program (Vacaville Housing Authority) <sup>2</sup>	The Vacaville Housing Authority (VHA) Homeownership Program assists Section 8 Housing Choice Voucher participants by paying a portion of their mortgage payment. The Mortgage Assistance Payment is paid to the lender for the home that the participant chooses and purchases.	<ul style="list-style-type: none"> <li>Homebuyer Assistance</li> </ul>
Solano Habitat for Humanity	Homeownership through sweat equity. Homeowners also receive counseling and training on homeownership and maintenance. Homeowners buy their completed homes from Habitat for Humanity and repay them over 30 years through an affordable mortgage.	<ul style="list-style-type: none"> <li>Homebuyer Assistance</li> </ul>
HERO Program	The California Home Energy Renovation Opportunity (HERO) allows residential and commercial property owners to finance energy efficiency, renewable energy and water conservation improvements through the State's Property Assessed Clean Energy (PACE) program.	<ul style="list-style-type: none"> <li>Rehabilitation</li> </ul>
<b>Private Resources/Lender/Bank Financing Programs</b>		
Federal National Mortgage Association (Fannie Mae) Community Homebuyers Program	Fixed rate mortgages issued by private mortgage insurers.	<ul style="list-style-type: none"> <li>Homebuyer Assistance</li> </ul>
	Mortgages that fund the purchase and rehabilitation of a home.	<ul style="list-style-type: none"> <li>Homebuyer Assistance</li> <li>Rehabilitation</li> </ul>
	Low down payment mortgages for single-family homes in underserved low-income and minority cities.	<ul style="list-style-type: none"> <li>Homebuyer Assistance</li> </ul>
California Community Reinvestment Corporation (CCRC)	Nonprofit mortgage banking consortium designed to provide long-term debt financing for affordable rental housing. Nonprofit and for-profit developers contact member banks.	<ul style="list-style-type: none"> <li>New Construction</li> <li>Rehabilitation</li> <li>Acquisition</li> </ul>
Federal Home Loan Bank Affordable Housing Program	Direct subsidies to nonprofit and for-profit developers and public agencies for affordable low-income ownership and rental projects.	<ul style="list-style-type: none"> <li>New Construction</li> </ul>

Program Name	Description	Eligible Activities
Freddie Mac	Home Works – Provides first and second mortgages that include rehabilitation loan. County provides gap financing for rehabilitation component. Households earning up to 80% MFI qualify.	<ul style="list-style-type: none"> <li>• Homebuyer Assistance Combined with Rehabilitation</li> </ul>
Bay Area Local Initiatives Support Corporation (LISC)	Provides recoverable grants and debt financing on favorable terms to support a variety of community development activities including affordable housing.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• New Construction</li> <li>• Rehabilitation</li> </ul>
Northern California Community Loan Fund (NCCLF)	Offers low-interest loans for the revitalization of low-income communities and affordable housing development.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• New Construction</li> </ul>
Low-Income Investment Fund (LIHF)	Provides below-market loan financing for all phases of affordable housing development and/or rehabilitation.	<ul style="list-style-type: none"> <li>• Acquisition</li> <li>• Rehabilitation</li> <li>• New Construction</li> </ul>
<b>Administrative Resources</b>		
Mercy Housing	Mercy Housing California, with a regional office in West Sacramento, is a nonprofit housing developer active in the region. Statewide, Mercy Housing has developed over 4,000 units of affordable multi-family and self-help housing for families, seniors, and formerly homeless persons, among others.	<ul style="list-style-type: none"> <li>• New construction</li> </ul>
Community Housing Organizing Corporation	The Community Housing Opportunities Corporation (CHOC), based in nearby Davis, has sponsored the development of approximately 1,300 units of affordable rental housing in Davis and in communities in Yolo, Sacramento, Solano, and eastern Contra Costa counties.	<ul style="list-style-type: none"> <li>• New construction</li> </ul>

<sup>1</sup> Rebuilding Together Solano County (RTSC) is not currently offering the Home Rehab Program during the first half of 2022 due to COVID-19 concerns for homeowners as well as volunteers.

<sup>2</sup> The administration of the Solano County Housing Authority and its Section 8 Housing Assistance Program is contracted to the City of Vacaville Housing and Redevelopment Department.

## OPPORTUNITIES FOR ENERGY CONSERVATION

The cost of housing includes not only the rent or mortgage payment, but utility costs. Higher utility expenses reduce affordability. Building affordable homes is not the same as making homes affordable to live in. Cheaply built homes invite callbacks, complaints, and discomfort, and they waste energy. Therefore, additional first costs to improve energy efficiency do not make housing less affordable in the long run. Energy efficiency in affordable housing, more than any other building sector, makes a critical impact on the lives of tenants. According to HUD, utility bills burden the poor and can cause homelessness.

Federal funds for rehabilitation, such as CDBG funds, can provide an important tool to assist homeowners with home upgrades that have the added benefit of assisting with energy conservation. The California Department of Energy's Energy Weatherization Assistance Program and other State funding programs, such as CalHOME, can provide similar assistance to fund rehabilitation projects that will promote energy conservation.

More locally, the Property Assessed Clean Energy (PACE) Program provides low-interest loans that are repaid through annual property tax payments. Enrollment in California PACE is completely voluntary. The loans can be used to finance energy efficiency, renewable energy, and water conservation improvements for residential and commercial property.

Rebuilding Solano also provides minor exterior repair services to low-income veterans, seniors, and disabled homeowners, specifically through home rehabilitation and smoke/carbon monoxide alarm installation, which may provide weatherization and energy conservation benefits.

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

The CARE Program provides a 20 percent monthly discount on gas and electric bills to income-qualified households, certain nonprofits, facilities housing agricultural employees, homeless shelters, hospices, and other qualified nonprofit group-living facilities.

The REACH Program provides one-time energy assistance of \$300 to customers who have no other way to pay their energy bill. The intent of REACH is to assist low-income customers—particularly the elderly, disabled, sick, working poor, and unemployed—who experience severe hardships and are unable to pay for their necessary energy needs.

City of Dixon water customers are eligible for a \$100 rebate from the Solano County Water Agency for the purchase and installation of a high-efficiency clothes washer labeled "EnergyStar Most Efficient" from a "qualifying product" list. The program applies to purchases made from January 1, 2017, through June 30, 2022. Also, supported by a Prop 1 grant from the California Department of Water Resources, the Solano County Water Agency is offering water customers an incentive to replace their lawns with water-efficient landscaping and receive \$1.00 per square foot with a \$1,000 maximum.



## 6. HOUSING CONSTRAINTS

The provision of adequate and affordable housing opportunities is an important goal for the City. However, a variety of factors can constrain the development, maintenance, and improvement of housing. These include market mechanisms, government codes, and physical and environmental constraints. This section addresses the potential constraints that affect the supply of housing in Dixon.

### NONGOVERNMENTAL CONSTRAINTS

Environmental factors and a lack of necessary infrastructure or public services can constrain residential development in a community by increasing costs and reducing the amount of land suitable for housing construction. This section summarizes and analyzes the most pertinent constraints to housing in Dixon.

#### Environmental Constraints

Environmental constraints related to agricultural land, noise, drainage and flooding potential, or other environmental issues can impact the cost associated with the maintenance, improvement, and development of housing. A more detailed discussion is in the Natural Environment chapter of the Dixon General Plan. The discussion below summarizes the most pertinent environmental constraints that may affect housing in Dixon.

#### Agricultural Constraints

According to the General Plan, much of the farmland in the Dixon Planning Area is classified by the California Department of Conservation as “Prime Farmland.” A number of farms in the vicinity of the city limits are under California Williamson Act contracts, designed to preserve the land for agricultural uses. Unless the contract expires, the property cannot be used for anything but agricultural uses without incurring financial penalties to the owner. None of the parcels currently zoned for residential use in the city are under Williamson Act contract.

#### Drainage and Flooding Constraints

Dixon is on an alluvial fan formed by Putah Creek, which is north of the city. This area generally slopes to the southeast, and drainage follows Dickson and Dudley creeks to the Sacramento River. The major flood hazard areas are along the Dickson Creek and Dudley Creek traces. The creeks no longer exist as surface drainages. Underground pipes were installed to carry the flow.

The Natural Environment chapter of the General Plan identifies the following policies to address hazards related to flooding:

- Protect life, the natural environment, and property from natural and manmade hazards due to seismic activity, hazardous material exposure, flooding, wildfire, or extreme heat events.
- Continue to implement provisions for flood hazard reduction in Special Flood Hazard Areas in order to limit the potential for adverse effects on public health, safety, and general welfare.

- Locate critical facilities, such as hospitals and health care facilities, emergency shelters, fire stations, police stations, emergency command centers, and other emergency service facilities and utilities so as to minimize exposure to flooding, seismic, geologic, wildfire, and other hazards.

Over the past several decades, the City has made significant improvements to drainage throughout Dixon. In 1991, the City prepared a Storm Drain Master Plan to address drainage issues, including specific recommendations to provide adequate drainage. The City has made several drainage improvements based on the recommendations in the plan, including construction of two of the three recommended detention ponds. In 1999, the City prepared the Storm Drain Report to address drainage conditions and to assess further drainage improvements as well as possible alternatives. The Storm Drain Report addresses improvements through 2010, which is the buildout date of the 1993 General Plan. The report included comprehensive recommendations to address and mitigate drainage needs in the city. The Dixon Regional Watershed Joint Powers Authority, formed in 2004, includes the City, the Dixon Resource Conservation District, Maine Prairie Water District, and Reclamation District 2068. Its charge is to address drainage needs inside and outside the city limits. The Dixon Watershed Management Plan was developed by West Yost Associates in conjunction with Solano County Water Agency in August 2001.

To address drainage issues affecting residential development, the City charges developers impact fees to provide the necessary drainage improvements in the city; see **Table 15** for more information on impact fees. For residential developments in undeveloped areas of the city, such as the specific plan areas, developers are required to provide financing for the necessary improvements.

## Seismic Constraints

Several active faults in the San Francisco Bay Area can produce earthquakes that may cause shaking in Dixon. These faults include the Greenville fault, the northern section of the Hayward fault, the Healdsburg-Rodgers Creek fault, the Maacama fault, and the Northern Calaveras fault. Only one fault, the Midland fault zone, crosses the Dixon Planning Area.

Seismic activity associated with faults can also cause hazards such as liquefaction and soil settlement, among others. Due to the high water table in Dixon, there is a risk of liquefaction of soils from an earthquake. In order to address impacts associated with seismic activity, General Plan Policy III-11 indicates that the City will strive to reduce the risks associated with seismic activity to an acceptable level. Policy NE-4.2 also states that the City shall ensure “that structures intended for human occupancy are designed and constructed to retain their structural integrity when subjected to seismic activity, in accordance with the California Building Code.” The City’s Building Division ensures that all structures, including residences, comply with the Uniform Building Code and the Dixon Municipal Code.

## Noise Constraints

Interstate 80, the Union Pacific Railroad, State Route 113, and city streets are the major sources of noise in Dixon. Noise can affect development on parcels located near these noise sources. However, the City has developed performance standards in order to address this issue. The City requires that

developers mitigate any noise impacts prior to construction, if environmental review determines that impacts from noise exceed City standards.

## 2. Infrastructure and Public Service Constraints

A lack of adequate infrastructure or public services and facilities can be a substantial constraint to residential development. In fact, according to the National Association of Home Builders, ensuring that the construction of schools, roads, and other infrastructure keeps pace with the anticipated growth in population and economic activity is one of the biggest challenges facing local governments.

The Dixon General Plan, as the principal document regulating growth and development in the city, includes policies that link new development accommodated in the General Plan (i.e., buildout) and new facilities and/or services required to meet demands created by this new development. Measure B is also designed to ensure that development does not exceed the City's capacity to provide infrastructure and necessary public services to new residents. Finally, in order to meet the infrastructure and public service needs of new development, the City requires developers to pay impact fees and exactions as well as to construct site improvements. In this way, development in new areas (e.g., specific plan areas) will have the necessary infrastructure, facilities, and services in place to meet the needs of residents.

The City has sufficient water and wastewater capacity to accommodate the 6<sup>th</sup> cycle RHNA.

### Water

Residents of Dixon receive water either from the City Water Division and California Water Service Company (Cal Water), depending on where in the city they live. Cal Water serves residences and businesses in central Dixon while the City serves the perimeter areas, in zones called the North Zone, Core Zone, and South Zone. The City and Cal Water both primarily use groundwater extracted from the Solano Subbasin.

The City of Dixon Water Division is a product of partnership between the City of Dixon and the Solano Irrigation District (SID) and serves more recently developed sections of the city and surrounding areas. The Dixon Water Division will provide water supply to most future development areas. Though customers are currently supplied with groundwater, SID has surface water rights to approximately 141,000 acre-feet per year, and future plans include the potential to establish treatment plants in the Dixon area to accommodate growth with treated surface water. In 2020, the City water service area population was approximately 9,037 people across 2,930 connections, and water demand was 702 million gallons per year. According to the City's 2020 Urban Water Management Plan, water demand is expected to increase to 2,307 million gallons by 2045. Projected growth, particularly in South Dixon, is projected to exceed capacity. However, the Homestead Well in the Southwest Dixon Specific Plan area is under construction and projected to be completed by 2023 to meet growing demand.

Cal Water operates the Dixon District serving more than 3,000 service connections and pumps 1.2 million gallons of locally pumped groundwater daily. According to its 2020 Urban Water Management Plan, Cal Water served 990 housing units in the central portion of Dixon, operating eight wells in the area. In 2020, Cal Water usage is approximately 1,391 acre-feet per year. Residential customers

accounted for most of the district's water use, primarily single-family homes. Residential customers used 71 percent of water, non-residential water use accounted for 9 percent of the total use, and the distribution system lost about 20 percent of the water. The water loss is due to the need to discharge pumped groundwater with high concentrations of naturally occurring contaminants. Cal Water estimates the service area's population could reach 11,331 by 2045 and projected water usage could reach 1,321 acre-feet per year. Current design capacity of active wells is 5,100 gallons per minute, or if all Cal Water wells were pumped continuously, 8,226 acre-feet per year. Cal Water has prioritized conservation efforts since 2009.

The City's water is on a first come-first served basis with the exception of affordable projects, which receive priority for both water and sewer. The City actively works with new developments to ensure adequate facilities are constructed to meet minimum system requirements. The City will continue to monitor the pace of development to ensure adequate supplies are available to meet the existing and future demands in the system.

## **Sewer**

The City of Dixon's Public Works Department provides all wastewater collection and treatment services for Dixon residents. In 2017, the City of Dixon upgraded its Wastewater Treatment Facility (WWTF) to comply with the Central Valley Regional Water Quality Control Board regulatory limits of salts in the treated effluent that reaches the groundwater, also known as discharge limits. The updated facility prevents discharge to open channels and creeks near the WWTF. The project also expanded the City's capacity to treat wastewater to be able to accommodate projected growth. The City is currently preparing for an expansion to the plant and ponds to increase capacity beyond the scope of the current plant. Looking to the future, the General Plan calls for the preparation of a computer model and Sewer System Master Plan to help Dixon continue to provide high-quality wastewater treatment. Sewer models have become a standard management tool used by cities to make fully informed decisions about sewer system improvements and future land development impacts on the sewer system.

The General Plan also contains policies and actions that ensure that Dixon will have adequate capacity to safely accommodate the wastewater needs of existing and future residents in the wastewater service area, including through ensuring compliance with State water treatment standards and by increasing the wastewater treatment facility, trunk sewer, and pump capacities.

## **Transportation**

The Public Works Department owns and maintains the local street network and ensures implementation of design standards for transportation facilities. According to the General Plan, the multimodal transportation network should:

- Enable safe, comfortable, and attractive access and travel for pedestrians, bicyclists, motorists, and transit users of all ages and abilities.
- Prioritize pedestrian, bicycle, and automobile safety over motor vehicle level of service and motor vehicle parking.

- Decrease dependence on single-occupant vehicles by increasing the attractiveness of other modes of transportation.
- Facilitate convenient and safe pedestrian, bicycle, transit, and vehicular connections between neighborhoods and to destinations in Dixon and neighboring communities.

### 3. Market Constraints

Land costs, construction costs, and market financing contribute to the cost of housing investment and can potentially hinder the production of new housing. Although many constraints are driven by market conditions, jurisdictions have some leverage in instituting policies and programs to address such constraints. The discussion below analyzes these market constraints as well as the activities that the City can undertake to mitigate their effects.

#### Land Costs

Land costs are one of the major components of housing development costs. Land prices vary to such an extent that it is difficult to give average prices within small geographic regions. Factors affecting the costs of land include overall availability within a given subregion; environmental site conditions and constraints; public service and infrastructure availability; aesthetic considerations, such as views, terrain, and vegetation; the proximity to urban areas; and parcel size. Generally, more remote areas have less expensive land available and larger tracts of land, while smaller, more expensive parcels are located closer to urbanized areas.

The price of land is a major market constraint that impacts housing production and the price of available new housing. LoopNet.com, an online listing of commercial real estate in the United States, advertises vacant land properties for sale in the city. A May 2022 survey yielded four vacant properties ranging from 0.77 to 13 acres and costs ranging from \$425,000 to \$5,804,370. The average cost per acre was \$525,197 for improved land, a significant increase since 2013. However, the cost of unimproved land is significantly lower. For example, in 2022, a 200-acre unimproved parcel was purchased for \$116,000 per acre with the intent to develop. For smaller parcels, the limited number of available vacant lots may indicate additional challenges to purchasing land besides cost. Further, though land prices declined during the economic recession, they have been increasing, as shown by the current price range for available vacant land, and may directly increase the cost of housing.

#### Development Costs

Construction costs vary widely according to the type of development, with multi-family housing generally less expensive to construct than single-family homes. However, wide variation within each type exists, depending on the size of the unit and the amenities provided, such as fireplaces, swimming pools, and interior fixtures, among others.

According to the Craftsman Book Company's 2022 National Building Cost Manual, using zip code modifiers for 95620, construction costs for a single-family home are approximately \$160 per square foot. This is based on costs calculated for a 2,000-square-foot, wood-framed, single-story, four-cornered home of good quality construction and including a two-car garage and forced-air heating/cooling in Dixon. Estimated total construction costs for such a home are \$321,930. These construction costs include labor, materials, and equipment but do not include costs of buying land.

Costs for multifamily construction are approximately \$161 per square foot. This is based on costs calculated for a four-story building in Dixon with 40 units and an average unit size of 800 square feet. The calculation is for a wood- or light-steel-frame structure, including forced-air heating and cooling and constructed of good quality materials. The estimated total construction costs for each unit are \$124,825, and total construction costs for the building are \$5,182,711. These construction costs include labor, materials, and equipment but do not include costs of buying land or off-street parking.

## Availability of Financing

The availability of financing affects a person's ability to purchase or improve a home. Under the Home Mortgage Disclosure Act, lending institutions must disclose information on the disposition of loan applications by the income, gender, and race of the applicants. This applies to all loan applications for home purchases and improvements, whether financed at market rate or through government-backed loans.

The primary concern in a review of lending activity is whether home financing is generally available to all income groups in the community. Given the rising cost of a home in Dixon, low- and moderate-income households may have difficulty in obtaining home purchase loans from conventional sources such as banks or mortgage lenders. Specific housing programs, such as First-Time Homebuyer Programs or other mortgage assistance programs, can assist low- and moderate-income homeowners with down payment and closing costs, which are often significant obstacles to homeownership for these groups.

**Table 11** illustrates interest rates as of May 2022. The table presents both the interest rate and the annual percentage rate (APR) for different types of home loans. The interest rate is the percentage of an amount of money which is paid for its use for a specified time, and the APR is the yearly percentage rate that expresses the total finance charge on a loan over its entire term. The APR includes the interest rate, fees, points, and mortgage insurance and is therefore a more complete measure of a loan's cost than the interest rate alone. However, the loan's interest rate, not its APR, is used to calculate the monthly principal and interest payment.

**TABLE 11: INTEREST RATES**

Loan Length	Interest Rate <sup>1</sup>	APR
<b>Jumbo Loans</b>		
15-year fixed	4.375%	4.536%
30-year fixed	4.500%	4.614%
<b>Conforming and Government Loans<sup>2</sup></b>		
15-year fixed	4.375%	4.675%
30-year fixed	5.125%	5.304%

Source: [www.wellsfargo.com](http://www.wellsfargo.com), May 2022 Notes:



1. *In 2022, a conforming loan is for amounts not exceeding \$647,200, and a jumbo loan is for amounts greater than \$647,200.*
2. *As of May 2022, interest rates are continuing to rise. While rates fluctuate over time, the current upward trend is in contrast to recent and historical lows.*

## Available Dry Utilities

Dry utilities, including electricity, and telephone service, are available to all areas in the city. There is sufficient capacity to meet the current need and any future need. Service providers are:

- Electricity: Pacific Gas & Electric
- Telephone: AT&T
- Internet Service: Wave, AT&T

## GOVERNMENTAL CONSTRAINTS

Local policies and regulations can impact the price and availability of housing and, in particular, the provision of affordable housing. Land use controls, site improvement requirements, fees and exactions, permit processing procedures, and other factors may constrain the maintenance, development, and improvement of housing. This section discusses potential governmental constraints as well as policies that encourage housing development in Dixon. Consistent with transparency requirements, (Government Code Section 65940.1 subdivisions (a)(1)(A)) and (a)(1)(B)), the City's development standards and fees are available on the City's website.

### 1. Land Use Policies

The Land Use and Community Character Element of the Dixon General Plan sets forth the policies for guiding development. These policies, together with existing zoning regulations, establish the amount and distribution of land for different uses in the city. As described in **Table 12**, the General Plan has one residential designation for single-family dwellings, one designation for multifamily uses, and mixed-use designations that permit residential uses. These designations permit a varied level of density for urban residential uses.



**TABLE 12: RESIDENTIAL LAND USE CATEGORIES**

General Plan Land Use Designation	Zoning Designation(s)	Range of Density (du/ac)	Minimum Site Area per Unit (sq. ft.)	Typical Residential Type(s)
Low Density Residential (LDR)	R1-7, R1-10, R1-15, R1-20	Up to 9	R1-7 – 7,000 R1-10 – 10,000 R1-15 – 15,000 R1-20 – 20,000	Single-family homes, single-family attached, semi-attached, and duet homes
Medium Density Residential (MDR)	RM1, RM2, RM3, RM4, PMR	10 to 22	RM1 – 4,000 / 2 units RM2 – 3,750 / 2 units, 3,000 / 3 units; 3,000 / 4 or more units RM3 – 2,000 / 3 or more units RM4 – 1,500 / four or more units PMR – 4,350	Single-family homes, townhomes, garden homes, zero lot line homes, apartments, and condominiums
<b>Other Designations Allowing Residential Uses</b>				
Downtown Mixed Use (DT)	CD, PMU1, PMU2	Up to 30	PMU1 – 5,000 PMU2 – 2,000 to 4,000	Single-family homes, duplexes, triplexes, fourplexes, an multifamily structures, and single-room occupancy units
Corridor Mixed Use (CMU)	PMU	12 to 28	None	Single-family or multiple family residential dwelling units, single-room occupancy units
Campus Mixed Use (CAMU)	PUD	Up to 30	5 acres	Dependent on the use regulations of the zoning district in which the planned unit development is located

*Source: Dixon Zoning Ordinance, 2021; Dixon General Plan, 2021*

## Specific Plans

Dixon has two specific plan areas—Southwest Dixon and the Northeast Quadrant. **Table 13** summarizes planned residential development for Southwest and Northeast Dixon.

**Southwest Dixon Specific Plan:** The Southwest Dixon Specific Plan area consists of approximately 477 acres and is located west of Porter Road and east of Interstate 80. Approximately 64 percent of the land is designated for residential use, and the remainder is for commercial uses and public facilities. The Specific Plan contains three residential land use designations that provide for housing from low-density single-family units to townhomes, cluster homes, and apartments. The Southwest Dixon Specific Plan was adopted by the City Council in 1995 and updated in 2005. Most of the specific plan is presently in agricultural use. Portions of the area remain under Williamson Act contracts; however, the land under contract does not include the sites for the apartment units or most of the medium-density housing.

**Northeast Quadrant Specific Plan:** The Northeast Quadrant Specific Plan area consists of approximately 643 acres and is southeast of Interstate 80 and northwest of Pedrick Road. The land use goals of this plan are to provide a variety of employment, retail, and services to the Dixon community and Interstate 80 users. This plan does not permit any residential land uses. The Northeast Quadrant Specific Plan was adopted by the City Council in 1995 and amended in 2003 and 2009.

**TABLE 13: SPECIFIC PLAN RESIDENTIAL LAND USE SUMMARY**

General Plan Designation	Southwest Dixon	
	Units	Acres*
Low Density	590	185.5
Medium Density – Low	644	112
Medium Density – High	131	9.7
<b>Total</b>	<b>1,365</b>	<b>477.4</b>

*Source: Southwest Dixon Specific Plan, 2005.*

*\*Note: Gross acres.*

## Residential Development Standards

The City regulates the type, location, density, and scale of residential development primarily through its Zoning Ordinance (Title 18 of the Dixon Municipal Code). Zoning regulations are designed to protect and promote the health, safety, and general welfare of residents as well as implement the policies of the Dixon General Plan. The Zoning Ordinance also helps preserve the character and integrity of existing neighborhoods. **Table 14** summarizes the relevant residential standards for both single-family and multifamily development. The City is currently (2022) going through a comprehensive zoning code update where standards are being updated and streamlined. This includes condensing the number of zones in the city, minimizing standards, and ensuring compliance with state law (**Program 4.1.3**). The update is underway and is planned to be adopted in late 2023.

## Single-Family Residential District Development Standards

The R1 district is the primary district for single-family residential development. The minimum lot area ranges from 7,000 to 20,000 square feet, which is designed to separate one family dwellings from the congestion and lack of privacy often associated with multiple-family dwellings. Only one single-family dwelling unit, and no more than one ADU and one Junior ADU (JADU), is permitted on each lot in this district. The height limit for single-family homes is generally 30 feet.

## Multifamily Residential Development Standards

The RM Zone has four districts: RM1, RM2, RM3, and RM4. Both the RM1 and RM2 districts permit single-family dwellings and two-family dwellings or duplexes. The RM3 district permits multifamily dwellings with three or more units, and RM4 permits only multiple-family dwellings of five or more units. The minimum site area for RM-1 and RM-2 is 8,000 and 7,500 square feet, respectively. The minimum site area for RM-3 and RM-4 is 25,000 and 40,000 square feet, respectively. The minimum site per unit varies based on district and unit mix. The maximum height is 38 feet, and lot coverage is 40 percent in all RM districts. Both the R-3 and R-4 zoning districts allow for three stories.

In addition to the RM districts, the City also has the Planned Multiple Family Residential (PMR), Downtown Commercial, and Planned Mixed Use (PMU) districts, which allow residential development. The PMR district permits multifamily units on 9,000-square-foot lots with a minimum site area per dwelling unit of 4,350 square feet. The Downtown Commercial district allows multifamily units with no minimum lot size; this district also has 50-foot height limitations. The PMU district permits mixed-use development, including retail and office development in conjunction with multifamily units in the downtown area of the city. The PMU district has a minimum lot size of 5,000 square feet and 50 square feet lot width and a minimum site area that varies by district and the amount of units in the development.

The Agricultural (A) district permits or conditionally permits an incidental one family dwelling and farm employee housing.

**TABLE 14: RESIDENTIAL DEVELOPMENT STANDARDS**

Development Standard	Zoning Ordinance												
	R1-20	A	R1-15	R1-10	R1-7	PMR	RM-1	RM-2	PMU-1	RM-3	PMU-2	RM-4	CD
Min. Site Area (sq. ft.)	20,000	108,900	15,000	10,000	7,000	9,000	8,000	7,500	5,000	25,000	5,000	40,000	0
Min. Site Area/Unit (sq. ft.)	20,000	108,900	15,000	10,000	7,000	4,350	4,000	3,750	5,000	2,000	4,000-2,000 <sup>3</sup>	1,500	0
Min. Front Yard (ft.)	30	30	30	25	20	20	20	20	15	20	15	20	0
Min. Side Yard (ft.)	5, 12 <sup>1</sup>	15	5, 12 <sup>1</sup>	5, 12 <sup>1</sup>	5, 12 <sup>1</sup>	6 – 8	5-7	6-8	5	8-10	5	10-15	0
Min. Rear Yard (ft.)	20% of lot depth <sup>2</sup>	25	20% of lot depth <sup>2</sup>	20% of lot depth <sup>2</sup>	20% of lot depth <sup>2</sup>	25	25	25	10	25	10	25	0
Max Lot Coverage (percentage)	40	20	40										
Max. Bldg. Height (ft.)	30	35	30	30	30	38	38	38	36	38	36	38	50
Parking Req. (space/unit)	See Table 15												

Source: Dixon Zoning Ordinance, February 2022

- <sup>1</sup>. On a corner lot the minimum street yard shall be 15 feet, and the minimum side yard shall be 5 feet.
- <sup>2</sup>. The minimum rear yard shall be 20% of the lot depth to a maximum of 25 feet.
- <sup>3</sup>. The minimum site area per unit is dependent on the units provided. The higher the unit count the lower the minimum site area.

## Cumulative Impacts of Development Standards

State law requires the City to consider the impacts of development standards on the cost of housing, and further to consider the cumulative impacts of development standards on the cost and supply of housing. In the past, the primary development standard affecting housing cost was the lot size standard; however, since this standard effectively establishes a 7,500-square-foot minimum for single-family neighborhoods, this is not a constraint. Additionally, the passage of SB 9 has lessened this constraint by allowing lot splits and duplexes by right. Similarly, the primary standard affecting housing cost for multifamily units is typically the maximum allowable density. However, the City currently allows development at densities up to 30 units per acre which is sufficient for market rate and affordable housing development. Further, as stated previously, the City is currently (2022) going through a comprehensive zoning code update (i.e., lot coverage, setback requirements) to streamline and facilitate development and ensure compliance with state law (**Program 4.1.3**). The update is underway and planned to be adopted in late 2023.

## Typical Densities for Development

Dixon is a small city in Solano County, situated in the central valley between Sacramento and the Bay Area. Most of the city's growth has been in single-family areas with residential lots generally varying in size from approximately 7,000 to 20,000 square feet in the low-density to medium- and high-density residential zones. Multifamily densities typically vary in size from 1,500 to 4,000 square feet per unit depending on the land use designation. The City has not received any requests to develop at densities lower than what was identified in the sites inventory. If a proposed project is consistent with the General Plan and zoning, it follows standard review procedures. In General Plan designations where minimum densities have been established, a map amendment would be required to develop below the minimum.

## Parking Requirements

The City's parking requirements for residential districts vary by housing type, the number of units, and parking needs. **Table 15** identifies the City's parking requirements by housing type. The City may reduce parking requirements to provide housing for special needs groups. For example, the Planning Commission granted a reduction in the number of parking spaces required for the Dixon Second Street Apartment project for seniors, the La Esperanza affordable homeownership project, and the Heritage Commons project. As a part of the comprehensive Zoning Code update, the City will review and revise standards to ensure parking is not a constraint to development, specifically looking at reducing the parking standards for studio units and ensuring compliance with ADU/JADU requirements (**Program 4.1.3**).

**TABLE 15: PARKING REQUIREMENTS**

Residential Type	Parking Spaces <sup>1</sup>
Single-Family Dwelling	2 covered spaces
<b>Two-Family Dwelling</b>	
One- and Two-Bedroom Units	1.5 spaces, 1 of which is covered

Residential Type	Parking Spaces <sup>1</sup>
Three- or More Bedroom Units	2 spaces, 1 of which is covered
<b>Condominiums, Townhomes, Cluster Homes</b>	
One- and Two-Bedroom Units	1.5 spaces, 1 of which is covered, plus 1 guest space for each 2 units
Three- or More Bedroom Units	2 covered spaces plus 1 extra open space for each 2 units
<b>Multi-Family Dwellings</b>	
Studio Units:	1 covered space, 1 extra open space for each three units
One-Bedroom Units	1.5 spaces, 1 of which is covered, 1 extra open space for each 3 units
Two- or More Bedroom Units	2 spaces, 1 of which is covered, plus 1 extra open space for each 3 units
<b>Senior Housing</b>	
One Bedroom	0.75 covered space plus 1 extra open space for each 4 units <sup>2</sup>
Two Bedroom	1 covered space plus 1 extra open space for each 4 units <sup>2</sup>
Assisting Living and Congregate Care Facilities	0.25 spaces for each unit or bed, whichever is greater, plus 1 open space for each three employees based upon the maximum number on duty at 1 time <sup>3</sup>
Accessory Dwelling Units	Not to exceed 1 parking space per unit. Spaces may be provided as tandem parking, including on an existing driveway or in setback areas, excluding the non-driveway front yard setback
<b>Secondary Living Units</b>	
One Bedroom	1 space, can be located to the side of the existing driveway within the front setback
Two Bedroom	2 spaces, can be located to the side of the existing driveway within the front setback
Mobile Home Park	2 spaces for each mobile home, 1 of which is covered is covered, plus 1 extra open space for each three mobile homes
Group quarters, sororities, fraternities, boarding houses	1 space for each sleeping room

Source: Dixon Zoning Ordinance, April 2022

<sup>1</sup> Covered Parking spot indicates that the space must be in a garage or carport.

<sup>2</sup> The City Planning Commission may reduce this number on a case-by-case basis.

<sup>3</sup> The City Planning Commission shall determine the number of guest parking spaces needed on a case-by-case basis.

The City offers several optional, not required, mechanisms to facilitate the provision of a diversity of housing types. These mechanisms provide greater flexibility with regard to residential development standards than conventional residential zone districts. These mechanisms, such as the Planned Development (P-D) district and density bonuses, are described in more detail below.

- **Planned Development District:** The P-D district is designed to facilitate a diversity of uses with greater flexibility than in conventional zone districts. In particular, the district encourages a mix of housing styles and costs, a more efficient use of open space, and variety in the physical development of the city. The P-D district was used for the La Esperanza affordable single-family home project as well as for Valley Glen and Southwest Dixon.
- **Planned Multiple Residential District:** The purpose of the PMR district is to reserve land for the development of multiple-unit residential development. The district emphasizes the development of a wide variety of multifamily or multiple residential dwelling types such as condominiums, townhomes, cluster homes, patio homes, and other forms of individual ownership in multiple density projects. The district supports higher-density development along with appropriate community facilities that complement the residential uses and meet the needs of residents. Both the Southwest Dixon Specific Plan and the previous Valley Glen Planned Development used the PMR designation for the development of cluster homes or townhomes.
- **Planned Mixed Use District:** The PMU district corresponds to the Downtown Mixed Use (DT) designation of the General Plan and is intended to facilitate the development of a combination of commercial, professional, and residential uses in the downtown. This district accommodates the need for housing in close proximity to employment, City services, and public transit. There are two PMU districts, PMU-1 and PMU-2. These zones are distinguished by the applicable minimum site per dwelling unit regulations, with PMU2 allowing smaller site areas for overall increased dwellings. Furthermore, one other district—Downtown Commercial—allows residential uses in commercial areas on the second floor of any structure. The City has seen recent development of mixed-use projects in the downtown. The Asher project was constructed in 2008 and included seven units with ground-floor commercial uses. No mixed-use projects have been developed in the downtown since 2008.
- **Specific Plans:** The City uses the specific plan process as a means to provide a wide variety of housing types as well as appropriate relief from the application of zoning regulations and development standards, when appropriate. The City has two specific plans: Northeast Quadrant and Southwest Dixon. The Southwest Dixon Specific Plan has a substantial residential component, which includes the development of apartments, cluster homes, and single-family units.

## Review of Local Ordinances

Growth management programs facilitate well-planned development and ensure that the necessary services and facilities for residents are provided. Furthermore, the planning and land use decisions associated with growth management intend to enhance housing opportunities by concentrating housing in urban areas close to jobs and services rather than in sprawling developments that may



threaten agricultural land and open space. However, a growth management program may act as a constraint if it prevents a jurisdiction from addressing its housing needs.

In 1986, Dixon voters approved Measure B, a growth management initiative. Voters reaffirmed the measure in 1996. The measure limits annual residential growth in the city to a number of dwelling units that is no more than 3 percent of the total number of housing units as of December 31 of the prior calendar year. In addition, Measure B is intended to create and maintain an approximate mix of 80 percent single-family housing units (including single-family attached and duplex units) and 20 percent multifamily dwelling units. The purpose of Measure B is to achieve a balanced housing mix and a steady, controlled rate of annual growth. In 2000, approximately 14.0 of the housing stock in Dixon consisted of multifamily units, compared to 18.0 percent of the housing stock in 2021, indicating that growth management has helped to create a more balanced housing stock. Measure B enables the City to enhance the mix of housing types by encouraging 20 percent multifamily units. The measure was also designed to ensure that City services and facilities would be adequate to serve the needs of existing and future residents.

Measure B includes one key categorical exemption so that it does not unduly constrain residential development, particularly affordable housing. This categorical exemption excludes development that was approved prior to the enactment of Measure B. This development is also exempt from the 80/20 residential mix objective and the 3 percent annual growth rate. In accordance with Ordinance 13-008 Section 2, any residential development allotment that remains unallocated after five years can only be used for affordable housing. The use of such allotments shall be determined by the City Council on a case-by-case basis and shall not be subject to either the annual or five-year allotment limitation.

In order to encourage the production of housing, any allotments from the residential development allotment pool that remain unallocated under Measure B at the end of each consecutive five-year period may continue to be used for housing. Furthermore, Measure B contains a nondiscretionary exemption that permits a higher number of units to be built in a single year. The measure's "rollover" provision enables units not built during one year to be constructed in subsequent years as long as the total number of units approved over the five-year period averages 3 percent a year.

While Measure B manages residential growth in Dixon, it is not designed to prevent the City from meeting its share of the regional housing needs. In addition to the exemptions listed above, Measure B allows the City Council to grant an exception to increase the number of residential units built in any one year above the 3 percent threshold to meet the City's share of the regional housing needs.

**Table 16** shows that the 3 percent growth cap does not prevent the City from meeting its 2023–2031 RHNA. Based on 3 percent of the 2013 Department of Finance housing unit count (6,624) in Dixon, the City is able to build 198 units per year for the next seven years. For the City to meet its RHNA, Dixon needs to be able to accommodate 38 units per year.

However, to comply with the requirements of SB 330, the City will suspend Measure B for the 6<sup>th</sup> cycle planning period (January 31, 2023 through January 31, 2031). This action will take place with adoption of the 2023 – 2031 Housing Element (**Program 3.1.1**).

**TABLE 16: MEASURE B AND THE 2023-2031 RHNA**

Year	2023	2024	2025	2026	2027	2028	2029	2030	2031
3% Growth Cap*	198	198	198	198	198	198	198	198	198
Annual goal to meet 2023-2031 RHNA	38	38	38	38	39	39	39	39	39
Annual goal to meet very low- and low-income 2023-2031 RHNA	16	16	16	16	16	16	16	16	16

\* Based on 2021 Department of Finance housing unit count (6,624)

Note: Measure B allows unused growth from past years to be used in future years. Therefore, the 3 percent growth cap presented is an average of the permitted growth and if one year is lower, a future year may be higher.

### Provisions for a Variety of Housing Types

Housing element law specifies that jurisdictions must identify adequate sites to be made available through appropriate zoning and development standards to encourage the development of various types of housing for all economic segments of the population. This includes single-family housing, multifamily housing, manufactured housing, mobile homes, emergency shelters, and transitional housing, among others. **Table 17** summarizes the housing types other than single-family homes that are permitted within the primary zones in Dixon.

**TABLE 17: HOUSING TYPES PERMITTED BY ZONE DISTRICT**

Housing Types Permitted	Zone Districts									
	A	R1	RM1	RM2	RM3	RM4	PMR	PMU	CD	ML
<b>Residential Uses</b>										
One-Family Dwelling		P	P	P			P	P	P <sup>1</sup>	
Two-Family Dwelling (Duplex)			P	P			P	P	P <sup>4</sup>	
Three-Family Dwelling (Triplex)				C	P				P <sup>4</sup>	
Four-Family Dwelling (Fourplex)				C	P				P <sup>4</sup>	
Multifamily Dwellings (5+ Units)				C	P	P		P	P <sup>4</sup>	
Condominiums, apartments, town homes, cluster homes, patio homes, half-plexes							P			
Accessory Dwelling Units <sup>2</sup>		P	P	P	P	P	P			
Secondary Living Units <sup>2</sup>	P	P								
<b>Special Needs Housing</b>										
Residential Care Facilities (7 or more persons) <sup>3</sup>		C	C	C	C	C				
Residential Care Facilities (6 or fewer persons) <sup>3</sup>		P	P	P	P	P				
Farm Labor Housing <sup>4</sup>	P									

Transitional and Supportive Housing <sup>5</sup>		P	P	P	P	P	P			
Emergency Shelters										P
Manufactured/Mobile Homes and Mobile Home Parks <sup>6</sup>		P								
Single-Room Occupancy Units									P	

Source: Dixon Zoning Ordinance, 2022

P = Permitted by right

C = Conditionally permitted

- <sup>1</sup> Allows single-family or multiple-family residential dwelling units if located above the first floor of any structure.
- <sup>2</sup> The City has included Program 4.1.3 to amend the Zoning Code to allow ADUs as a permitted use in all zones, residential and non-residential, that allow single-family or multi-family uses, in compliance with Government Code Section 65852.150. Program 4.1.3 will also amend the code to remove references to secondary living units, which currently have the same definition as ADUs in the Zoning Code.
- <sup>3</sup> Although Section 18.03.010 of the Dixon Municipal Code states “Those facilities which state law requires to be allowed in this zone to the extent provided by state law and subject to any constraints of said state law.” To ensure compliance with state law, the City has included Program 4.1.3 to review and revise the Zoning Code.
- <sup>4</sup> To comply with State law, the City has included Program 4.1.3 to permit employee housing compliant with the State Employee Housing Act (Health and Safety Code Sections 17021.5, 17021.6 and 17021.8).
- <sup>5</sup> The City has included Program 4.1.3 to allow transitional and supportive housing in all zones where single-family uses are permitted and allow supportive housing as a permitted use in zones where multifamily and mixed-use developments are permitted, including nonresidential zones permitting multifamily uses (Government Code Section 65583(c)(3)).
- <sup>6</sup> The City has included Program 4.1.3 to amend the Zoning Code to allow mobile and manufactured homes in the same manner as stick-built single-family homes in all zones where single-family homes are permitted.

## Accessory Dwelling Units

Accessory dwelling unit are defined in Section 18.20B.030 of the Zoning Code as “an attached or detached residential dwelling unit that provides complete independent living facilities for one (1) or more persons. It includes permanent provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as the single-family dwelling is situated.” ADUs can include efficiency units, as defined in the Health and Safety Code Section 17958.1, and are permitted by right in the R1, RM-1, RM-2, RM-3, RM-4, and PMR zone districts. Secondary living units have the same definition (Chapter 18.02), but are permitted by right in in the A and R1 zone districts. The City has included **Program 4.1.3** to permit ADUs and JADUs in compliance with State law and replace references to secondary living units with ADUs.

## Mobile/Manufactured Homes

Mobile homes and manufactured housing offer an affordable housing option to many low- and moderate-income households. Approximately 1 percent of the city’s housing stock consists of mobile homes. The City permits mobile homes and manufactured housing in the single-family residential district (R-1).

The City has included **Program 4.1.3** to allow mobile and manufactured homes in the same manner as stick-built single-family homes.

## Farmworker and Employee Housing

According to the 2015-2019 ACS, an estimated 299 persons in Dixon are employed in the “agricultural and natural resources” industries; however, only a portion of these workers were employed as farmworkers. The number of persons living in Dixon and employed in such capacities is expected to continue to decrease. While the housing needs of farmworkers who live and work in Dixon on a permanent basis can typically be accommodated through affordable single- and multifamily housing, migrant farmworkers often have special housing needs. The Migrant Farm Labor Center, outside the city boundaries, provides housing to migrant farmworkers and their families. The center is operated by the Yolo County Housing Authority under an agreement with the Dixon and Solano County Housing Authorities. The center has 82 residential units for rent for farmworkers and their families who migrate up to 50 miles from the center.

State law (Section 17021.6 of the Health and Safety Code) requires that farmworker, or employee, housing with 12 units or 36 beds be permitted in the same manner as other agricultural uses in the same zone. Health and Safety Code Section 17021.5 requires that employee housing for farmworkers and other employees for six persons or fewer be allowed ministerially in zones allowing single-family residential structures. These two Health and Safety Code sections are known as the Employee Housing Act. The City’s Zoning Ordinance allows farmworker housing in the Agricultural (A) district in Dixon. The purposes of the Agricultural district include providing locations for permanent dwellings and transient accommodations for persons gaining their livelihoods from agricultural pursuits, and ensuring adequate light, air, and privacy for each dwelling unit. **Program 4.1.3** is proposed to amend the City’s Zoning Ordinance to fully comply with the Employee Housing Act.

The City has included **Program 4.1.3** to permit employee housing for six or fewer persons in all zones allowing residential structures, in the same manner, and employee housing for 12 units or 36 beds or more in agricultural zones.

### Residential Care Facilities

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

Though residential care facilities are not defined in the Zoning Code, Section 18.03.010 permits residential care facilities in all residential zones as “facilities that state law requires to be allowed in this zone to the extent provided by state law and subject to any constraints of said state law.” The City has included **Program 4.1.3** to review and revise the Zoning Code to ensure compliance with state law and to be consistent with fair housing requirements.

### Emergency Shelters

California Health and Safety Code Section 50801(e) defines an emergency shelter as “housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person.”

Government Code Section 65583(a)(4)(A) requires the City to allow emergency shelters without any discretionary action in at least one zone that is appropriate for permanent emergency shelters (i.e., with commercial uses compatible with residential or light industrial zones in transition), regardless of its demonstrated need. The goal of SB 2 was to ensure that local governments are sharing the responsibility of providing opportunities for the development of emergency shelters. To that end, the legislation also requires that the City demonstrate site capacity in the zone identified to be appropriate for the development of emergency shelters. Within the identified zone, only objective development and management standards may be applied, given they are designed to encourage and facilitate the development of or conversion to an emergency shelter. Those standards may include:

- The maximum number of beds .
- Off-street parking based upon demonstrated need..
- The size and location of exterior and interior on-site waiting and client intake areas.
- The provision of on-site management.
- The proximity to other emergency shelters.
- The length of stay.
- Lighting.
- Security during hours that the emergency shelter is in operation.

The City had included **Program 4.1.3** to establish managerial standards.

The Dixon Zoning Ordinance permits emergency shelters by right in the ML district, where they are subject only to the same development standards as other uses in this zone. Currently, there is a total of 331 acres (49 parcels) of vacant land zoned as ML that is available for construction of an emergency shelter. Parcels range in size from less than one acre to over 100 acres in size. The typical parcel size ranges from .40 acres to 2 acres in size (21 parcels). The ML zone is closer to services, including grocery stores and medical facilities, and has access to transportation.

### Low Barrier Navigation Centers

Government Code section 65662 requires that the development of Low-Barrier Navigation Centers be developed as a use by right in zones where mixed-uses are allowed or in non-residential zones that permit multifamily housing. For a navigation center to be considered “low barrier,” its operation should incorporate best practices to reduce barriers to entry, which may include, but are not limited to, the following:

- Permitting the presence of partners if it is not a population-specific site, such as for survivors of domestic violence or sexual assault, women, or youth
- Pets
- Ability to store possessions
- Providing privacy, such as private rooms or partitions around beds in a dormitory setting or in larger rooms with multiple beds

**Program 4.1.3** has been included to comply with State law.

### Transitional and Supportive Housing

Transitional housing is defined in Chapter 18.02, Definitions, as housing with supportive services exclusively designated and targeted for recently homeless persons. Transitional housing services are intended to move recently homeless persons to permanent housing quickly, and limit rents and service fees to an ability-to-pay formula consistent with the United States Department of Housing and Urban Development’s requirements for subsidized housing for low-income people. Supportive housing is defined as housing with no limit of stay, occupied by the target group, and linked to on-site or off-site services that assist the resident to keep the housing, improve their health status, and maximize their ability to live and, when possible, work in the community.

Government Code Section 65583(c)(3) requires that transitional and supportive housing types be treated as residential uses and subject only to those restrictions that apply to other residential uses of the same type in the same zone. Both transitional and supportive housing types must be explicitly permitted in the municipal code. Transitional and supportive housing are both permitted in the R-1, RM, and PMR districts by right. The City has included **Program 4.1.3** to permit transitional and supportive housing as a residential use, subject only to those regulations that apply to other residential dwellings of the same type in the same zone. Additionally, the zoning ordinance will be amended to allow transitional and supportive housing in all zones where supportive housing is a permitted use in zones where multifamily and mixed-use developments are permitted, including nonresidential zones permitting multifamily uses (Government Code Section 65583(c)(3)).



## Extremely Low-Income Households

Government Code Section 65583(a)(1) requires the quantification and analysis of existing and projected housing needs of extremely low-income households. Elements must also identify zoning to encourage and facilitate supportive housing and single-room occupancy units (SRO).

Extremely low-income households typically comprise persons with special housing needs including but not limited to persons experiencing homelessness or near-homelessness, persons with substance abuse problems, and farmworkers. The City's Zoning Ordinance currently allows SROs in the Downtown Commercial (CD) district by right. The City has also included **Program 5.3.1** to assist with the development of housing for extremely low-income households.

## Housing for Persons with Disabilities

Compliance with provisions of the federal Americans with Disabilities Act (ADA) is assessed and enforced by the building official in Dixon. ADA access is enforced through building permit entitlement and is required for all commercial development, new construction of multifamily apartments with three or more units in any one building, and new construction of congregate housing or shelters. Special ADA access retrofitting is not required for remodeling or renovation of buildings, but only for new construction. The City currently evaluates the need for reasonable accommodations for persons with disabilities on a case-by-case basis, but does not have a formal reasonable accommodations process in place. Therefore, the City has included **Program 4.1.2** to establish a reasonable accommodation process in compliance with State law.

The City's Municipal Code does not impose any separation requirements between group homes or residential care facilities and sites planning requirements are no different for these uses than other residential uses in the same zone. Additionally, the City recently created brochures on universal design to formalize reasonable accommodation procedures, and made these resources available on the City's website. The Dixon Municipal Code defines family as an individual or two or more persons related by blood or marriage, or a group of not more than five persons, not including servants, who need not be related by blood or marriage, living as a single housekeeping unit. The City has included **Program 4.1.3** to amend the definition of family in the Zoning Code to comply with the State definition.

## Density Bonus

Under current state law (Government Code Section 65915), cities and counties must provide a density increase up to 80 percent over the otherwise maximum allowable residential density under the municipal code and the land use element of the general plan (or bonuses of equivalent financial value) when builders agree to construct housing developments with 100 percent of units affordable to low- or very low-income households.

The City's density bonus ordinance allows for density bonuses up to 35 percent. Therefore, the City of Dixon has included **Program 4.1.4** to increase the density bonus allowance comply with current state law (Government Code Section 65915). Despite the need for an ordinance update, the City is currently complying with the applicable State density bonus law.



## Site Improvements

Site improvements are an important component of new development and include water, sewer, circulation, and other infrastructure necessary to serve the new development. The City of Dixon collects development fees to cover the costs of processing permits and providing the necessary services and infrastructure related to new development. **Table 18** identifies the typical development fees for single-family and multifamily housing.

The City requires pro rata payments for off-site extension of the water, sewer, and storm drain systems. It requires the developer to construct all internal streets, sidewalks, curb, gutter, affected portions of off-street arterials, and other standard conditions. New residential construction will be infill on scattered lots throughout the central part of the city or built in outlying areas, where infrastructure and/or adequate public services and facilities may be necessary.

Improved pedestrian-ways should not be less than fifteen (15) feet in width and may be required by the approving authority where needed for traffic safety or for access to schools, playgrounds, shopping facilities, other community facilities, or scenic easements. Easements inside the front property line must be provided and typically be ten (10) feet in width for utilities, street lights, signage, and similar such uses. Local /Local with Cul-De-Sac streets have a 37- to 48-foot right of way, including 5 feet for sidewalk; Minor Collector streets have a 53-foot right of way, while Industrial Collector streets have a 49-foot right of way, both including 6 feet for sidewalks. Major Collector streets have a 54- to 116-foot right of way, including 8 feet for sidewalks.

These and other site improvement costs are typical of all cities in California and do not impose a significant constraint on the development of housing in Dixon. The City does not impose any additional requirements as conditions of approval for new development.

## Development Fees

Requiring developers to construct site improvements and/or pay pro rata shares toward the provision of infrastructure, public services, and processing increases the cost of developing homes and the final sales price or rent of housing. However, payment of fees is necessary to maintain an adequate level of services and facilities, and more generally, to protect public health, safety, and welfare. Based on a review of fees in neighboring jurisdictions and discussions with local developers, development fees in Dixon are comparable to and in many cases lower than most other cities in the region.

In order to assist projects that address specific needs in the community such as affordable housing, the City has provided reductions or offsets of development fees. The City provided the La Esperanza project with infrastructure fee offsets totaling approximately \$300,000. City fees were most recently updated July 1, 2021.

**TABLE 18: SINGLE-FAMILY AND MULTIFAMILY DEVELOPMENT FEES**

Planning Fees	Fee Amount
Conditional Use Permit	\$1,123
Design Review – Residential	
Single-Family Dwelling and Duplex	\$375
Multiple-Family Dwelling (excluding Duplexes) per building	\$1,497
Environmental Review	
Notice of Exemption	\$149
General Plan Amendment	\$2,303
Rezoning	\$2,303
Specific Plan Amendment	\$2,303
Annexation	\$2,952
Map/Parcel Boundary Changes	
Tentative/Subdivision Map (Final) Map	\$1,779
Per Lot	\$599
Parcel Map (<4, no tentative map)	\$375
Per Lot	\$75
Parcel Map (>5 or w/ tentative map)	\$748
Per Lot	\$75
Lot Line Adjustment (minor)	\$386
Lot Line Adjustment (major)	\$996
Variance	\$1,870
Appeal Fee (of Community Development Director decision)	\$748
Appeal Fee (of Planning Commission decision)	\$1,556
Certificate of Compliance	\$75
Parcel Merger Waiver	\$375
Time Extension approved by Planning Commission to obtain building permit	\$599

*Source: City of Dixon, July 2022*

The City requires developers to pay impact fees to cover the City's costs to provide services and utility infrastructure to new development. These fees determine the real costs to the City and County of providing adequate city services to new development. Impact fees are collected for municipal facilities, fire protection facilities, police facilities, park facilities, roadway facilities, and more. **Table 19** shows the breakdown of development fees for a typical 2,000-square-foot single-family home and a 1,000-square-foot multifamily home as part of a 20-unit project.

**TABLE 19: SUMMARY OF DEVELOPMENT FEES BY SQUARE FOOT:  
RESIDENTIAL PROJECTS**

Development Fee	Single-Family	Multifamily
Building Plan Check	\$2,692.00	\$9,173.00
Building Inspection	\$1,317.00.31	\$3,669.65
Building Permit Issuance	\$48.00	\$48.00
City of Dixon Water	\$6,508.48	\$6,228.02 <sup>1</sup>
Transportation	\$11,071	\$6,620.00
Police	\$701.80	\$565.78
Fire	\$1,781.13	\$1,424.59
Dixon Unified School District	\$6,400.00	\$3,200.00
Storm Drainage		
Fee Area A1	\$294.47	\$1,548.75
Fee Area A2	\$6,723.21	\$41,743.12
Fee Area A3	\$6,952.24	\$40,462.33
Fee Area B/C	\$1,924.24	\$10,191.55
Fee Area D/G	N/A	N/A
Administrative and Public Works Facilities	\$1,396.33	\$1,111.79
Parks and Recreation Facilities	\$13,850.11	\$11,036.59
Wastewater Facilities	\$15,367.72	\$25,702.20
Solano Capital Public Facilities	\$8,962	\$6,726
<i>Total Development Fees</i>	<i>\$70,095.88 - \$77,048.12<sup>2</sup></i>	<i>\$88,322.62 - \$130,065.74<sup>2</sup></i>
<i>Typical Building Construction Costs per unit (2022 estimate)</i>	<i>\$248,820.00</i>	<i>\$129,200.00</i>
<i>Total Housing Cost (not including land costs)</i>	<i>\$318,915.88 - \$325,868.12<sup>2</sup></i>	<i>\$217,522.62 - \$259,265.74<sup>2</sup></i>
<b>Fees as a % of Total Housing Costs</b>	<b>22.0% - 23.6%</b>	<b>40.6% - 50.2%</b>

Source: City of Dixon, 2022; Solano County, 2019

1. Fee is for a 3/4-inch meter, 1-inch meters have a fee of \$10,864.14 and large projects may require an irrigation connection.
2. Total varies based on the area for drainage fees.

## Development Permit Procedures

Development review and permit processing are necessary steps to ensure residential construction proceeds in an orderly manner. However, the time and cost of permit processing and review can be a constraint to housing development if they place an undue burden on the developer.

The City of Dixon can encourage the construction, maintenance, and improvement of housing by decreasing, to the extent possible, the time and uncertainty involved in gaining approvals for various

development permits. Based on the Permit Streamlining Act, governmental delays can be reduced in two key ways by (1) limiting the processing time for development in most cases to one year, and (2) requiring public agencies to specify the required information to complete an acceptable application.

The permitting and review process for residential projects in Dixon includes an optional preapplication review meeting, submittal of the application, a review for completeness by Planning and Development staff, internal review by the Design Review Commission (Planning Commission) and other City agencies, and review and approval by the Planning Commission and, if necessary, the City Council. **Table 20** identifies the approximate time necessary for review of residential developments. In general, the process for development of a subdivision on vacant land and needing an environmental impact report takes 1 month to 1 year to process. For smaller subdivisions, multifamily, and single-family projects the time frame is 1 to 12 months. All of these estimates include the time to obtain a building permit. However, the time necessary for review depends on the complexity of the project and whether an exception from development standards, existing land use, or operating conditions is requested. As an example, the time for environmental review can vary substantially depending on whether an environmental impact report or a negative declaration is required. For projects that involve multiple requests, all the applications are processed concurrently whenever possible.

Review of residential projects typically involves the determination of conformance with the City's General Plan and compliance under the California Environmental Quality Act. If the project is not consistent with the General Plan, a General Plan amendment may be required. The project is also reviewed to determine whether the type and amount of residential development is consistent with the zoning for the site; otherwise, a zone change is required. Several residential projects have been granted General Plan amendments and zone changes, including the La Esperanza affordable single-family project, the Dixon Second Street Senior Apartments, the Pheasant Run #7 residential development, and Heritage Commons.

**TABLE 20: DEVELOPMENT REVIEW TIME FRAMES**

Development Permit/Review Process	Single-Family Time Frames	Multifamily Time Frames	Subdivision Time Frames
Plan Review	3 – 4 weeks	4 – 6 weeks	2 – 4 months
Zone Change and GP Amendment	4 – 8 months	4 – 8 months	3 – 6 months
Environmental Review	1 month - 1 year	1 month - 1 year	1 month - 1 year
Design Review	2 – 3 months	2 – 4 months	N/A
Planning Commission approval	2 – 3 months	2 – 4 months	2 – 4 months
City Council approval (if necessary)	N/A	N/A	1 – 2 months
<b>Total Time</b>	<b>1 month to 1 year</b>	<b>1 month to 1 year</b>	<b>1 month to 1 year</b>

*Source: City of Dixon, 2022*

## Senate Bill 330 Procedure

The City of Dixon permitting process is consistent with Senate Bill 330, the Housing Crisis Act of 2019. Consistent with SB 330, housing developments for which a preliminary application is submitted that complies with applicable General Plan and zoning standards are subject only to the development standards and fees that were applicable at the time of submittal. This applies to all projects unless the project square footage or unit count changes by more than 20 percent after the preliminary application is submitted.

## Senate Bill 35 Approvals

Senate Bill 35 requires jurisdictions that have failed to meet their RHNA to provide streamlined, ministerial entitlement process for housing developments that incorporate affordable housing. The City has included **Program 6.2.1** to establish a written policy or procedure and other guidance as appropriate to specify the SB 35 streamlining approval process and standards for eligible projects.

## Approval to Building Permit

After the City approves a project, such as at Planning Commission or City Council hearing, it becomes the applicant's responsibility to initiate the steps to secure building permits and construct the project. These steps include obtaining additional City clearances and paying fees as outlined in a project's conditions of approval. Other necessary actions include:

- Preparing construction drawings
- Recording subdivision (final) maps (applies to ownership projects)
- Retaining contractors
- Obtaining utility approvals, required easements and rights of entry

A few of the bulleted items, such as the construction drawings, require City review prior to issuance of a building permit.

In many cases, the length of time between a project's approval and building permit issuance is determined by the applicant. The time frame can range from building permit being submitted to building department before the entitlement is even approved, to never being submitted. On average, the process takes two to four months for issuance of building permit after entitlement approval. The City's initial review for both civil plan and building permit approval is typically three to four weeks; if corrections are necessary, a subsequent review takes within one to three weeks. The time the applicant takes to make corrections between these reviews varies, but once a project begins the construction plan review process, responsive applicants can typically achieve the following general timelines:

- Civil plan approval (e.g., grading, water, sewer, streets): three to six months
- Building permit approval: three to six weeks

## Design Review

Most residential developments must submit a design review application. These consist of single-family dwelling remodeling, new multiple-family residential, multiple-family remodeling that would alter external appearance, and production single-family dwellings or duplexes. The Planning Commission serves as the Design Review Commission (DRC) and reviews applications unless there is another associated entitlement application which requires city council action.

As part of the upcoming Zoning Ordinance update, the City plans to clarify and streamline the list of improvements that are subject to Design Review and create a lower-level tier for minor applications. Instead of the Planning Commission, staff would be able to review and approve these minor applications. More information about the design review process is in the bullet list, below.

Applications are processed on a first-come, first-served basis. The City's Community Development Director has the authority to approve single-family or duplex developments that adhere to the City's design guidelines. All other development plans must be reviewed by the DRC prior to the application for a building permit. The focus of the review is mainly on compatibility, the quality of the site plan, and the architecture.

The Planning Commission serves as the DRC and is composed of seven members appointed by the City Council. The DRC is responsible for reviewing the siting of structures, landscaping, building design, and other design-related issues for all types of development, including residential. All multifamily development and new subdivisions are subject to review by the DRC, as is the external remodeling of any existing multifamily complex that would alter its external appearance.

The design review process takes about two to four months for most projects. Neither the design review process nor the DRC is a substantial constraint to development. In most cases, single family and multifamily developments require only one review meeting by the DRC, and fees to cover the cost of design review are included in overall planning fees. If rezoning/General Plan amendment or CEQA process is required, 2 to 3 meetings before the Planning Commission is typical for single family or multifamily projects.

Design review procedures are:

- The review procedure for all applications may consist of a preliminary plan and a final plan or just the latter. The DRC encourages a preliminary and final plan in instances of large or complicated development projects.
- Preliminary review by the DRC has the following purposes:
  - Indicates to the applicant major areas of deficiency and good design.
  - Instructs the applicant regarding sections of the project that are unacceptable or need minor revisions.
  - Informs the DRC on the scope of the project for the final review stage.
- When any project is brought before the Planning Commission that requires DRC approval, the Planning Commission shall, before it takes action on the project, refer it to the DRC for review and comment.

The functions of the Director and DRC shall be to review the following criteria for all applicable structures:

- Siting of all structures as designed on a site plan.
- Landscaping, fencing, and other screening as designed on a landscape or irrigation plan featuring all existing trees and shrubs and proposed plantings.
- Design of all circulation and parking and loading facilities for automobiles and bicycles.
- Location, design, and screening of garbage/recycling facilities.
- Details of fencing; public works items such as curb cuts, curbs, gutters, sidewalks, sidewalk design, drainage, and fire hydrants.
- Location, design, and intensity of all exterior lighting.
- Location and design of addressing system or graphics and mail delivery system.
- Location and design of all required open space areas.
- Exterior elevations or perspective drawings of structures, including but not limited to building height, description of all building materials, building colors, and screening of utility meters and mechanical equipment.
- Design, placement, dimension, and colors of all proposed signs and exterior graphics as required by ordinance.
- Review of design and placement of facilities for disabled persons.
- Review of design of facilities for compliance with Attachment 4 of the California State Water Resources Control Board's Water Quality Order No. 2003-005-DWQ, as may be amended, supplemented, or superseded.

All guidelines listed above are design guideline objectives and do not pose a constraint to the development of housing; they are meant to assist in providing direction for each project.

## **Building Codes and Enforcement**

The City of Dixon has adopted the 2016 California Title 24 Building Codes, which establish standards and require inspections at various stages of construction to ensure code compliance. Although these standards and the time required for inspections increase housing production costs and may impact the viability of rehabilitating older properties that are required to be brought up to current code standards, the intent of the codes is to provide structurally sound, safe, and energy-efficient housing. The City currently has five substantive local amendments to the California Building and Plumbing Codes. They include (1) requiring four-inch-thick concrete slabs, (2) requiring concrete mix to have five sacks per cubic yard, (3) requiring rebar 18 inches on center (4) prohibiting water piping from being installed in or under a concrete slab resting on the ground without prior approval of the building official (this amendment is designed to make it easier to repair ruptured pipe), and (5) allowing wood shakes/shingles with a Class B fire rating as an exterior siding material. The first three amendments are based on the local geology of the highly expansive soil throughout the city; they are designed to create stronger concrete and intended to address the past moisture problems many residents have



experienced in their homes. However, until the City adopts the most recent CBC, local amendments cannot be enforced. The City adopted the 2022 California Building Code on December 6, 2022.

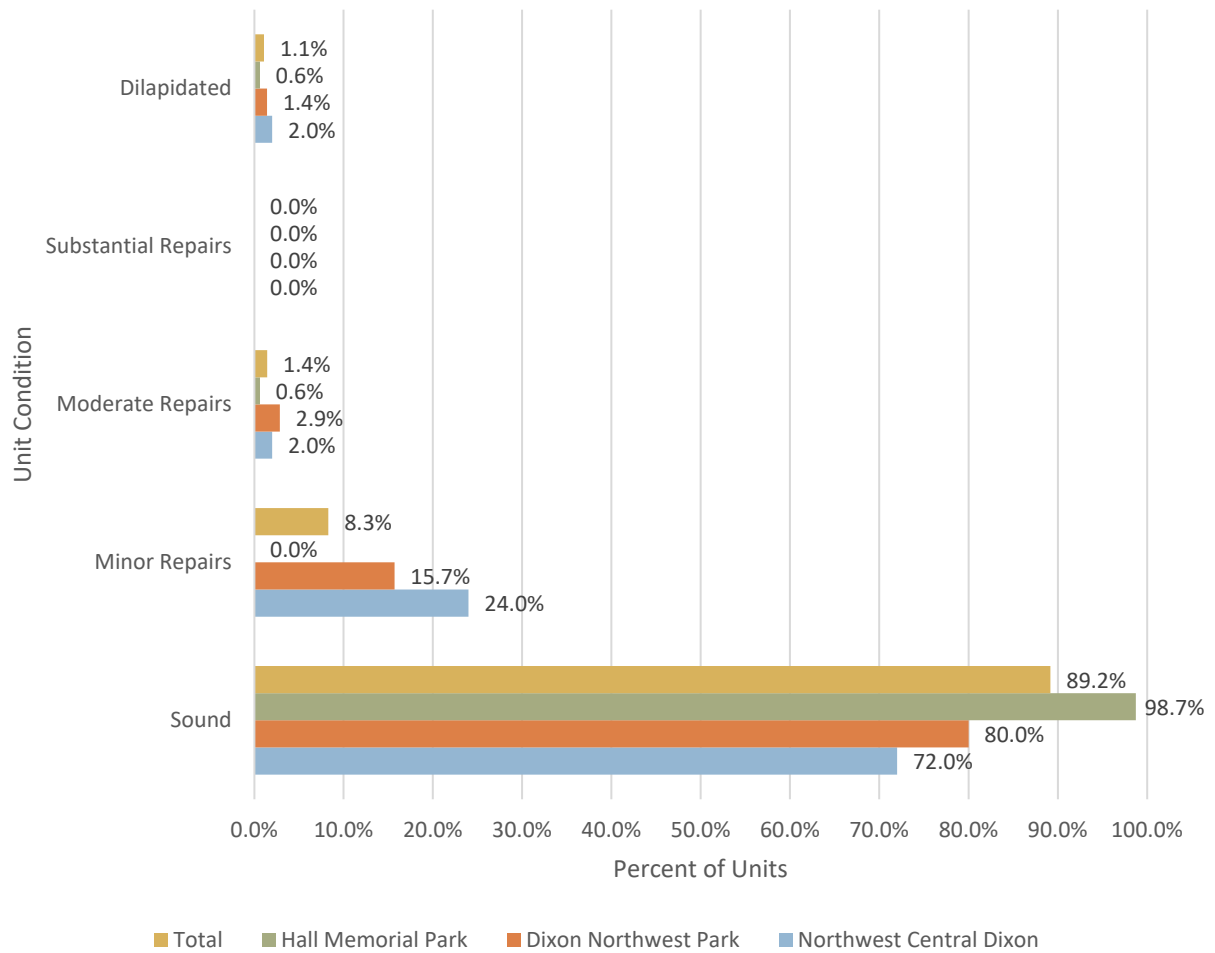
The City's Code Enforcement Division is responsible for enforcing both state and City regulations governing maintenance of all buildings and property. Staff handles complaints on a reactive basis, primarily related to property maintenance, building code issues, illegal structures, and inoperative vehicles, among others. Most of the complaints affecting housing are related to the city's new housing stock, primarily regarding illegal construction of sheds, fences, and similar projects. To assist homeowners with housing condition problems, Code Enforcement staff offers information about the City's rehabilitation program.

## Housing Conditions Survey

On March 15 and 16, 2022, the City of Dixon conducted a windshield survey of housing conditions on 283 lots in the city across three general areas—the northwest portion of central Dixon, northwest of N. Adams Street and north of W. F Street; the Hall Memorial Park neighborhood and dwelling units to the north across E. A Street; and the Dixon Northwest Park neighborhood, south of W. F Street and east of N. Almond Street. Of the 283 lots surveyed, 5 were found to be vacant and 1 was not visible from the survey location, for a total of 277 units. The survey assessed the condition of the foundation, windows, roof, electrical, and siding on the physical unit and identified whether the unit had gutters, a driveway, and adequate site drainage and was on a paved street with curbs and sidewalks. For each physical feature, units were assessed based on the degree to which repairs were needed, ranging from “in good condition” or “does not need repair” (0 points) to “needs replacement” (10 to 25 points). Units with a total score of 9 or less are considered sound, scores 10 to 15 are considered in need of minor repairs, scores of 16 to 29 need of moderate repairs, scores of 40 to 55 need substantial repairs, and scores 56 or above are considered dilapidated.

In northwest central Dixon, 49 houses and 1 ADU were surveyed—36 units were in sound condition with few to no visible repair needs; 12 were in need of minor repairs; 1 was in need of moderate repairs; and 1 was considered dilapidated. Most of the units in this neighborhood were single-family homes with detached garages (72.9 percent), and the remainder had attached garages. One home had an ADU above the detached garage. In Dixon Northwest Park, 56 single-family homes with attached garages and 14 with detached garages were surveyed—80.0 percent were considered sound, 15.7 percent needed minor repairs, 2.9 percent needed moderate repairs, and 1.4 percent were considered dilapidated (see **Figure 3**). In the greater Hall Memorial Park neighborhood, 157 homes were surveyed—121 single-family homes with attached garages, 22 single-family homes with detached garages, and 14 duplexes. Of these homes, 155 were in sound condition, 1 unit needed moderate repairs, and 1 unit was considered dilapidated. Based on the results of this survey, the City estimates that approximately 10 percent of the housing stock is in need of rehabilitation (see Table 2-22) in the Regional Housing Needs Assessment). However, the City has identified **Program 1.1.1** to promote the availability of rehabilitation assistance programs for lower-income households and **Program 1.2.1** to enforce code compliance for habitability of homes.

**FIGURE 3: HOUSING CONDITIONS SURVEY RESULTS**



*Source: City of Dixon, 2022*

# HOUSING ELEMENT APPENDICES



APPENDIX 1 – PUBLIC OUTREACH AND ENGAGEMENT

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## INTRODUCTION

The Solano County Regional Early Action Planning (REAP) Housing Element Collaborative completed public outreach at the local and regional levels as part of the regional Solano County Collaborative effort to encourage community involvement and comply with the requirements of state law. These efforts included:

- Project Website
- Stakeholder Consultations
- Housing Element Introduction Workshops
- Housing Needs Assessment Workshops
- Fair Housing Workshops
- Community Survey

## PROJECT WEBSITE

The Solano County Housing Element Collaborative project website, [www.Solhousingelements.com](http://www.Solhousingelements.com), is a clearinghouse for all information related to the project, with information in English, Spanish and Tagalog. Community members can visit the site to access all public materials; learn about the latest project updates and opportunities to get involved; sign up for email updates; and submit comments directly. The website also includes recordings of all past meetings.

The project website also includes direct links to each of the Solano County Collaborative jurisdictions' websites to promote each city's and the county's specific outreach, share updates, and highlight upcoming opportunities for involvement, including individual Housing Element meetings. The project web page launched in March 2022 and is regularly updated to reflect ongoing community input opportunities and advertise draft work products.

## STAKEHOLDER CONSULTATIONS

To ensure that each jurisdiction solicits feedback from all segments of the community, consultations were conducted with service providers and other stakeholders who represent different socioeconomic groups.

From December 2021 through April 2022, staff consulted with 10 stakeholders from 8 organizations that provide services in the Solano County region to obtain input on housing needs and programs. All stakeholders provided feedback via one-on-one interviews or with email responses. Representatives from the following organizations were interviewed:

- North Bay Housing Coalition, December 9, 2021
- Community Action Partnership Solano, Joint Powers Authority (JPA), December 14, 2021
- Legal Services of Northern California, December 22, 2021



- Fair Housing Advocates of Northern California, January 6, 2022
- Solano-Napa Habitat for Humanity, January 28, 2022
- Agency on Aging, January 24, 2022
- Urban Habitat, February 16, 2022
- North Bay Regional Center (NBRC) in April 2022

In each consultation, the stakeholders were asked all or some of the following questions, depending on the type of organization interviewed:

- Opportunities and Concerns: What 3 top opportunities do you see for the future of housing in this jurisdiction? What are your 3 top concerns for the future of housing in this jurisdiction?
- Housing Preferences: What types of housing do your clients prefer? Is there adequate rental housing in this jurisdiction? Are there opportunities for home ownership? Are there accessible rental units for seniors and persons with disabilities?
- Housing Barriers/Needs: What are the biggest barriers to finding affordable, decent housing? What are the unmet housing needs in this jurisdiction?
- Housing Conditions: How would you characterize the physical condition of housing in this jurisdiction? What opportunities do you see to improve housing in the future?
- Equity and Fair Housing: What factors limit or deny civil rights, fair housing choice, or equitable access to opportunity? What actions can be taken to transform racially and ethnically concentrated areas of poverty into areas of opportunity (without displacement)? What actions can be taken to make living patterns more integrated and balanced?
- How has COVID affected the housing situation?

Based on conversations with the Community Action Partnership Solano JPA, there is a need for more permanent supportive housing programs with wrap-around services to support unhoused individuals, populations with mental illness, and the growing number of low-income families. Stakeholders suggested that the Cities and the County leverage the existing momentum in the stakeholder organizations to create a permanent supportive housing program, where the jurisdictions can pool their resources together and equally distribute projects. One stakeholder disclosed that they have funding for assisting jurisdictions with needed affordable housing but finding adequate sites is the barrier. Stakeholders also identified that there are substantial racial disparities in housing among communities of color, recommending that jurisdictions do more through code enforcement, primarily ensuring there is water and heating in low-income housing units, or passing ordinances that protect tenants from living in substandard housing.

Based on a conversation with Fair Housing service providers, there is a need for fair housing education among landlords and tenants, specifically on the topics of enforcement of fair housing laws and rental discrimination practices. Stakeholders encouraged the jurisdictions to contract with fair housing providers to offer services such as housing resources and tenant protections to vulnerable populations such as seniors, low-income seniors, and disabled residents. . Stakeholders also identified that single-

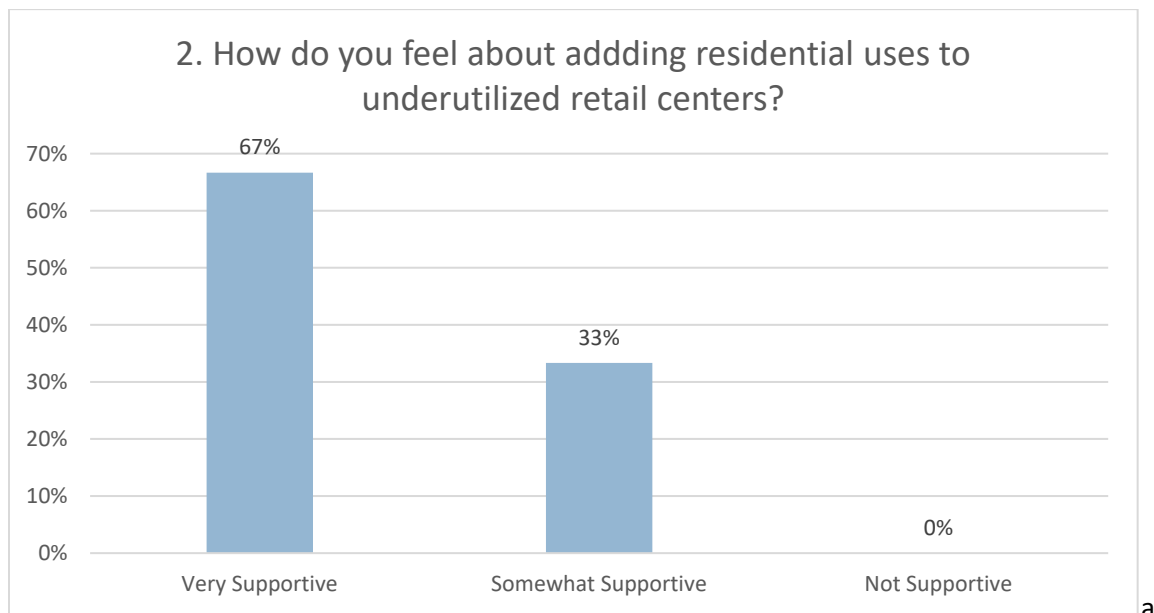
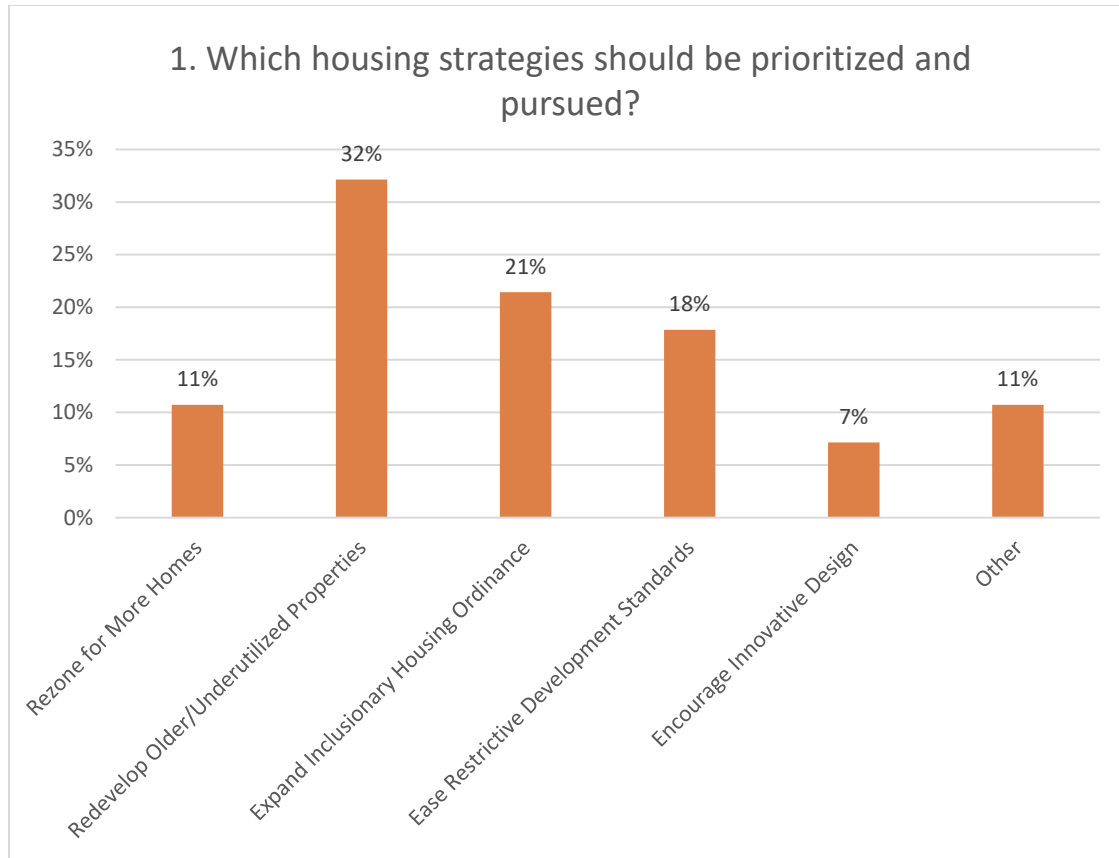
family housing stock in need of rehabilitation should be acquired, repaired and rented to supplement the affordable housing shortage.

A demand that was stressed among all stakeholders was the need for more affordable housing and homeownership opportunities. Strategies for achieving this include community land trusts and mixed-use housing. Stakeholders voiced that seniors have experienced isolation as a result of the COVID-19 pandemic and are in need of socialization. Housing that supports wrap-around services and is located near transit routes was identified as a strategy. Stakeholders also identified the cost of land as a barrier to developing affordable housing.

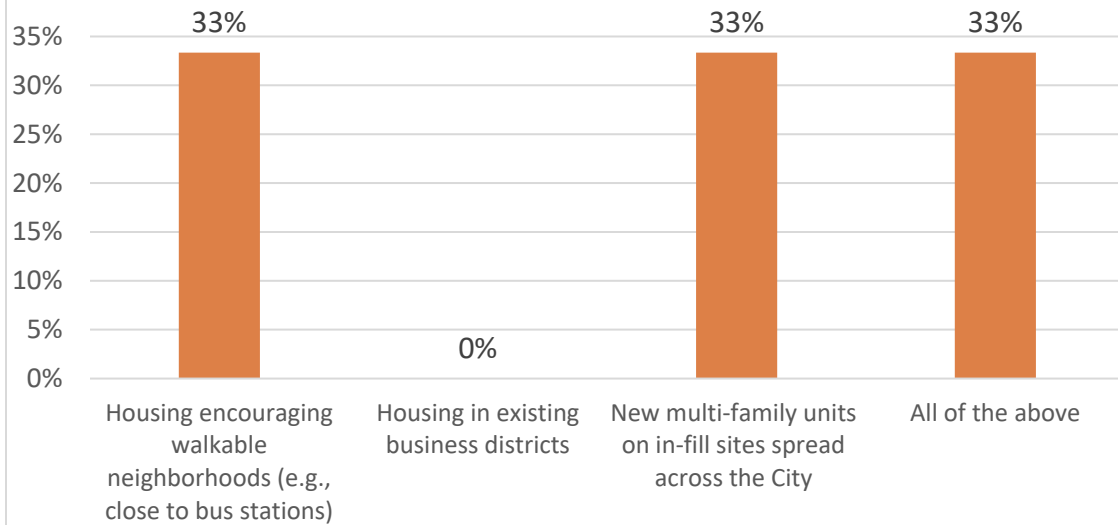
Representatives from the North Bay Regional Center and North Bay Housing Coalition expressed that residents with intellectual disabilities typically require supportive services (case management, grocery delivery, and/or other services) to be successful and may even require that a caretaker live with them. As a result, there is a need for more one- to two-bedroom affordable housing units. The lack of affordable housing in the region makes it hard to find affordable one- and two-bedroom units.

## **HOUSING ELEMENT INTRODUCTION WORKSHOPS**

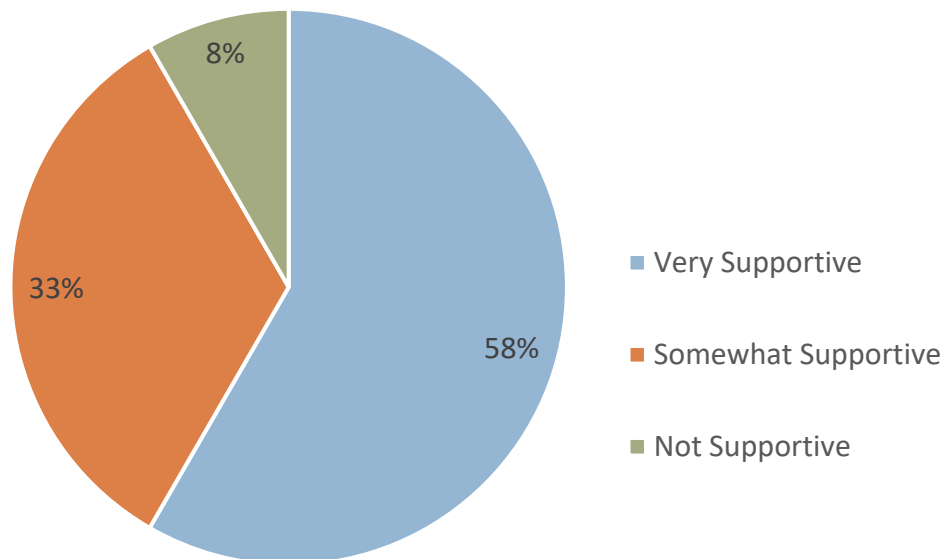
The Solano County Housing Element Collaborative made diligent efforts to encourage public and stakeholder participation in the Housing Element update process at the regional and local scale. The first two workshops introduced the Housing Element requirements and process and were held during the lunch hour on Wednesday, January 26, 2022, and the evening of Thursday, January 27, 2022. There were 13 participants in attendance at the January 26 meeting, and 9 participants in attendance at the January 27 meeting. The Housing Element Introduction workshops were advertised with flyers in English, Spanish, and Tagalog. The workshops were conducted virtually to ensure accessibility for residents throughout the county and in response to the COVID-19 pandemic. The focus of these meetings was to provide high level demographic information and an overview of the Regional Housing Needs Allocation (RHNA) and to solicit input from stakeholders and the public regarding housing needs and opportunities. Polling was conducted as part of each workshop. The combined results are summarized in the following charts.



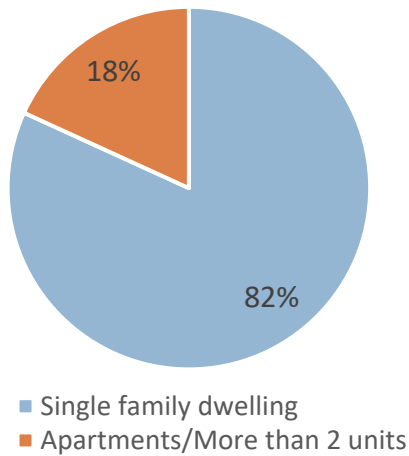
3. What is the most important consideration for location?



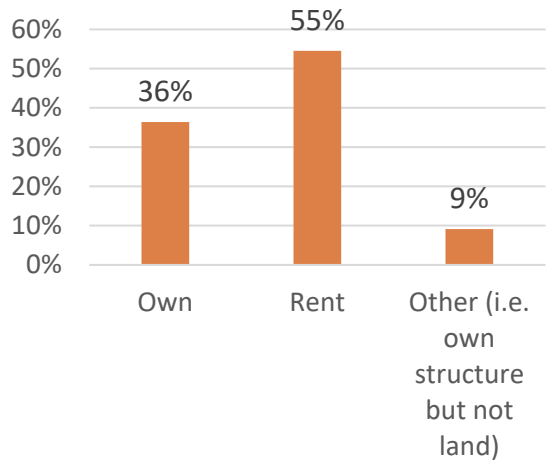
4. How do you feel about replacing underperforming/obsolete businesses (e.g., big box retail stores) with residential uses and/or community serving uses in retail or office centers?



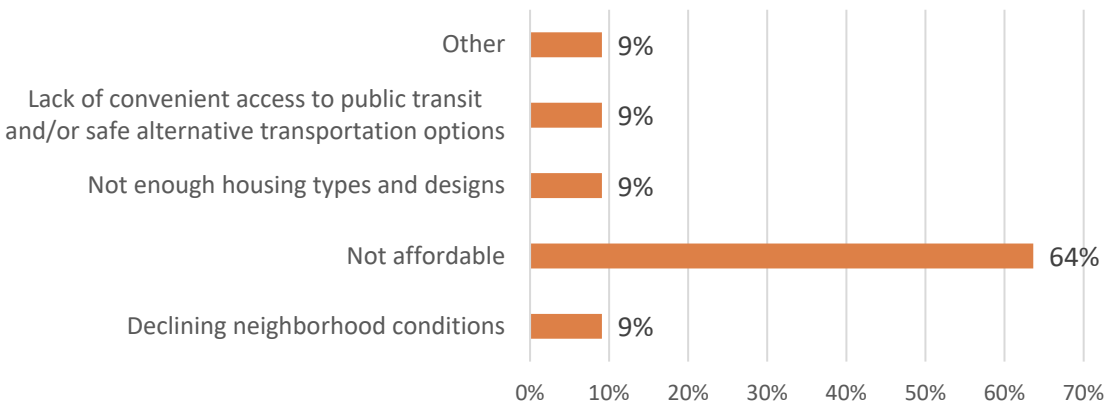
5. What type of housing do you live in?



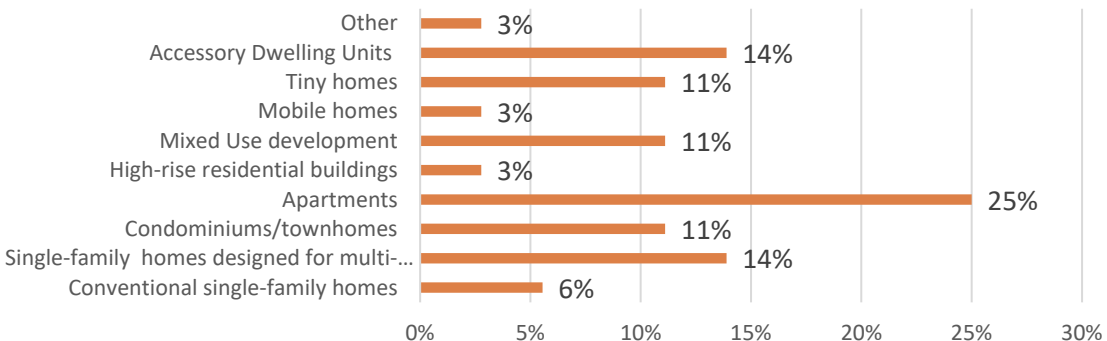
6. Do you own or rent your home?



7. What do you consider the biggest issue related to housing?



8. What type of housing is needed?



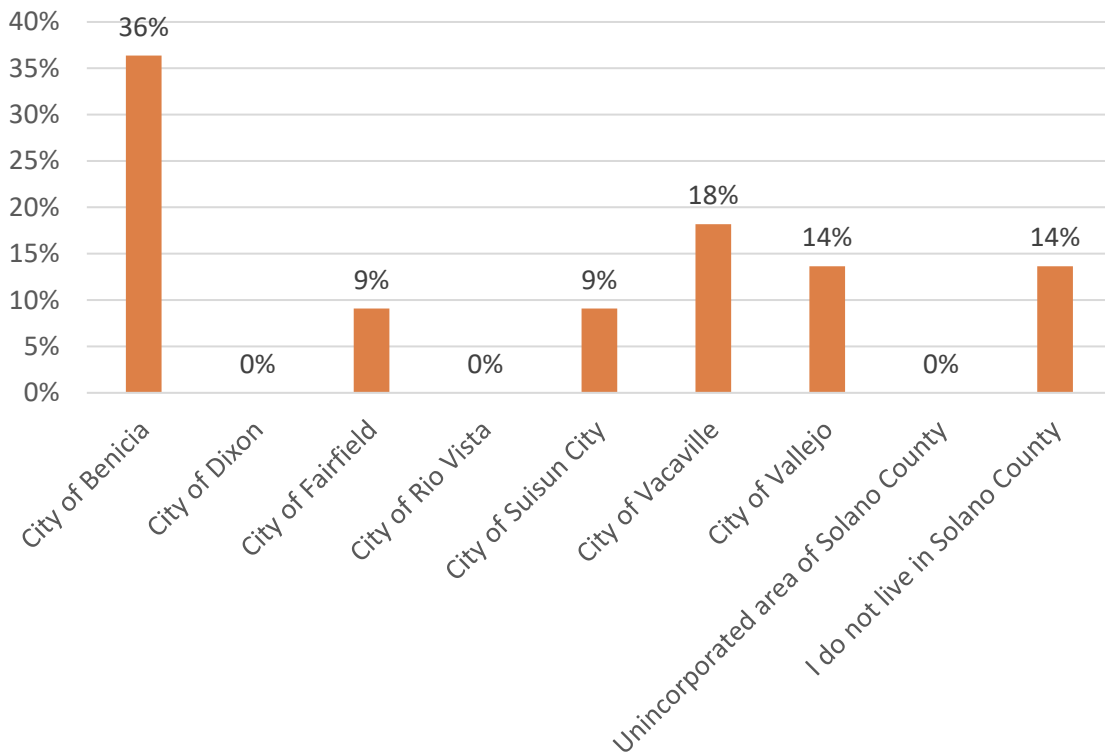
## HOUSING NEEDS ASSESSMENT WORKSHOPS

The Solano County Housing Element Collaborative held two virtual workshops to present the findings of the Housing Needs Assessment section of the Housing Element. The two workshops were advertised with flyers in English and Spanish. The workshops were conducted virtually to ensure accessibility for residents throughout the county and in response to the COVID-19 pandemic. The meetings were held on Wednesday, March 30, during the lunch hour and in the evening. Nineteen participants attended the lunch workshop, and eight participants attended the evening meeting. Spanish translation was offered at both meetings. The presentation included statistics and initial findings from the Housing Needs Assessment for individual jurisdictions as well as for Solano County as a whole. Participants identified teachers as a group with housing needs and were interested in identifying strategies for supporting Community Land Trusts, and for helping seniors to age in place. Participants were also interested in learning more about the consequences jurisdictions face if they do not meet their RHNA, and the methodologies used for identifying overcrowded units.

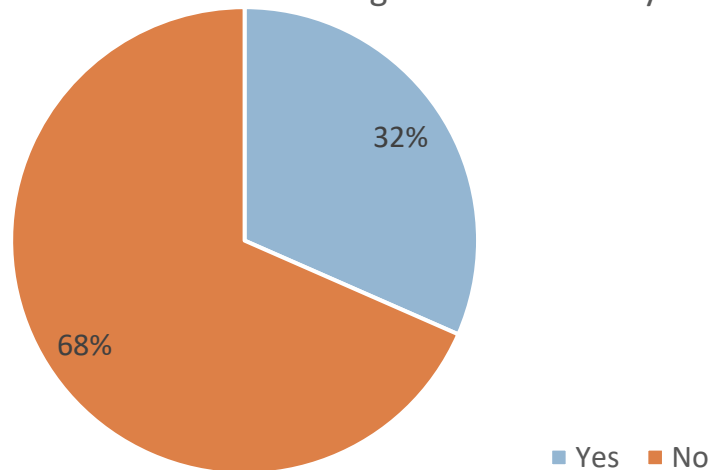
## FAIR HOUSING WORKSHOPS

On June 1, 2022, the Solano County Housing Element Collaborative held two virtual Fair Housing Workshops to present an overview of the requirements of the new Affirmatively Furthering Fair Housing (AFFH) Requirement (AB 686) in the Housing Element, and to gather feedback from participants on their experiences with fair housing barriers they may have encountered. One workshop was held over the lunch hour, and one was held in the evening to offer two opportunities for participation. Across both workshops, 86 percent were attendees from the Solano County region. The remaining 14 percent noted that they did not live in Solano County but had some other interest in the Housing Element process. Polling was conducted to gather feedback and input on fair housing concerns in the county. The results are summarized in the following charts.

1. Do you live in Solano County? Where?

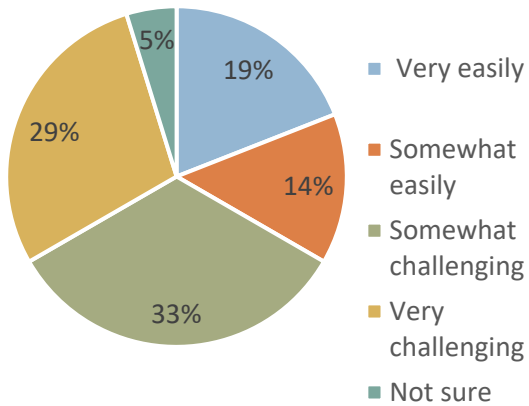


2. Have you, a relative, or a friend ever had to live in an overcrowded unit to afford housing in Solano County?

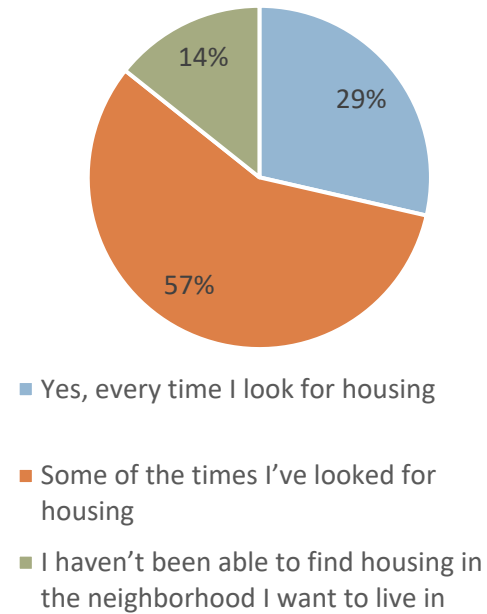




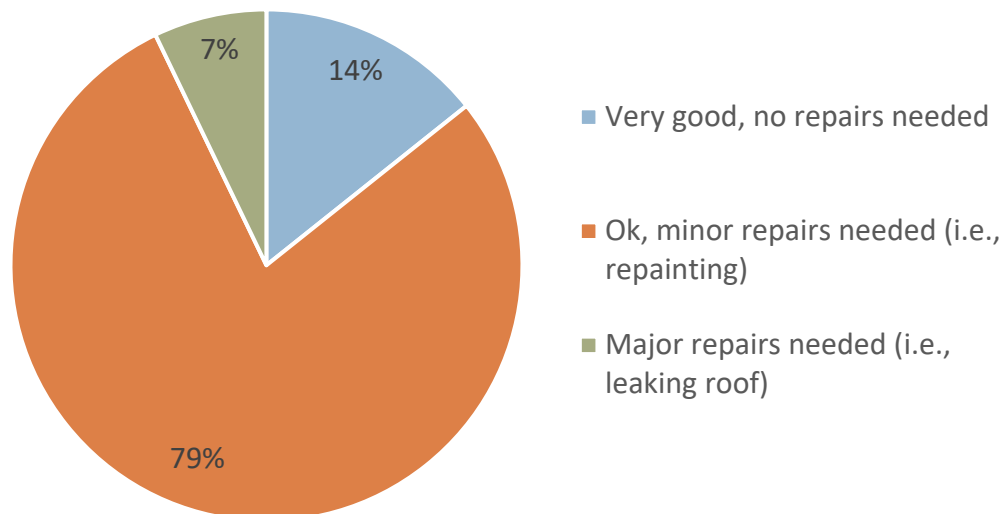
3. Can you easily change your housing situation if needed? (i.e., there are other units available that fit your need based on prize, price, etc. )

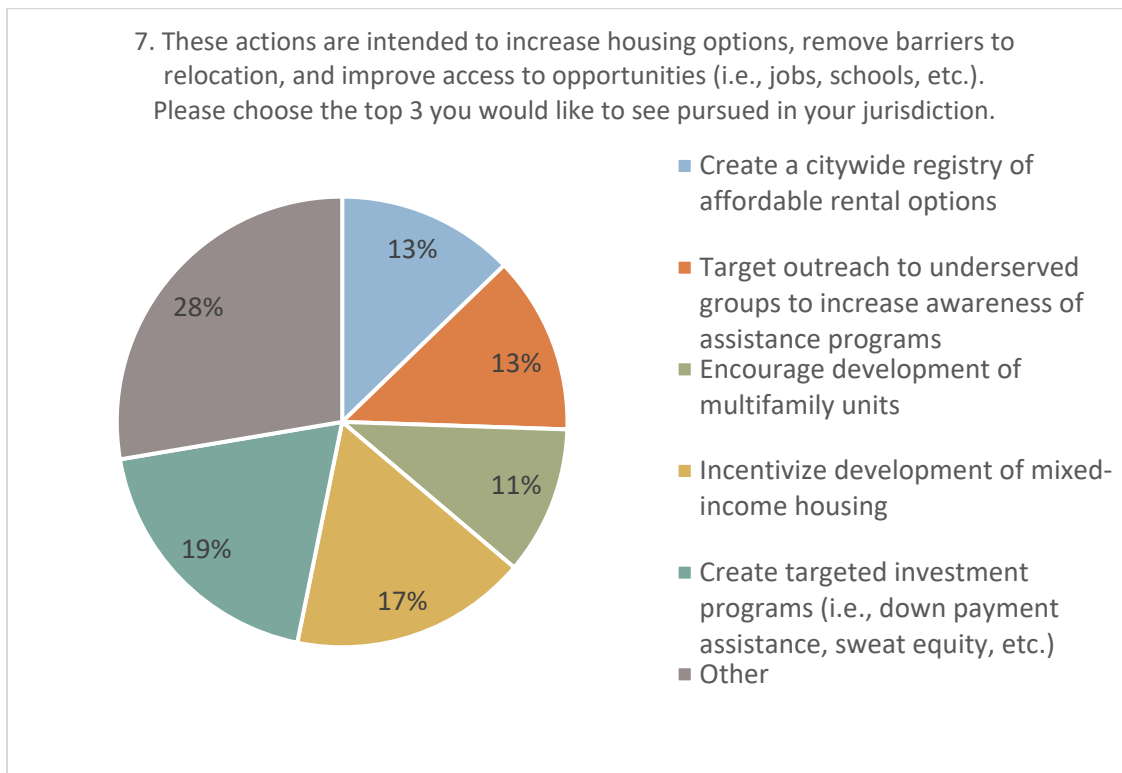
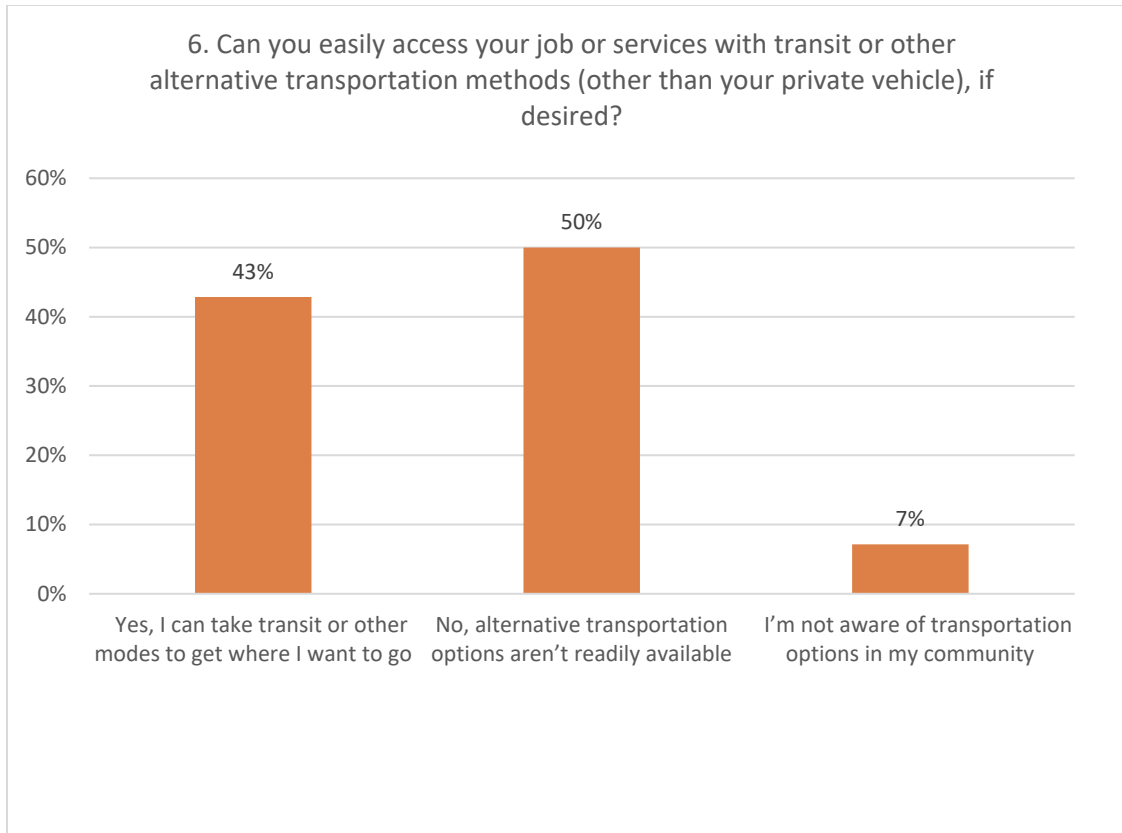


4. Have you been able to find housing in a neighborhood or community of your choice?



5. How would you rate the condition of your home?





## HOUSING SURVEY

In March 2022, the Solano County Housing Element Collaborative launched a housing survey to gather information on housing needs and concerns in the county. The survey was available on the Solano County Housing Element Collaborative website from March 17, 2022, to June 16, 2022. A countywide email blast was sent three separate times reminding residents of the survey. In addition, each City and the County announced the survey on their individual websites and through their individual distribution lists. The survey was available in English, Spanish, and Tagalog.

The housing survey yielded 156 survey responses, 1 of which was completed in Spanish (only 1 percent of the responses were in Spanish, even though 16.4 percent of residents countywide speak only Spanish). Among respondents, approximately 65 percent lived in the City of Benicia; 9 percent in the City of Suisun City; and the remaining 18 percent resided in the cities of Dixon, Fairfield, Rio Vista, Vacaville, and Vallejo and the unincorporated county. About 44 percent of respondents worked in Solano County and 55 percent worked outside of the county. Approximately 29 percent of respondents have lived in their homes for more than 20 years, and 78 percent lived in a single-family home. About half of respondents (52 percent) said their homes were not in need of repairs, and 35 percent answered that their homes needed minor repairs (peeling paint, chipped stucco, etc.). The majority of participants (56 percent) would like to see more small and affordable single-family homes built; 46 percent of respondents said they would like to see more senior housing; and 35 percent would like to see accessory dwelling units.

Participants were asked to select the top three greatest barriers to the availability of adequate housing. The following were the top barriers identified:

- 64 percent cited issues related to high prices in rents
- 35 percent cited sales price
- 21 percent cited lack of adequate infrastructure such as water, sewer, electricity, and internet
- 55 percent of respondents cited roadway improvements
- 44 percent of respondents cited enhancing livability of neighborhoods

Additionally, participants were asked to prioritize population groups based on who needs more housing and support services in Solano County. The responses were ranked as follows:

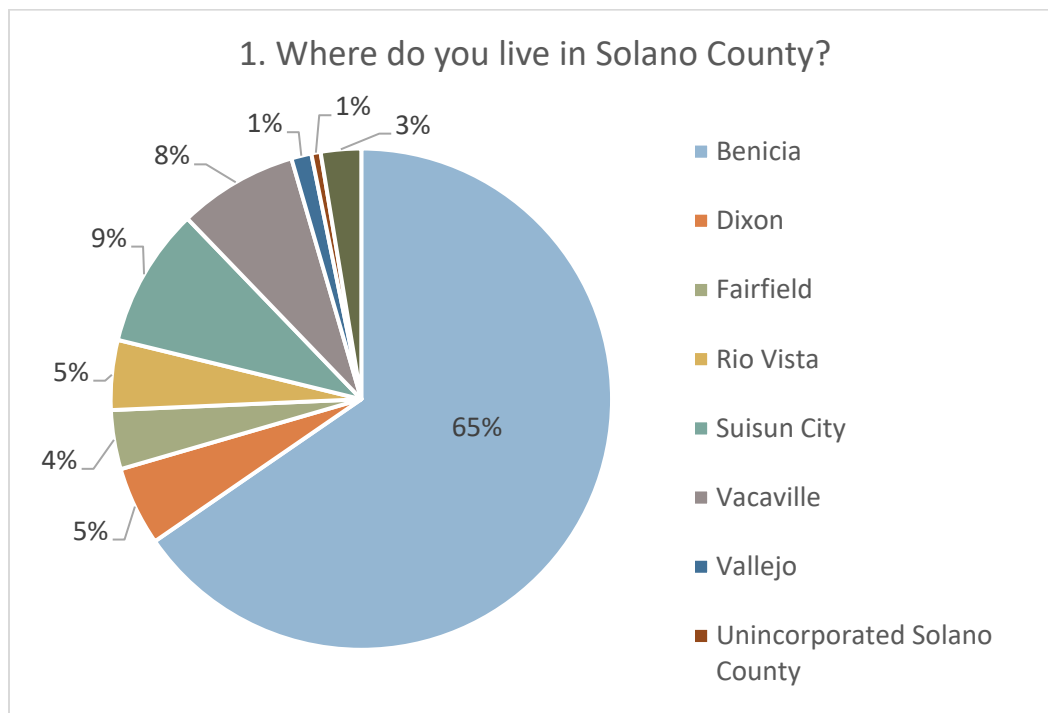
- 37 percent selected seniors
- 32 percent cited homeless individuals
- 20 percent selected persons with disabilities

These additional comments were received:

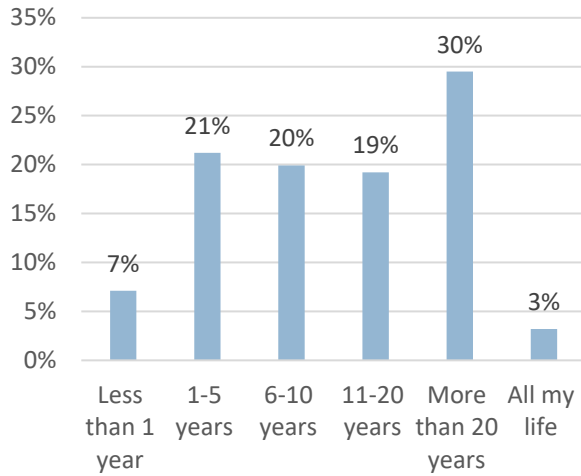
- Cities should explore community land trusts to provide more homeownership opportunities.
- More green spaces, parks and such are needed, to provide the neighborhood with much-needed mental-health benefits of nature. Equity, fair housing, complete neighborhoods, improving connectivity between housing and jobs and services are priorities.

- The diversification of housing being built is important, such as by including duplexes or medium density housing. Improving connectivity between housing and jobs and services are priorities.
- Preservation of green and open space is important.
- There are needs for affordable rentals for young adults and/or students.
- Evacuation needs, building equity for disadvantaged communities and promoting environmental justice are priorities.

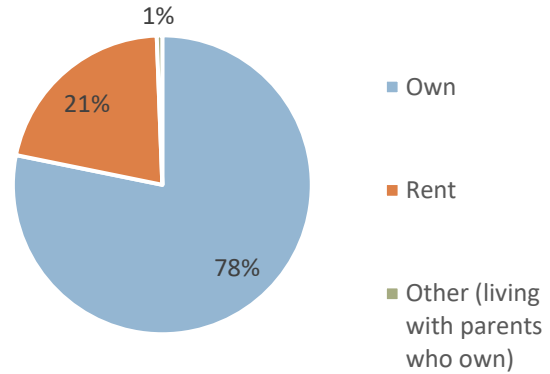
The following charts summarize the 156 responses to the housing survey.



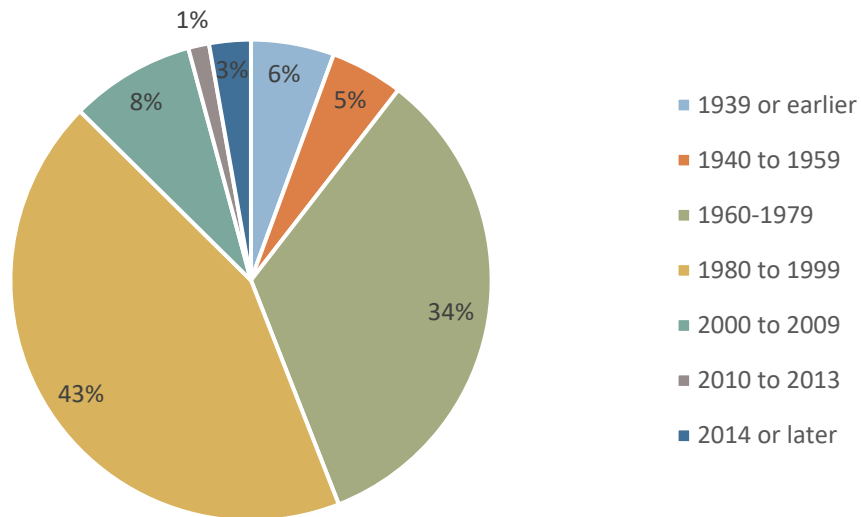
2. How long have you lived in your home?



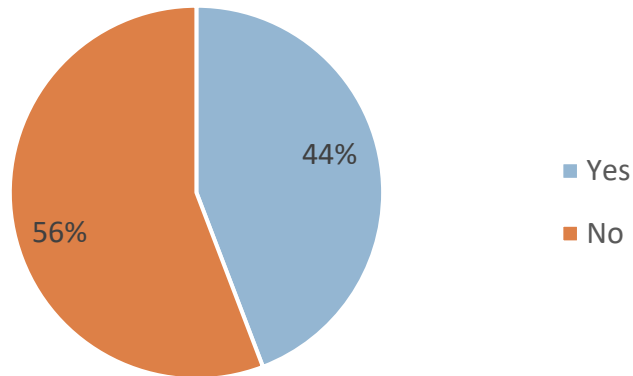
3. Do you currently own or rent your home?



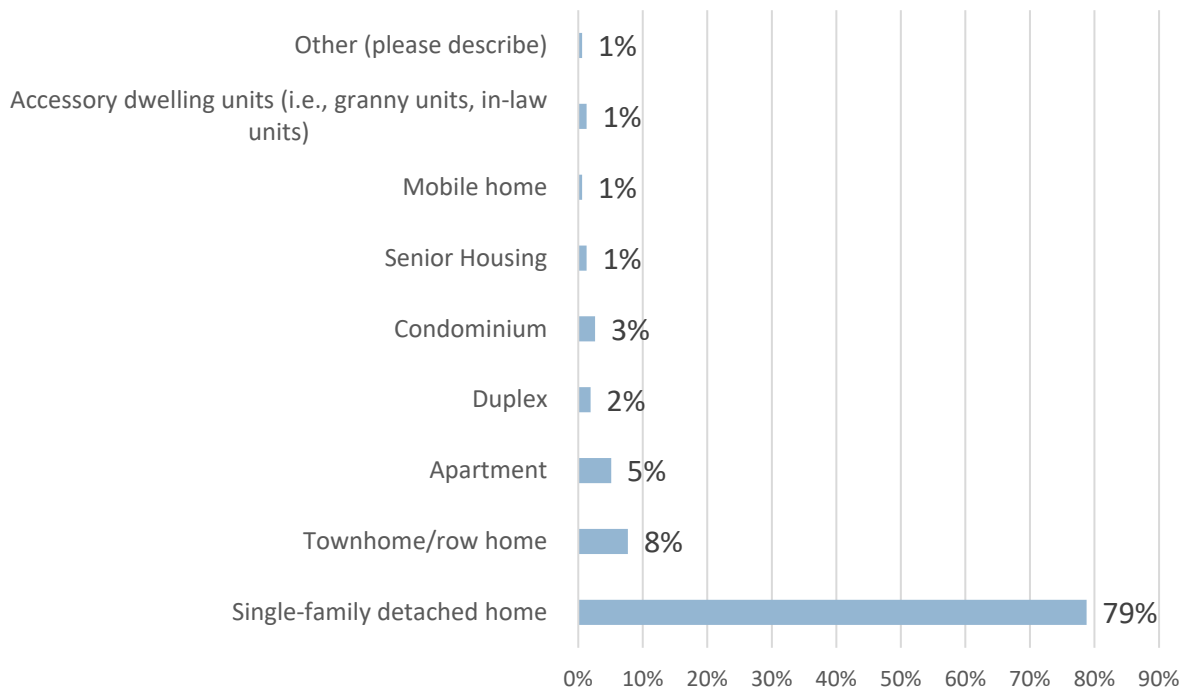
4. What year was your residence constructed?



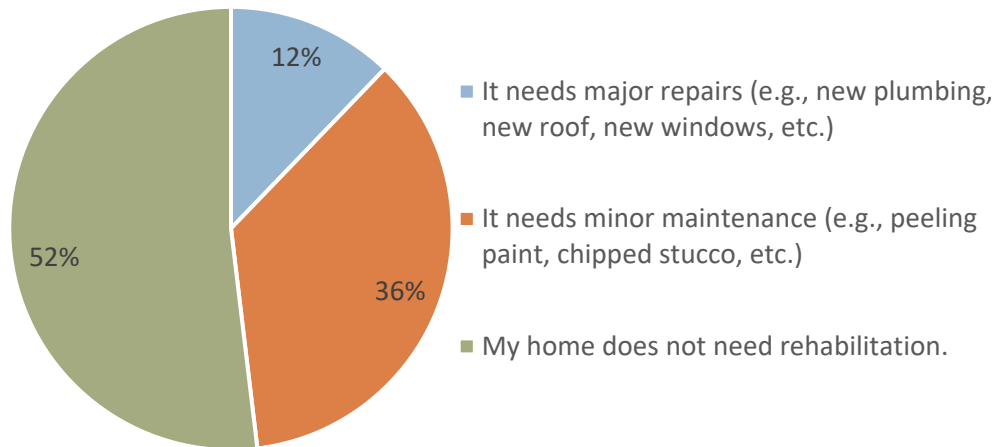
5. Do you work in Solano County?



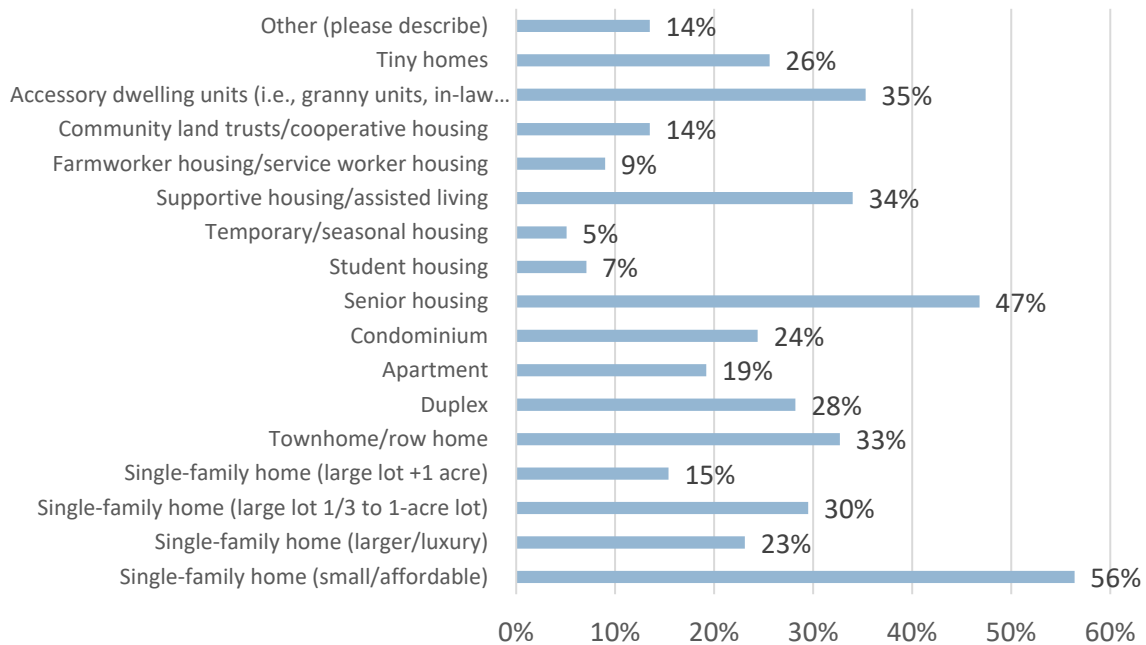
6. What type of housing do you currently live in?



7. How would you rate the physical condition of your home?

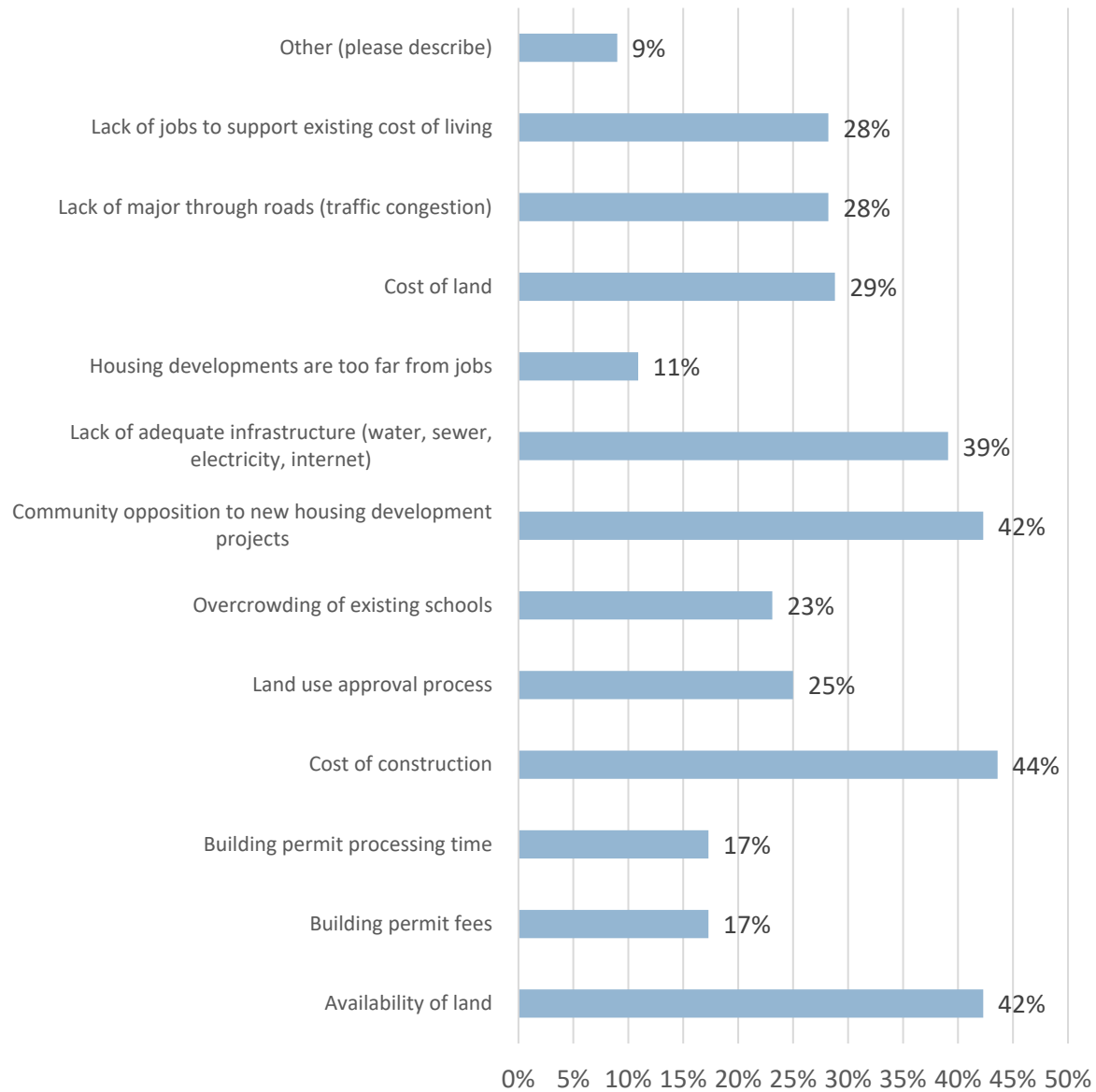


8. What type of housing would you like to see built in your community?

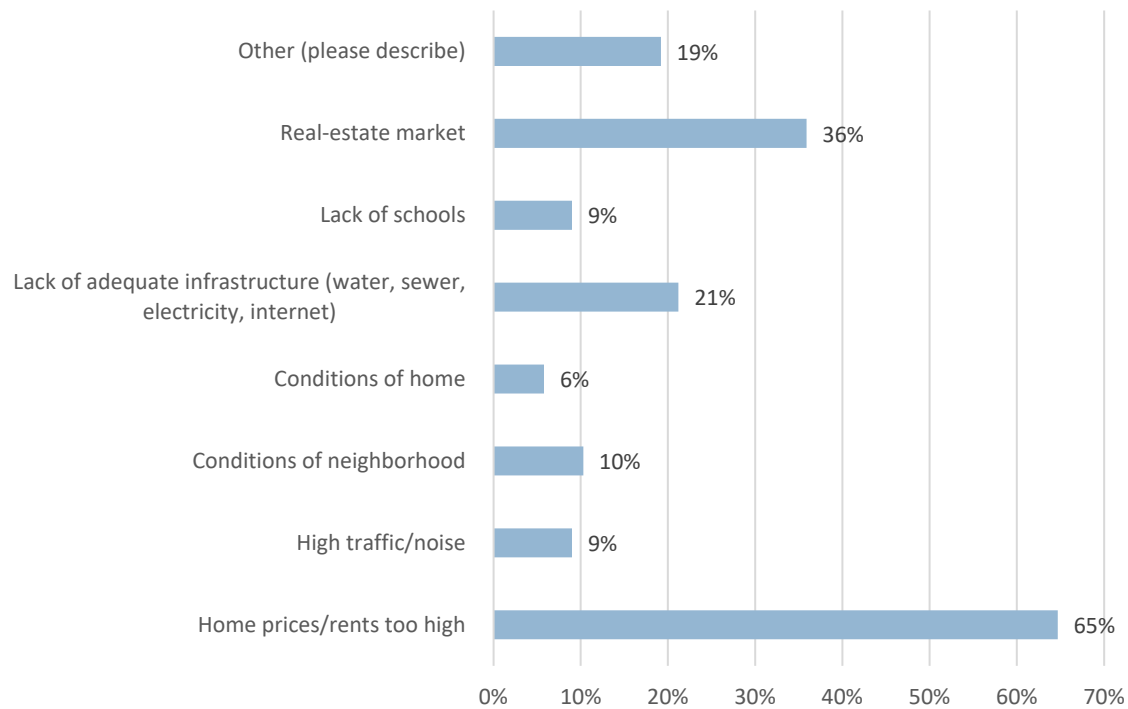




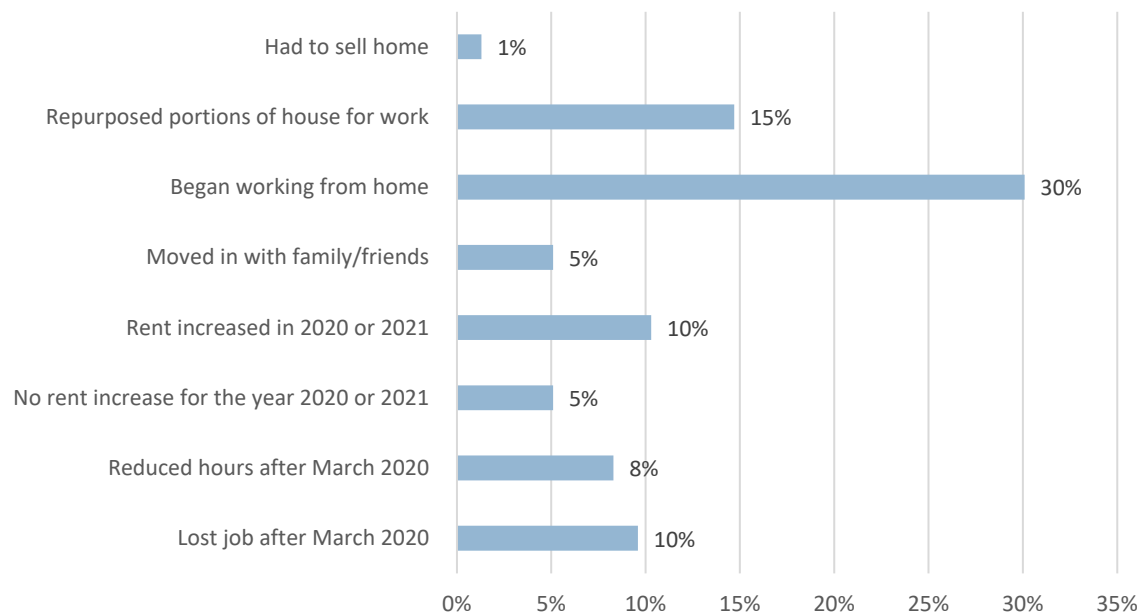
9. What do you think are the greatest barriers to building additional housing in your community?



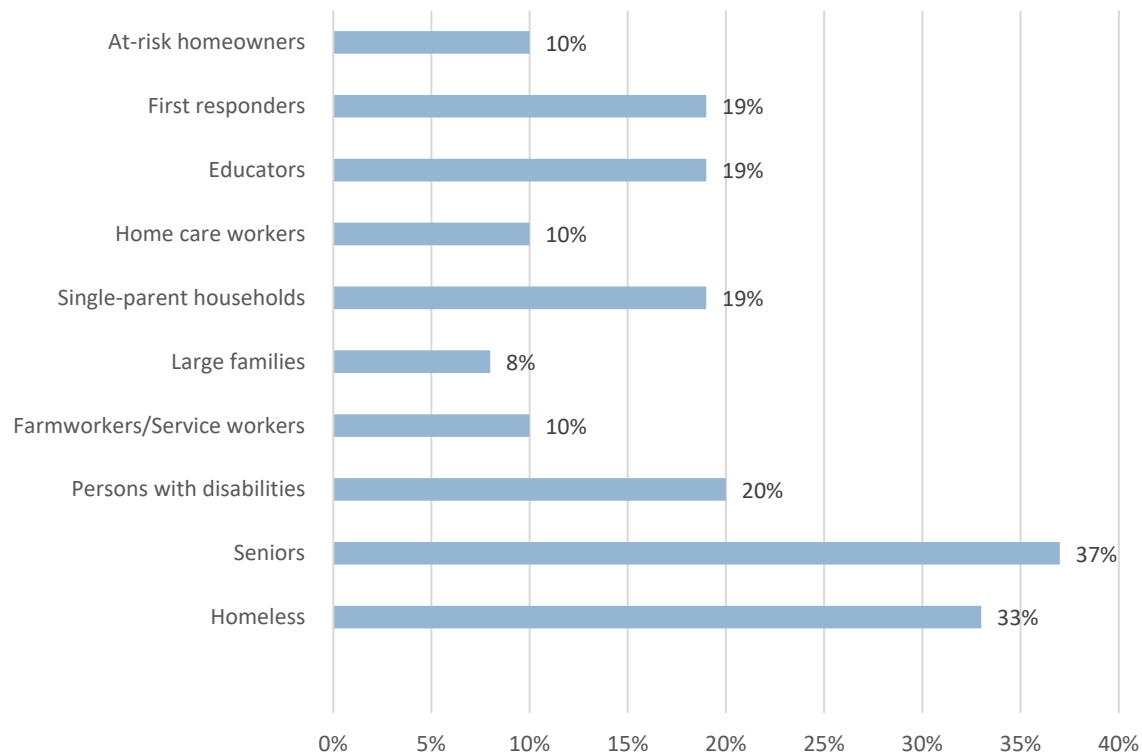
10. What are your greatest barriers to obtaining housing in your community?



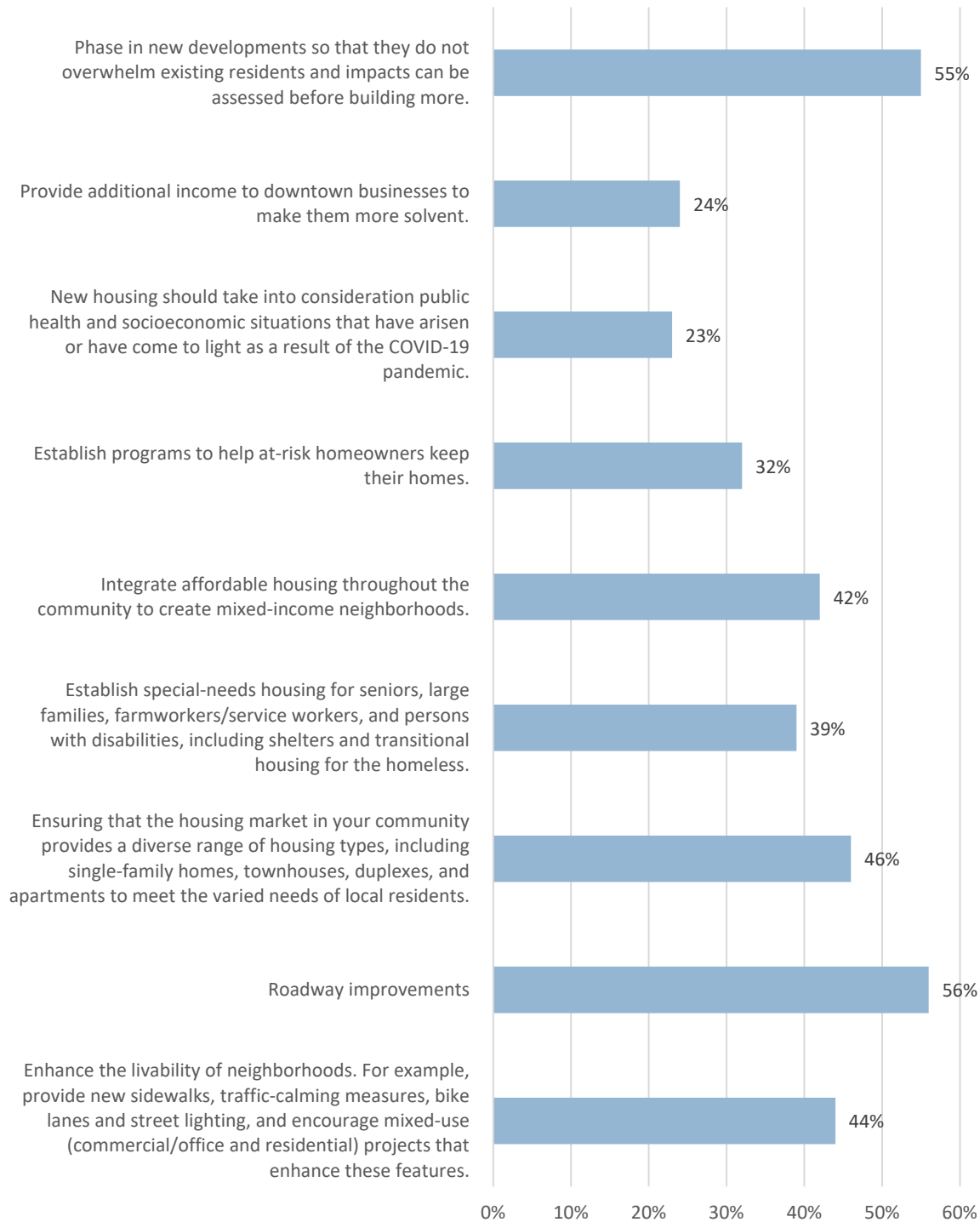
11. Have you experienced a change in your housing/economic situation due to the COVID-19 pandemic?



12. Prioritize the following population groups based on who needs more housing and support services in Solano County.



13. How important is each of the following concerns to you  
or to the people you represent in your organization?





## APPENDIX 2 – REGIONAL HOUSING NEEDS ASSESSMENT

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## INTRODUCTION

The Housing Needs Assessment is the section of the Housing Element that presents the characteristics of the jurisdiction's population and housing stock as a means of better understanding the nature and extent of unmet housing needs. The Housing Needs Assessment consists of the following components: (1) Population Characteristics, (2) Household Characteristics, (3) Employment Characteristics, (4) Housing Stock Characteristics, and (5) Special Needs Populations.

## REGIONAL EFFORT

As a part of the 2023–2031 Housing Element update, the cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, Vallejo, and Unincorporated Solano County participated in a collaborative effort to complete a regional housing needs assessment. The following document represents data for the Solano County Housing Element Collaborative.

## DATA SOURCES

The main source of the information for the Housing Needs Assessment was the pre-approved data package for Solano County provided by the Association of Bay Area Governments (ABAG), which is noted in the sources for the data tables in this assessment. The pre-approved data package uses several data sources, including the 2015-2019 American Community Survey (ACS) and the California Department of Finance (DOF). Other sources of information in this section include the following: the California Employment Development Department (EDD), the U.S. Department of Housing and Urban Development (HUD), the U.S. Department of Agriculture (USDA), and local and regional economic data (e.g., home sales prices, rents, wages). It is important to note that the ACS data is a multi-year estimate based on sample data and has a large margin of error, especially for smaller cities. It should be noted that when comparing specific information, the timeframe for the ACS (2015- 2019) data and the timeframe for the CHAS data (2015-2017) data slightly differ and therefore the total will slightly vary.

## POPULATION CHARACTERISTICS

### POPULATION TRENDS

The DOF provides population estimates for each jurisdiction, shown in **Table 2-1**. Analyzing population change can help assess where there may be a need for new housing and services. As of 2021, more than half the total countywide population were residing in the three most populated jurisdictions (Fairfield, Vallejo, and Vacaville). Rio Vista had the smallest population and Suisun City, Benicia, Dixon and unincorporated County were in the middle. The countywide average annual growth was 0.7 percent between 2000 and 2021. The city with the greatest average annual population changes from 2000 to 2021 was also the smallest city, Rio Vista, with a 5.6-percent increase. Fairfield and Dixon were second and third, with 1.2 and 0.9 percent average annual growth, respectively.

**TABLE 2-1 POPULATION GROWTH TRENDS, 2000-2021**

Geography	Total Population				2000 - 2021	
	2000	2010	2020	2021	Total Change	Average Annual Growth
Benicia	26,865	26,997	27,175	26,995	0.48%	0.0%
Dixon	16,103	18,351	19,972	19,094	18.57%	0.9%
Fairfield	96,178	105,321	116,981	120,421	25.21%	1.2%
Rio Vista	4,571	7,360	9,987	9,961	117.92%	5.6%
Suisun City	26,118	28,111	29,119	29,266	12.05%	0.6%
Vacaville	88,642	92,428	98,855	101,286	14.26%	0.7%
Vallejo	117,148	115,942	119,063	124,410	6.20%	0.3%
Unincorporated Solano County	19,305	18,834	19,072	18,531	-4.01%	-0.2%
Solano County	394,930	413,344	440,224	449,964	13.94%	0.7%
Bay Area	6,784,348	7,150,739	7,790,537	7,214,162	6.3%	0.3%

*Source: ABAG Data Packet, 2021 -- California Department of Finance, E-5 series*

## AGE CHARACTERISTICS

Although population growth strongly affects total demand for new housing, housing needs are also influenced by age characteristics. Typically, different age groups have distinct lifestyles, family characteristics, and incomes. As people move through each stage of life, their housing needs and preferences also change. Therefore, age characteristics are important in planning for the changing housing needs of residents. **Table 2-2** shows a breakdown of each jurisdiction’s population by age group and median age.

Typical age groups include young children (ages 0-4), school-age children (ages 5-14), high school and college-age students (ages 15-24), young adults (ages 25-34), middle-aged adults (ages 45-54), older adults (55-64), and seniors (ages 65+). A population with a large percentage of seniors may require unique housing near health care, transit, and other services. College students may need more affordable homes. Young adults and middle-aged adults, which make up the workforce, may need homes near employment or transit centers. Dixon and Fairfield have a large proportion of school-age populations and a lower percentage of the workforce populations and seniors. Suisun City, Vacaville, and Vallejo have a large percentage of college-age populations. While Rio Vista has a significantly higher percentage of seniors (median age of 64), Suisun City and Dixon had the lowest median age at about 34, followed by Benicia at 46.

**TABLE 2-2 POPULATION BY AGE, 2019**

Geography	Age 0-4	Age 5-14	Age 15-24	Age 25-34	Age 35-44	Age 45-54	Age 55-64	Age 65-74	Age 75-84	Age 85+	Median Age
Benicia	4.5%	11.5%	9.8%	9.3%	13.3%	14.5%	17.4%	12.5%	5.1%	2.2%	46.1
Dixon	4.8%	17.3%	15.5%	13.9%	13.0%	12.0%	10.4%	6.7%	4.8%	1.4%	34.0
Fairfield	7.3%	13.9%	13.1%	15.9%	12.9%	12.7%	11.9%	7.2%	3.3%	1.7%	35.3
Rio Vista	1.2%	3.9%	7.2%	4.3%	3.5%	9.8%	21.2%	29.0%	14.4%	5.5%	64.4
Suisun City	6.5%	13.2%	14.7%	16.6%	12.6%	12.3%	12.5%	7.1%	2.8%	1.8%	34.4
Vacaville	5.8%	13.3%	12.3%	15.4%	12.9%	13.5%	12.9%	8.5%	3.7%	1.8%	37.6
Vallejo	6.2%	11.1%	13.0%	15.0%	12.4%	12.5%	14.1%	10.0%	4.1%	1.7%	39.7
Unincorporated Solano County	5.0%	9.0%	10.6%	10.5%	11.2%	14.7%	17.4%	13.4%	5.9%	2.2%	—

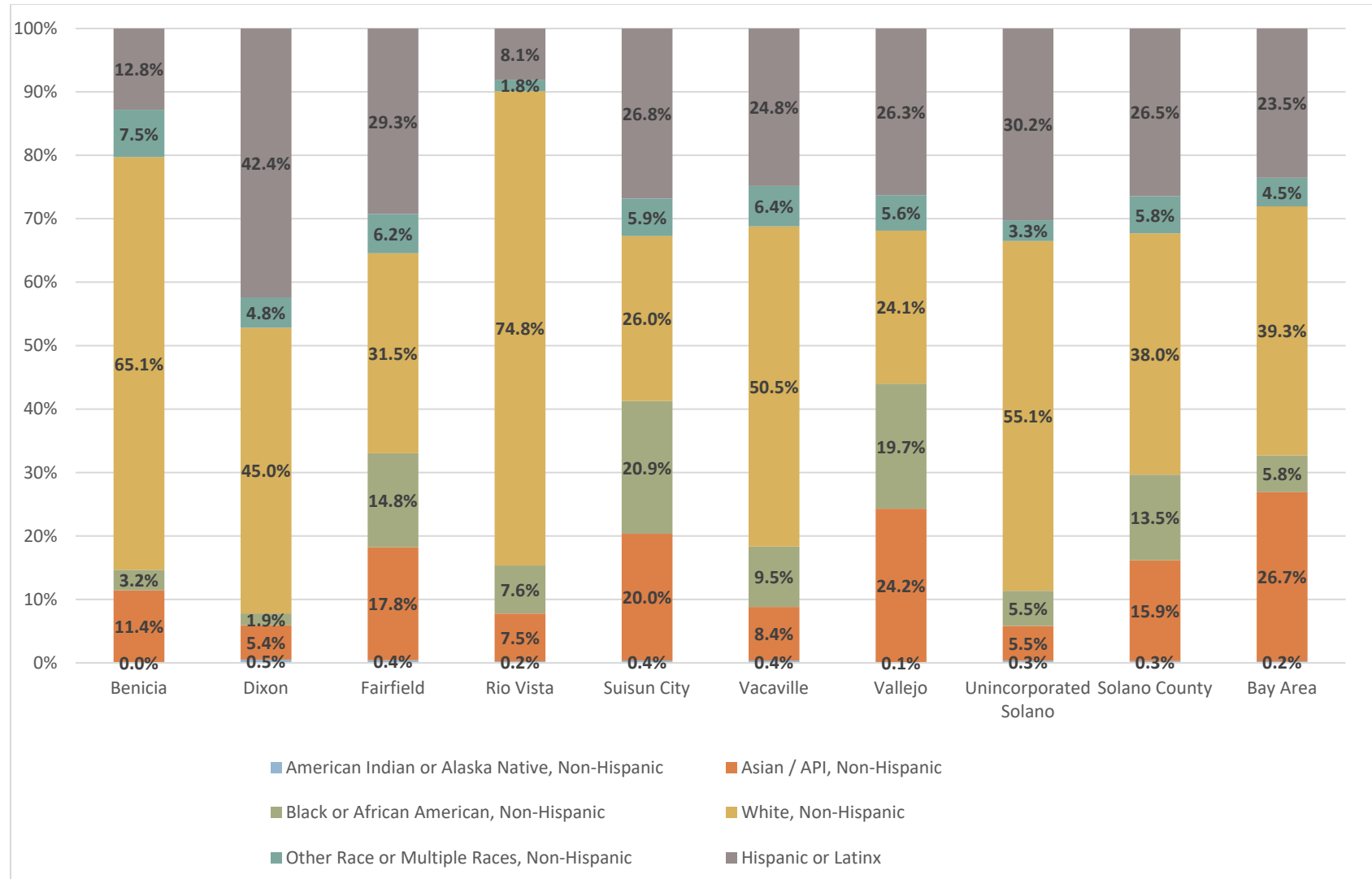
*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

## RACE AND ETHNICITY

**Figure 2-1** shows race and ethnicity of residents in Solano County jurisdictions. Racial and ethnic distribution is important because often these characteristics are tied to income, language barriers, and family size. For example, a particular culture may choose to live in a household with multiple generations (grandchildren, parents, grandparents), requiring larger housing units. As shown in **Figure 2-1**, the majority of the population in most jurisdictions – except for the City Suisun City and Vallejo – is White, (non- Hispanic). Countywide, more than half of the population identified as being White non-Hispanic or Latino origin, followed by Hispanic and Asian. The populations of Benicia, Rio Vista, and Unincorporated Solano County were all more than 50 percent White. Vallejo has the lowest percentage of White at 24 percent. The second-largest population group countywide is Hispanic or Latinx, with a high of 42 percent in Dixon, 30 percent in Unincorporated Solano County, and 29 percent in Fairfield. The third-largest population group countywide is Black or African American, with a high of 20 percent in Suisun City and Vallejo. The fourth-largest population group countywide is Asian with a high of 24percent in Vallejo and 20 percent in Suisun City. In comparison, the Bay Area is predominately White, with the remaining population divided between Asian and Hispanic cultures. Overall, Vallejo, Suisun City, and Fairfield were the most racially and ethnically diverse.

As shown in **Figure 2-1** the City of Dixon has 42 percent Hispanic population in the city. According to the 2015-2019 ACS, there are a total of 7,990 households in the city, of which 3,200 are Spanish speaking households. When looking at the household language, 800 households (25 percent) had limited English speaking, and 2,400 households (75 percent) were not a limited speaking household. When tying that back to the need for translation services to ensure all residents have the opportunity to participate in the City’s public outreach process, of the total households in the city, non-English speaking households made up 10 percent of the total, which is a relatively small percentage. With this small percentage, the City feels that the current process of providing translation on request is sufficient. However, the City has included **Program 7.2.2** which states that the City will offer translation of all public meetings and materials, as requested, by July 2023 to improve accessibility in the public planning process. The City will post information on the City website by July 2023 in English, Spanish, and any other commonly spoken languages in Dixon to inform residents of available translation services.

**FIGURE 2-1 POPULATION BY RACE AND ETHNICITY, 2015-2019**



Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)



## HOUSEHOLD CHARACTERISTICS

The US Census defines a household as consisting of all the people who occupy a housing unit. A household includes the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit, such as partners or roomers, is also counted as a household. Data on households does not include people living in group homes. The US Census defines group quarters as places where people live or stay in a group living arrangement that is owned or managed by an organization providing housing and/or services for the residents. Group quarters include such places as college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, prisons, and worker dormitories.

The US Census defines a family as a group of two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together. However, to facilitate fair housing, and remove constraints (for example for housing for people with disabilities) under State Housing Element law, local jurisdictions are required to define “family” in a manner that does not distinguish between related and unrelated persons and does not impose limitations on the number of people that may constitute a family.

The US Census defines a family household as a household maintained by a householder who is in a family (as defined above) and includes any unrelated people (unrelated subfamily members and/or secondary individuals) who may be residing there. In US Census data, the number of family households is equal to the number of families. However, the count of family household members differs from the count of family members in that the family household members include all people living in the household, whereas family members include only the householder and his/her relatives. In US Census data, a nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.

Families often prefer single-family homes to accommodate children, while single persons often occupy smaller apartments or condominiums. Single-person households often include seniors living alone or young adults.

## HOUSEHOLD TYPES AND SIZE

The tables on the following pages describe household types, including households with children under 18 and the race of the householder.

**Table 2-3** displays household composition as reported by the 2015-2019 ACS. On average, countywide, approximately half of all households are married-couple family households. Of all jurisdictions in Solano County, Dixon (58.3 percent) and Unincorporated Solano County (59.5 percent) had the highest proportion of married-couple households, while Rio Vista (49.8 percent) and Vallejo (43.1 percent) had the smallest proportions of married-couple households. With an average of 22.2 percent of all households countywide, single-person households are the second most common household type with the largest proportions of single-person households in Rio Vista (35.0 percent), Benicia (25.2 percent) and Vallejo (25.1 percent) and the smallest proportions of single-person households in Dixon (14.8 percent) and Fairfield (18.4 percent).

Single-parent households (which are predominantly female-headed) are one-parent households with children under the age of 18 living at home. For these households, living expenses generally require a larger proportion of income relative to two-parent households. Therefore, finding affordable, decent, and safe housing is often more difficult for single-parent households. Additionally, single-parent households have special needs involving access to daycare or childcare, healthcare, and other supportive services. According to the 2015-2019 ACS, Dixon, Suisun City, and Vallejo had more than 15 percent female-headed households. Male-headed households represented 4.7 to 7.7 percent of households, countywide.

**TABLE 2-3 HOUSEHOLD TYPE, 2019**

Geography	Female-Headed Family Households	Male-Headed Family Households	Married-Couple Family Households	Other Nonfamily Households	Single-person Households	Total Households
Benicia	1,155	532	6,208	555	2,843	<b>11,293</b>
	10.2%	4.7%	55.0%	4.9%	25.2%	<b>100.0%</b>
Dixon	1,017	321	3,536	291	897	<b>6,062</b>
	16.8%	5.3%	58.3%	4.8%	14.8%	<b>100.0%</b>

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Geography	Female-Headed Family Households	Male-Headed Family Households	Married-Couple Family Households	Other Nonfamily Households	Single-person Households	Total Households
Fairfield	5,353	2,720	19,949	1,977	6,752	<b>36,751</b>
	14.6%	7.4%	54.3%	5.4%	18.4%	<b>100.0%</b>
Rio Vista	273	39	2,388	417	1,675	<b>4,792</b>
	5.7%	0.8%	49.8%	8.7%	35.0%	<b>100.0%</b>
Suisun City	1,497	714	4,847	412	1,840	<b>9,310</b>
	16.1%	7.7%	52.1%	4.4%	19.8%	<b>100.0%</b>
Vacaville	4,240	1,646	17,539	1,977	7,296	<b>32,698</b>
	13.0%	5.0%	53.6%	6.0%	22.3%	<b>100.0%</b>
Vallejo	7,224	3,129	18,104	3,027	10,564	<b>42,048</b>
	17.2%	7.4%	43.1%	7.2%	25.1%	<b>100.0%</b>
Unincorporated Solano County	546	385	4,115	529	1,336	<b>6,911</b>
	7.9%	5.6%	59.5%	7.7%	19.3%	<b>100.0%</b>
Solano County	21,305	9,486	76,686	9,185	33,203	<b>149,865</b>
	14.2%	6.3%	51.2%	6.1%	22.2%	<b>100.0%</b>
Bay Area	283,770	131,105	1,399,714	242,258	674,587	<b>2,731,434</b>
	10.4%	4.8%	51.2%	8.9%	24.7%	<b>100.0%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

**Table 2-4** provides data for the number of households with children. Proportionally, Fairfield and Dixon had the highest number of households with one or more children present. Conversely, Benicia, Rio Vista, Suisun City, Vacaville, Vallejo, and Unincorporated Solano County had the highest proportion of non-child households.

**TABLE 2-4 HOUSEHOLDS BY CHILDREN PRESENT, 2019**

Geography	Households with 1 or More Children Under 18	Households with no Children
Benicia	3,390	7,903
	30.0%	70.0%
Dixon	2,501	3,561
	41.3%	58.74%
Fairfield	14,955	21,796
	40.7%	59.3%
Rio Vista	411	4,381
	8.6%	91.4%
Suisun City	3,651	5,659
	39.2%	60.8%
Vacaville	11,639	21,059
	35.6%	64.4%
Vallejo	13,938	28,110
	33.1%	66.9%
Unincorporated Solano County	1,772	5,139
	25.6%	74.4%
Solano County	52,257	97,608
	34.9%	65.1%
Bay Area	873,704	1,857,730
	32.0%	68.0%

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

**Table 2-5** represents the householder by race. Note that each race category also includes Hispanic or Latinx ethnicity. As shown in the table, White race represents the highest number of householders across all jurisdictions, followed by Asian in Vallejo and Suisun City, and Black or African American in Vallejo, Suisun City, and Fairfield. The highest percentages of Hispanic or Latinx households exist in Dixon, Fairfield, Suisun City, and Vallejo.

**TABLE 2-5 HOUSEHOLDER BY RACE, 2019**

Geography	White	American Indian or Alaska Native	Asian/API	Black or African American	Other Race or Multiple Races	Hispanic or Latinx	Total
Benicia	17,256	25	993	439	899	1,035	<b>20,647</b>
	83.6%	0.1%	4.8%	2.1%	4.4%	5.0%	<b>100.0%</b>
Dixon	8,220	46	314	87	978	1,903	<b>11,548</b>
	71.2%	0.4%	2.7%	0.8%	8.5%	16.5%	<b>100.0%</b>
Fairfield	34,878	148	5832	6,153	4,508	8,575	<b>60,094</b>
	58.0%	0.2%	9.7%	10.2%	7.5%	14.3%	<b>100.0%</b>
Rio Vista	7484	20	343	462	122	255	<b>8,686</b>
	86.2%	0.2%	3.9%	5.3%	1.4%	2.9%	<b>100.0%</b>
Suisun City	7,326	60	1,842	2,021	1045	2,037	<b>14,331</b>
	51.1%	0.4%	12.9%	14.1%	7.3%	14.2%	<b>100.0%</b>
Vacaville	43,766	238	2,382	2,560	3,521	6,388	<b>58,855</b>
	74.4%	0.4%	4.0%	4.3%	6.0%	10.9%	<b>100.0%</b>
Vallejo	31,234	185	9,102	9,759	5,417	8,123	<b>63,820</b>
	48.9%	0.3%	14.3%	15.3%	8.5%	12.7%	<b>100.0%</b>
Unincorporated Solano	9,761	44	325	409	4,508	1,483	<b>16,530</b>
	59.1%	0.3%	2.0%	2.5%	27.3%	9.0%	<b>100.0%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

Note: Each race category also includes Hispanic or Latinx ethnicity.

Household size helps determine the size of housing units needed within a jurisdiction. According to **Table 2-6**, for Benicia, Rio Vista, Vacaville, Vallejo, and Unincorporated Solano County, “large” households (containing five or more persons) represented approximately 6.7 to 12.8 percent of all households in 2019. In Dixon, Fairfield, and Suisun City, large households represented between 16 and 23 percent of all households in 2019. In 2019, in Solano County as a whole (cities and unincorporated areas), over half of all households were comprised of one or two people, about a third of all households were comprised of three or four people and 13.1 percent of all households were large households, with five or more people. The majority of households in the Bay Area are made up of two- to four-person households. The total proportion of two- to four-person households in Solano County is similar to that of the Bay Area, even though there is a range of household compositions within individual cities within Solano County. **Table 2-6** provides data on the number of persons per household.

**TABLE 2-6 HOUSEHOLDS BY SIZE, 2019**

Geography	1-Person Household	2-Person Household	3-4-Person Household	5-or more Person Household	Total Households
Benicia	2,843	4,274	3,425	751	<b>11,293</b>
	25.2%	37.8%	30.3%	6.7%	<b>100.0%</b>
Dixon	897	1,768	2,001	1,396	<b>6,062</b>
	14.8%	29.2%	33.0%	23.0%	<b>100.0%</b>
Fairfield	6,752	10,927	13,202	5,870	<b>36,751</b>
	18.4%	29.7%	35.9%	16.0%	<b>100.0%</b>
Rio Vista	1,675	2,541	530	46	<b>4,792</b>
	35.0%	53.0%	11.1%	1.0%	<b>100.0%</b>
Suisun City	1,840	2,249	3,722	1,499	<b>9,310</b>
	19.8%	24.2%	40.0%	16.1%	<b>100.0%</b>
Vacaville	7,296	10,500	10,973	3,929	<b>32,698</b>
	22.3%	32.1%	33.6%	12.0%	<b>100.0%</b>
Vallejo	10,564	13,112	12,982	5,390	<b>42,048</b>
	25.1%	31.2%	30.9%	12.8%	<b>100.0%</b>

Geography	1-Person Household	2-Person Household	3-4-Person Household	5-or more Person Household	Total Households
Unincorporated Solano County	1,336 19.3%	2,919 42.2%	1,852 26.8%	804 11.6%	6,911 100.0%
Solano County	33,203 22.2%	48,290 32.2%	48,687 32.5%	19,685 13.1%	149,865 100.0%
Bay Area	674,587 24.7%	871,002 31.9%	891,588 32.6%	294,257 10.8%	2,731,434 100.0%

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

## OVERCROWDING

Overcrowding is often closely related to household income and the cost of housing. The U.S. Census Bureau considers a household overcrowded when there is more than one person per room, excluding bathrooms, hallways and kitchens, and to be severely overcrowded when there are more than 1.5 occupants per room. A typical home might have a total of five rooms (three bedrooms, living room, and dining room). If more than five people were living in the home, it would be considered overcrowded. Overcrowding is strongly related to household size, particularly for large households, and the availability of suitably sized housing, although in households with small children, sharing a bedroom is common. Overcrowding in households typically results from either a lack of affordable housing (which forces more than one household to live together) and/or a lack of available housing units of adequate size. Overcrowding increases health and safety concerns and stresses the condition of the housing stock and infrastructure. Overcrowding impacts both owners and renters; however, renters are generally more significantly impacted.

According to the 2015-2019 ACS data, and as shown in **Table 2-7** and **Figure 2-2**, countywide, several cities reported overcrowded conditions that exceeded the county average. Dixon had a significant incidence of overcrowded households (5.7 percent) and a moderate percentage of severely overcrowded households (1.9 percent). Countywide, 6.5 percent of renter-occupied households were overcrowded, in comparison to 1.9 percent of owner-occupied households. Cities with higher proportions of owner overcrowding were Dixon and Vallejo. Countywide, renter overcrowding is close to triple that of owner-occupied households. As shown in **Table 2-7**, Dixon, and Fairfield had the highest incidence of renter overcrowding.



Identifying racial groups experiencing overcrowding can indicate housing needs. As shown in **Table 2-8**, of all the cities in Solano County, Dixon, Fairfield, and Vallejo are the most diverse. On average, countywide of all racial groups in Solano County, Other Race or Multiple Races groups reported 10.9 percent of overcrowding conditions and 6 percent of Hispanic/Latinx households reported overcrowding conditions. Of all the cities in Solano County, the most diverse cities had the highest percentages of overcrowding for Black/African American, Other Race or Multiple Races, Hispanic/Latinx groups with the exception of Unincorporated Solano County. According to **Table 2-8**, of the total racial groups reporting overcrowding, the groups experiencing the most overcrowding were Other Race or Multiple Races (10.4 percent) and Hispanic/Latinx (17.0 percent).

**TABLE 2-7 OVERCROWDING BY TENURE, 2015-2019**

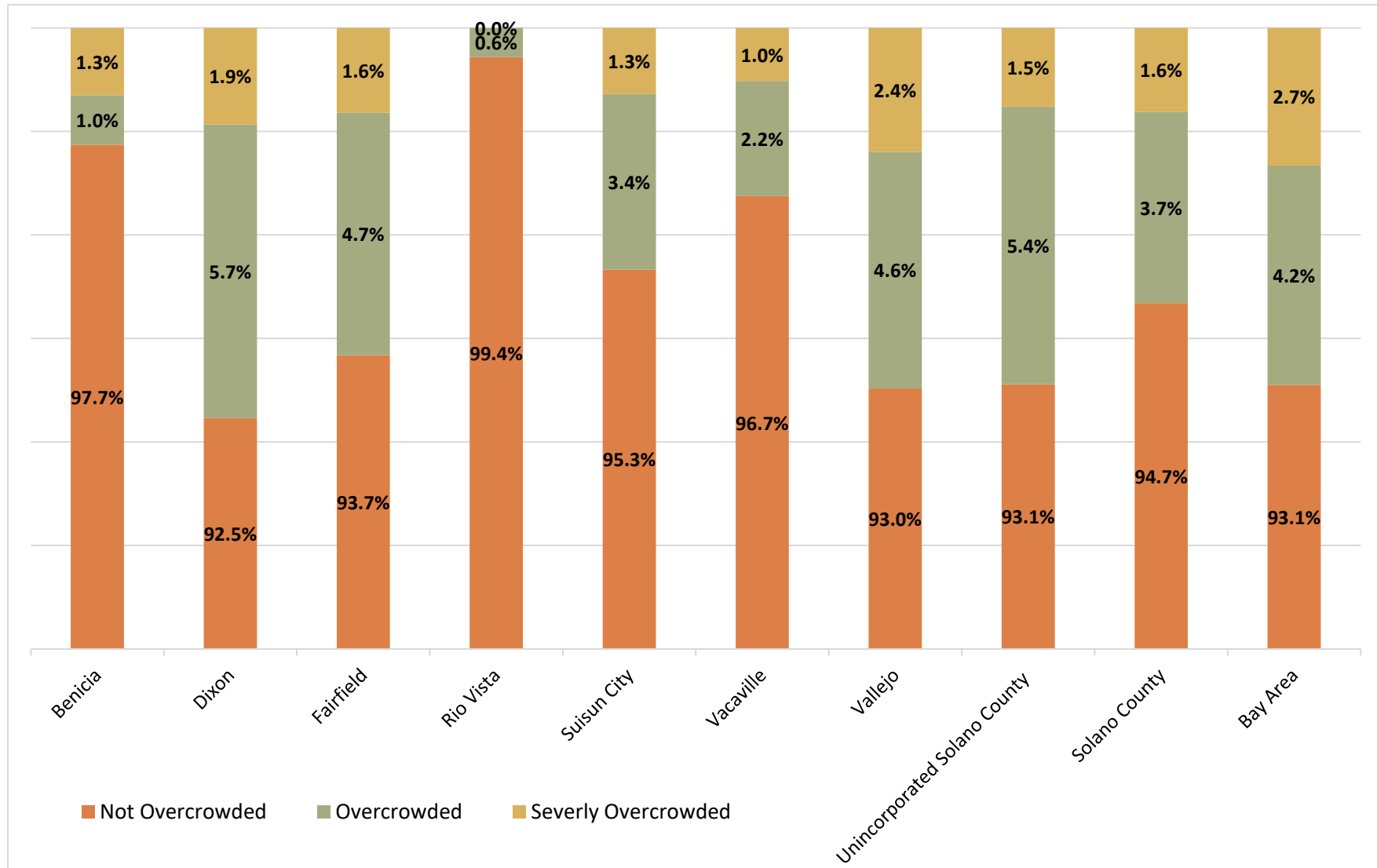
Geography	Owner Occupied Households		Renter Occupied Households		Total Households	
	Overcrowded	Severely Overcrowded	Overcrowded	Severely Overcrowded	Overcrowded	Severely Overcrowded
Benicia	20	58	88	89	108	147
	0.2%	0.7%	2.8%	2.8%	1.0%	1.3%
Dixon	90	14	254	99	344	113
	2.1%	0.3%	13.9%	5.4%	5.7%	1.9%
Fairfield	402	123	1,320	480	1722	603
	1.8%	0.6%	8.8%	3.2%	4.7%	1.6%
Rio Vista	0	0	27	0	27	0
	0.0%	0.0%	3.0%	0	0.6%	0.0%
Suisun City	116	80	200	39	316	119
	2.0%	1.4%	5.7%	1.1%	3.4%	1.3%
Vacaville	378	51	349	285	727	336
	1.9%	0.3%	2.8%	2.3%	2.2%	1.0%
Vallejo	710	214	1,213	793	1,923	1,007

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Geography	Owner Occupied Households		Renter Occupied Households		Total Households	
	Overcrowded	Severely Overcrowded	Overcrowded	Severely Overcrowded	Overcrowded	Severely Overcrowded
	3.0%	0.9%	6.5%	4.2%	4.6%	2.4%
Unincorporated Solano County	--	--	--	--	--	--
	--	--	--	--	--	--
Solano County	1,791	624	3,747	1806	5,538	2,430
	1.9%	0.7%	6.5%	3.1%	3.7%	1.6%

*Source: ABAG Data Packet, 2021 – American Community Survey (ACS), 2015-2019*

FIGURE 2-2 OVERCROWDING SEVERITY, 2019



Source: ABAG Data Packet, 2021 -- American Community Survey (ACS), 2015-2019

**TABLE 2-8 OVERCROWDING BY RACE, 2019**

Geography	American Indian or Alaska Native	Asian / API	Black or African American	Hispanic or Latinx	Other Race or Multiple Races	White	White, Non-Hispanic
	More than 1.0 Occupants per Room						
Benicia	0.0%	0.8%	2.5%	6.7%	7.1%	1.9%	1.8%
Dixon	0.0%	0.0%	26.4%	16.8%	10.5%	7.1%	3.2%
Fairfield	0.0%	5.0%	1.8%	17.0%	10.4%	7.2%	2.7%
Rio Vista	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%	0.7%
Suisun City	0.0%	2.9%	2.3%	11.0%	6.2%	6.2%	3.1%
Vacaville	9.7%	4.5%	1.8%	8.3%	6.2%	2.8%	1.5%
Vallejo	0.0%	8.0%	5.3%	15.6%	17.6%	4.1%	2.2%
Unincorporated Solano County	22.7%	5.8%	0.0%	24.5%	29.3%	3.5%	2.1%

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

*Note – all categories include both Hispanic and Non-Hispanic populations unless otherwise noted.*

## INCOME DEFINITIONS AND INCOME LIMITS

The state and federal governments classify household income into several categories based on the relationship to the county area median income (AMI), adjusted for household size. The U.S. Department of Housing and Urban Development (HUD) estimate of AMI is used to set income limits for eligibility in federal housing programs. The income categories include:

- Extremely low-income households: Up to 30 percent AMI
- Very low-income households: 31–50 percent of AMI
- Low-income households: 51–80 percent of AMI
- Moderate-income households: 81–120 percent of AMI
- Above moderate-income households: Above 120 percent of AMI

The term “lower income” refers to all households earning 80 percent or less of AMI. It combines the categories of low-, very-low and extremely low-incomes. Income limits for all counties in California are calculated by HCD for Solano County (see **Table 2-9**). According to HCD, the AMI for a four-person household in Solano County was \$99,300 in 2021.

**TABLE 2-9 MAXIMUM HOUSEHOLD INCOME BY HOUSEHOLD SIZE, SOLANO COUNTY, 2021**

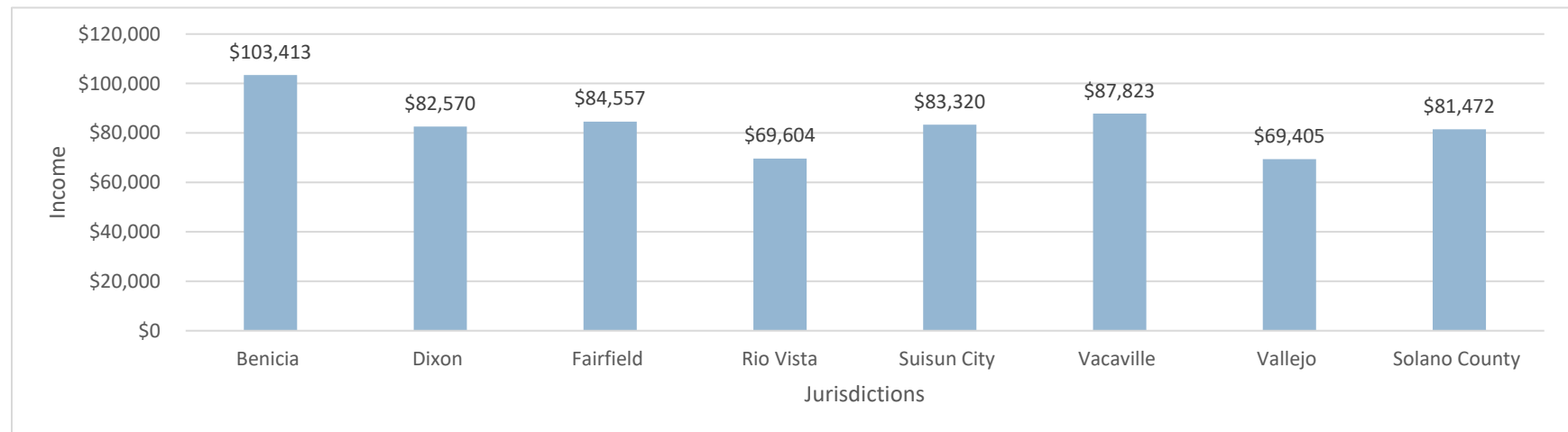
Income Category	Persons Per Household				
	1	2	3	4	5
Extremely Low	\$20,450	\$23,350	\$26,250	\$29,150	\$31,500
Very Low	\$34,000	\$38,850	\$43,700	\$48,550	\$52,450
Low	\$54,350	\$62,100	\$69,850	\$77,600	\$83,850
Median	\$69,500	\$79,450	\$89,350	<b>\$99,300</b>	\$107,250
Moderate	\$83,400	\$95,300	\$107,250	\$119,150	\$128,700

*Source: HCD State Income Limits for Solano County, 2021*

**Figure 2-3** shows the median household income for all jurisdictions in Solano County, as reported by the 2015-2019 ACS. This median income includes all households, regardless of household size. The median household income in the United States was \$62,843 in 2019, lower than the Solano County median of \$81,472. Benicia had the highest median household income in 2019 with \$103,413, well above the county median. The city with the lowest median income was Rio Vista with \$69,604, followed by Vallejo at \$69,405. Median Income for the unincorporated county was not available.

**Table 2-10** describes households by income level. Vallejo has the largest proportion of households with lower incomes (43.9 percent), followed by Rio Vista (41.1 percent), Dixon (38.7 percent), Fairfield (36.1 percent), and Suisun City (36.5 percent). Countywide, an average of 36.8 percent of all households were lower-income households. Lower-income households (80 percent or less of AMI) have a greater risk of being displaced from their community, as compared with households with higher incomes. The cities with the greatest proportions of households with lower incomes were Vallejo (33.1 percent), Rio Vista (41.1 percent), and Suisun City (36.5 percent). In contrast, about 75.3 percent of households in Benicia had incomes that were over 80 percent of AMI.

**FIGURE 2-3 MEDIAN HOUSEHOLD INCOMES IN SOLANO COUNTY**



Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

**TABLE 2-10 HOUSEHOLDS BY HOUSEHOLD INCOME, 2017**

Geography	Extremely Low- Income 0%-30% of AMI	Very Low - Income 31%-50% of AMI	Low-Income 51%-80% of AMI	Median-Income 81%-100% of AMI	Above Median- Income >100% of AMI	Total Households
Income Level	<\$29,150	<\$48,550	<\$77,600	<\$ 99,300	>\$119,150	
Benicia	968	595	1,200	940	7,490	11,193
	8.6%	5.3%	10.7%	8.4%	66.9%	100.0%
Dixon	629	725	930	510	3,105	5,899
	10.7%	12.3%	15.8%	8.6%	52.6%	100.0%
Fairfield	3,637	3,855	5,425	3,570	19,285	35,772
	10.2%	10.8%	15.2%	10.0%	53.9%	100.0%
Rio Vista	439	535	750	290	2,185	4,199
	10.5%	12.7%	17.9%	6.9%	52.0%	100.0%
Suisun City	848	809	1,719	860	5,009	9,245
	9.2%	8.8%	18.6%	9.3%	54.2%	100.0%
Vacaville	2,994	2,840	4,914	3,224	18,455	32,427
	9.2%	8.8%	15.2%	9.9%	56.9%	100.0%
Vallejo	6,250	5,080	6,949	4,035	19,330	41,644
	15.0%	12.2%	16.7%	9.7%	46.4%	100.0%
Unincorporated Solano County	585	575	1,038	941	3,841	6,980
	8.4%	8.2%	14.9%	13.5%	55.0%	100.0%
Solano County	16,350	15,014	22,925	14,370	78,700	147,359
	11.1%	10.2%	15.6%	9.8%	53.4%	100.0%
Bay Area	396,952	294,189	350,599	245,810	1,413,483	2,701,033
	14.7%	10.9%	13.0%	9.1%	52.3%	100.0%

Source: ABAG Data Packet, 2021 -- CHAS, 2013-2017

## Overpayment

State and federal housing law defines overpayment (or cost burdened) as a household paying 30-49 percent of gross income for housing expenses and severe overpayment (or severely cost burdened) as a household paying more than 50 percent of gross income for housing expenses. Housing overpayment and severe overpayment are especially problematic for lower-income households that have limited resources for other living expenses and is an important measure of the affordability of housing within a community. Overpayment and severe overpayment for housing is based on the total cost of shelter compared to a household's income. According to the U.S. Census, shelter cost is the monthly owner costs (mortgages, deeds of trust, contracts to purchase or similar debts on the property, taxes, and insurance) or the gross rent (contract rent plus the estimated average monthly cost of utilities). Overpayment and severe overpayment are also most often interrelated with income levels; however, there are some households that choose to overpay to live in neighborhoods with good access to services and resources – particularly schools.

As reported in **Table 2-11**, Vallejo had the highest proportion of households overpaying or severely overpaying for housing between 2015 and 2019, with a total of 17,750 households (42.2 percent), followed by Suisun City (3,476 households, 37.3 percent) and Fairfield (13,389 households, 36.4 percent). Overpaying or severely overpaying for housing among homeowners was most common in Vallejo (7,287 , 31.2 percent), Suisun City (1,754 households, 30.2 percent) and Rio Vista (1,096 households, 28.2 percent). Overpaying or severely overpaying for housing among renters was most common in Vallejo (10,463 households, 55.9 percent), Fairfield (7,745 households, 51.8 percent) and Vacaville (6,485 households, 52.2 percent).



**TABLE 2-11 OVERPAYING BY TENURE, 2015-2019**

Geography	Overpayment Category	Owner Occupied		Renter Occupied		Totals	
		Number	Percentage	Number	Percentage	Number	Percentage
Benicia	Not Overpaying	5,809	71.7%	1,445	45.3%	7,254	64.2%
	Overpaying	1,490	18.4%	820	25.7%	2,310	20.5%
	Severely Overpaying	775	9.6%	784	24.6%	1,559	13.8%
	Not Computed	29	0.4%	141	4.4%	170	1.5%
	<b>Total</b>	<b>8,103</b>	<b>100.0%</b>	<b>3,190</b>	<b>100.0%</b>	<b>11,293</b>	<b>100.0%</b>
Dixon	Not Overpaying	3,065	72.3%	1,055	57.8%	4,120	68.0%
	Overpaying	884	20.9%	251	13.8%	1,135	18.7%
	Severely Overpaying	274	6.5%	441	24.2%	715	11.8%
	Not Computed	15	0.4%	77	4.2%	92	1.5%
	<b>Total</b>	<b>4,238</b>	<b>100.0%</b>	<b>1,824</b>	<b>100%</b>	<b>6,062</b>	<b>100.0%</b>
Fairfield	Not Overpaying	16,013	73.5%	6,629	44.3%	22,642	61.6%
	Overpaying	3,450	15.8%	4,320	28.9%	7,770	21.1%
	Severely Overpaying	2,194	10.1%	3,425	22.9%	5,619	15.3%
	Not Computed	132	0.6%	588	3.9%	720	2.0%
	<b>Total</b>	<b>21,789</b>	<b>100.0%</b>	<b>14,962</b>	<b>100.0%</b>	<b>36,751</b>	<b>100.0%</b>
Rio Vista	Not Overpaying	2,697	69.4%	393	43.5%	3,090	64.5%
	Overpaying	648	16.7%	123	13.6%	771	16.1%
	Severely Overpaying	448	11.5%	211	23.3%	659	13.8%
	Not Computed	95	2.4%	177	19.6%	272	5.7%
	<b>Total</b>	<b>3,888</b>	<b>100.0%</b>	<b>904</b>	<b>100.0%</b>	<b>4,792</b>	<b>100.0%</b>
Suisun City	Not Overpaying	4,009	69.3%	1,712	48.5%	5,721	61.5%
	Overpaying	1,154	20.0%	908	25.7%	2,062	22.1%
	Severely Overpaying	600	10.4%	814	23.1%	1,414	15.2%

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Geography	Overpayment Category	Owner Occupied		Renter Occupied		Totals	
		Number	Percentage	Number	Percentage	Number	Percentage
	Not Computed	20	0.3%	93	2.6%	113	1.2%
	<b>Total</b>	<b>5,783</b>	<b>100.0%</b>	<b>3,527</b>	<b>100.0%</b>	<b>9,310</b>	<b>100.0%</b>
Vacaville	Not Overpaying	14,969	73.8%	5,555	44.8%	20,524	62.8%
	Overpaying	3,411	16.8%	3,774	30.4%	7,185	22.0%
	Severely Overpaying	1,802	8.9%	2,711	21.8%	4,513	13.8%
	Not Computed	104	0.5%	372	3.0%	476	1.5%
	<b>Total</b>	<b>20,286</b>	<b>100%</b>	<b>12,412</b>	<b>100.0%</b>	<b>32,698</b>	<b>100.0%</b>
Vallejo	Not Overpaying	15,910	68.2%	7,568	40.5%	23,478	55.8%
	Overpaying	4,457	19.1%	4,588	24.5%	9,045	21.5%
	Severely Overpaying	2,830	12.1%	5,875	31.4%	8,705	20.7%
	Not Computed	142	0.6%	678	3.6%	820	2.0%
	<b>Total</b>	<b>23,339</b>	<b>100.0%</b>	<b>18,709</b>	<b>100.0%</b>	<b>42,048</b>	<b>100.0%</b>
Unincorporated Solano County	Not Overpaying	3,386	71.7%	1,201	54.9%	4,587	66.4%
	Overpaying	651	13.8%	368	16.8%	1,019	14.7%
	Severely Overpaying	633	13.4%	331	15.1%	964	13.9%
	Not Computed	53	1.1%	288	13.2%	341	4.9%
	<b>Total</b>	<b>4,723</b>	<b>100.0%</b>	<b>2,188</b>	<b>100.0%</b>	<b>6,911</b>	<b>100.0%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

## Lower-Income Households Overpaying

One of the indicators of housing need when analyzing the relationship between income and costs associated with available housing resources is overpayment. Generally, households that pay more than 30 percent of their income on housing cost are considered to be overpaying for housing or cost burdened, while households that pay 50 percent or more are considered to be severely overpaying or severely cost burdened.

**Tables 2-12, 2-13, and 2-14** show that countywide, 35.6 percent of the total households spend more than 30 percent of their income on housing costs with the majority falling into the lower income category, at 24.3 percent of total households. Approximately 15 percent of the County's households are both lower income and severely cost burdened. Extremely low-income households constitute 10 percent of the County's households, of which, more than half overpay for housing, and almost all are severely cost burdened, at 7.9 percent and 7.1 percent of total households respectively. A distinction must be made, however, that not all lower-income households, even extremely low-income households, are cost burdened.

A comparison of renters and homeowners experiencing overpayment puts risk of displacement into better perspective and assists in the establishment of policies and programs to reduce this risk. Renters make up 39.3 percent of the total county households, with almost one-half of renters (19.4 percent of total county households) reporting overpayment of 30 percent of their income. Approximately 50 percent of renter households (19.9 percent of total households) fall within the lower-income categories (less than 80 percent of Area Median Family Income (HAMFI)). Almost all the lower-income rental households, at 15.4 percent of total county households, report overpayment. Lower-income rental households reporting severe overpayment constitute 9.6 percent of total county households. The most at-risk of displacement population are extremely low-income (ELI) rental households (0-30 percent of MFI). ELI households comprise 6.9 percent of the total county households and represent 17.6 percent of renters. Of total renters approximately 80 percent are cost burdened, making up 5.5 percent of total households. This indicates that almost 13 percent of total renters are the most at risk of displacement from overpayment.

Homeowners throughout the county are also affected by overpayment, particularly lower-income households. Homeowners constitute 60.7 percent of the county's households, of which, 26.8 percent (16.3 percent of total households) are overburdened. Approximately 27 percent of owner-occupied households (14.5 percent of total households) fall within the lower-income categories (less than 80 percent of MFI). Almost 60 percent of the lower-income owner households, at 8.9 percent of total county households, report overpayment. Statistics indicate that 38.2 percent of lower-income owner-occupied households report severe overpayment, constituting 5.5 percent of total county households. Extremely low-income (ELI) owner households (0-30 percent of MFI) comprise 3.1 percent of the total County households,

representing just 5.2 percent of owners. Of this group, approximately 75.3 percent are overburdened, embodying 2.4 percent of total households, and 64 percent of ELI owners are severely overburdened. This indicates that 3.3 percent of total homeowners are the most at risk of displacement from overpayment.

Looking at overpayment and income statistics for individual cities, when focusing on the populations most at risk of displacement, a range of differences are evident. In Benicia, owner occupied comprise 71 percent of total households, of which, 23.8 percent report overpayment (16.9 percent). Of the 29 percent rental households, 50 percent are overburdened (14.6 percent of households). Of the overburdened renters, 28.8 percent fall into the ELI category, and 12.4 percent of overburdened owners fall into the ELI category. Over 66 percent of both ELI owners and renters are extremely cost burdened, representing 1.8 and 3.7 percent of the total households respectively.

In comparison, in Vallejo, owner occupied households comprise 54.9 percent of total households, of which, 29.3 percent report overpayment (16.1 percent of households). Of the 45.1-percent of rental households, 53.2 percent are overburdened (24.0 percent of households). Of the overburdened renters, 35.6 percent fall into the ELI category, and 16 percent of overburdened owners fall into the ELI category. Over 32 percent of ELI renters and 14 percent of homeowners are extremely cost burdened, representing 8.5 and 2.6 percent of the total households respectively.

Dixon reports a high percentage of both renter and homeowner households overpaying for housing. Owner households comprise 61.7 percent of total households, of which, 45.6 percent report overpayment (20.1 percent). Of the 20.1 percent rental households, 86.7 percent are overburdened (14.0 percent of households). Of the overburdened renters, 21.8 percent fall into the ELI category, yet only 5.6 percent of overburdened owners fall into the ELI category. Almost all of the ELI renters, at 95.8 percent, and 78.3 percent of ELI homeowners are extremely cost burdened, representing 5.7 and 1.5 percent of the total households respectively.

Regardless of median income in the county and its cities, housing costs remain a challenge for a substantial number of residents. Throughout the county, extremely low-income homeowners, and in particular lower-income renters, experience a cost burden, with a large percentage significantly overpaying for housing. This can be an issue for seniors as well as for working families, single parents, and others who face changing life circumstances. The sudden loss of employment, a health care emergency, or a family crisis can quickly result in a heavy cost burden, with limited affordable options available, putting these populations at risk of displacement, overcrowding, or residing in low-resource areas.

**TABLE 2-12 LOWER-INCOME HOUSEHOLDS OVERPAYING: BENICIA, DIXON, FAIRFIELD**

Total Household Characteristics	Benicia		Dixon		Fairfield	
	Number	Percentage of Total Households	Number	Percentage of Total Households	Number	Percentage of Total Households
Total occupied units (households)	11,130	100.0%	6,015	1	36,350	36,350
Total Renter households	3,225	29.0%	1,880	31.3%	15,110	41.6%
Total Owner Households	7,905	71.0%	4,135	68.7%	21,235	58.4%
Total lower income (0-80% of HAMFI) households	2,535	22.8%	2,045	34.0%	11,875	32.7%
Lower income renters (0-80%)	1,320	11.9%	1,090	18.1%	7,150	19.7%
Lower income owners (0-80%)	1,215	10.9%	955	15.9%	4,725	13.0%
Extremely low-income (ELI) renters (0-30%)	620	5.6%	355	5.9%	2,215	6.1%
Extremely low-income (ELI) owners (0-30%)	295	2.7%	115	1.9%	925	2.5%
Lower income households paying more than 50%	1,290	11.6%	780	12.97%	5,120	14.1%
Lower income renter HH severely overpaying	730	6.6%	480	8.0%	3,375	9.3%
Lower income owner HH severely overpaying	550	4.9%	295	4.9%	1,745	4.8%
Extremely Low Income (0-30%)	610	5.5%	430	7.1%	2,140	5.9%
ELI Renter HH severely overpaying	415	3.7%	340	5.7%	1,570	4.3%
ELI Owner HH severely overpaying	195	1.8%	90	1.5%	570	1.6%
Income between 30%-50%	285	2.6%	245	4.1%	1,805	5.0%
Income between 50% -80%	395	3.5%	105	1.7%	1,175	3.2%
Lower income households paying more than 30%	1,855	16.7%	1,415	23.5%	8,580	23.6%
Lower income renter HH overpaying	1,020	9.2%	775	12.9%	5,725	15.7%
Lower income owner HH overpaying	820	7.4%	640	10.6%	2,855	7.9%

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Total Household Characteristics	Benicia		Dixon		Fairfield	
	Number	Percentage of Total Households	Number	Percentage of Total Households	Number	Percentage of Total Households
Extremely Low Income (0-30%)	710	6.4%	445	7.4%	2,445	6.7%
ELI Renter HH overpaying	470	4.2%	340	5.7%	1,720	4.7%
ELI Owner HH overpaying	235	2.1%	105	1.7%	725	2.0%
Income between 30%-50%	385	3.5%	470	7.8%	3,040	8.4%
Income between 50% -80%	760	6.8%	500	8.3%	500	1.4%
<b>Total Households Overpaying</b>	<b>3,515</b>	<b>31.6%</b>	<b>2,050</b>	<b>34.1%</b>	<b>12,805</b>	<b>35.2%</b>
<b>Total Renter Households Overpaying</b>	<b>1,630</b>	<b>14.6%</b>	<b>840</b>	<b>14.0%</b>	<b>7,555</b>	<b>20.8%</b>
<b>Total Owner Households Overpaying</b>	<b>1,885</b>	<b>16.9%</b>	<b>1,210</b>	<b>20.1%</b>	<b>5,250</b>	<b>14.4%</b>

Source: 2014-2018 CHAS Data Sets <https://www.huduser.gov/portal/datasets/cp.html>

**TABLE 2-13 LOWER-INCOME HOUSEHOLDS OVERPAYING: RIO VISTA, SUISUN CITY, VACAVILLE**

Total Household Characteristics	Rio Vista		Suisun City		Vacaville	
	Number	Percentage of Total Households	Number	Percentage of Total Households	Number	Percentage of Total Households
<b>Total occupied units (households)</b>	4,285	100.0%	9,320	100.0%	32,920	100.0%
Total Renter households	745	17.4%	3,655	39.2%	12,960	39.4%
Total Owner Households	3,545	82.7%	5,660	60.7%	19,960	60.6%
Total lower income (0-80% of HAMFI) households	1570	36.6%	3,130	33.6%	10,630	32.3%
Lower income renters (0-80%)	295	6.9%	1,715	18.4%	6,285	19.1%
Lower income owners (0-80%)	1,275	29.8%	1,415	15.2%	4,345	13.2%
Extremely low-income (ELI) renters (0-30%)	140	3.3%	610	6.5%	1,940	5.9%
Extremely low-income (ELI) owners (0-30%)	390	9.1%	225	2.4%	955	2.9%
Lower income households paying more than 50%	575	13.4%	1,275	13.7%	4,280	13.0%
Lower income renter HH severely overpaying	200	4.7%	775	8.3%	2,590	7.9%
Lower income owner HH severely overpaying	365	8.5%	505	5.4%	1,690	5.1%
Extremely Low Income (0-30%)	310	7.2%	580	6.2%	1,925	5.8%
ELI Renter HH severely overpaying	90	2.1%	440	4.7%	1,325	4.0%
ELI Owner HH severely overpaying	260	6.1%	145	1.6%	600	1.8%
Income between 30%-50%	90	2.1%	380	4.1%	1,270	3.9%
Income between 50% -80%	175	4.1%	315	3.4%	1,085	3.3%
Lower income households paying more than 30%	830	19.4%	2,165	23.2%	7,410	22.5%
Lower income renter HH overpaying	200	4.7%	1,300	13.9%	4,695	14.3%
Lower income owner HH overpaying	620	14.5%	870	9.3%	2,720	8.3%
Extremely Low Income (0-30%)	355	8.3%	615	6.6%	2,135	6.5%

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Total Household Characteristics	Rio Vista		Suisun City		Vacaville	
	Number	Percentage of Total Households	Number	Percentage of Total Households	Number	Percentage of Total Households
ELI Renter HH overpaying	90	2.1%	465	5.0%	1,445	4.4%
ELI Owner HH overpaying	260	6.1%	155	1.7%	690	2.1%
Income between 30%-50%	140	3.3%	450	4.8%	1,945	5.9%
Income between 50% -80%	335	7.8%	1,100	11.8%	3,330	10.1%
<b>Total Households Overpaying</b>	<b>1,220</b>	<b>28.5%</b>	<b>3,135</b>	<b>33.6%</b>	<b>11,370</b>	<b>34.5%</b>
<b>Total Renter Households Overpaying</b>	<b>245</b>	<b>5.7%</b>	<b>1,595</b>	<b>17.1%</b>	<b>6,195</b>	<b>18.8%</b>
<b>Total Owner Households Overpaying</b>	<b>975</b>	<b>22.8%</b>	<b>1,540</b>	<b>16.5%</b>	<b>5,175</b>	<b>15.7%</b>

Source: 2014-2018 CHAS Data Sets <https://www.buduser.gov/portal/datasets/cp.html>



**TABLE 2-14 LOWER-INCOME HOUSEHOLDS OVERPAYING: VALLEJO, SOLANO COUNTY**

Total Household Characteristics	Vallejo		Solano County	
	Number	Percentage of Total Households	Number	Percentage of Total Households
Total occupied units (households)	41,990	100.0%	149,065	100.0%
Total Renter households	18,930	45.1%	58,645	39.3%
Total Owner Households	23,060	54.9%	90,420	60.7%
Total lower income (0-80% of HAMFI) households	17,360	41.3%	51,215	34.4%
Lower income renters (0-80%)	10,810	25.7%	29,675	19.9%
Lower income owners (0-80%)	6,550	15.6%	21,540	14.5%
Extremely low-income (ELI) renters (0-30%)	4,245	10.1%	10,325	6.9%
Extremely low-income (ELI) owners (0-30%)	1,430	3.4%	4,675	3.1%
Lower income households paying more than 50%	8,365	19.9%	22,495	15.1%
Lower income renter HH severely overpaying	5,770	13.7%	14,260	9.6%
Lower income owner HH severely overpaying	2,595	6.2%	8,235	5.5%
Extremely Low Income (0-30%)	4,215	10.0%	10,580	7.1%
ELI Renter HH severely overpaying	3,265	7.8%	7,585	5.1%
ELI Owner HH severely overpaying	950	2.3%	2,995	2.0%
Income between 30%-50%	2,550	6.1%	6,875	4.6%
Income between 50% -80%	1,600	3.8%	5,040	3.4%
Lower income households paying more than 30%	12,695	30.2%	36,225	24.3%
Lower income renter HH overpaying	8,685	20.7%	23,005	15.4%
Lower income owner HH overpaying	4,005	9.5%	13,220	8.9%
Extremely Low Income (0-30%)	4,670	11.1%	11,785	7.9%
ELI Renter HH overpaying	3,585	8.5%	8,265	5.5%

Total Household Characteristics	Vallejo		Solano County	
	Number	Percentage of Total Households	Number	Percentage of Total Households
ELI Owner HH overpaying	1,085	2.6%	3,520	2.4%
Income between 30%-50%	3,770	9.0%	10,580	7.1%
Income between 50% -80%	4,255	10.1%	13,860	9.3%
<b>Total Households Overpaying</b>	<b>16,835</b>	<b>40.1%</b>	<b>53,120</b>	<b>35.6%</b>
<b>Total Renter Households Overpaying</b>	<b>10,070</b>	<b>24.0%</b>	<b>28,860</b>	<b>19.4%</b>
<b>Total Owner Households Overpaying</b>	<b>6,765</b>	<b>16.1%</b>	<b>24,260</b>	<b>16.3%</b>

Source: 2014-2018 CHAS Data Sets <https://www.buduser.gov/portal/datasets/cp.html>

## EMPLOYMENT CHARACTERISTICS

The economy has an important impact on housing needs. Employment growth typically results in increased housing demand in areas that serve as regional employment centers. Moreover, the type of occupation and income levels for new employment also affect housing demand. This section describes the economic and employment patterns and how these patterns influence housing needs.

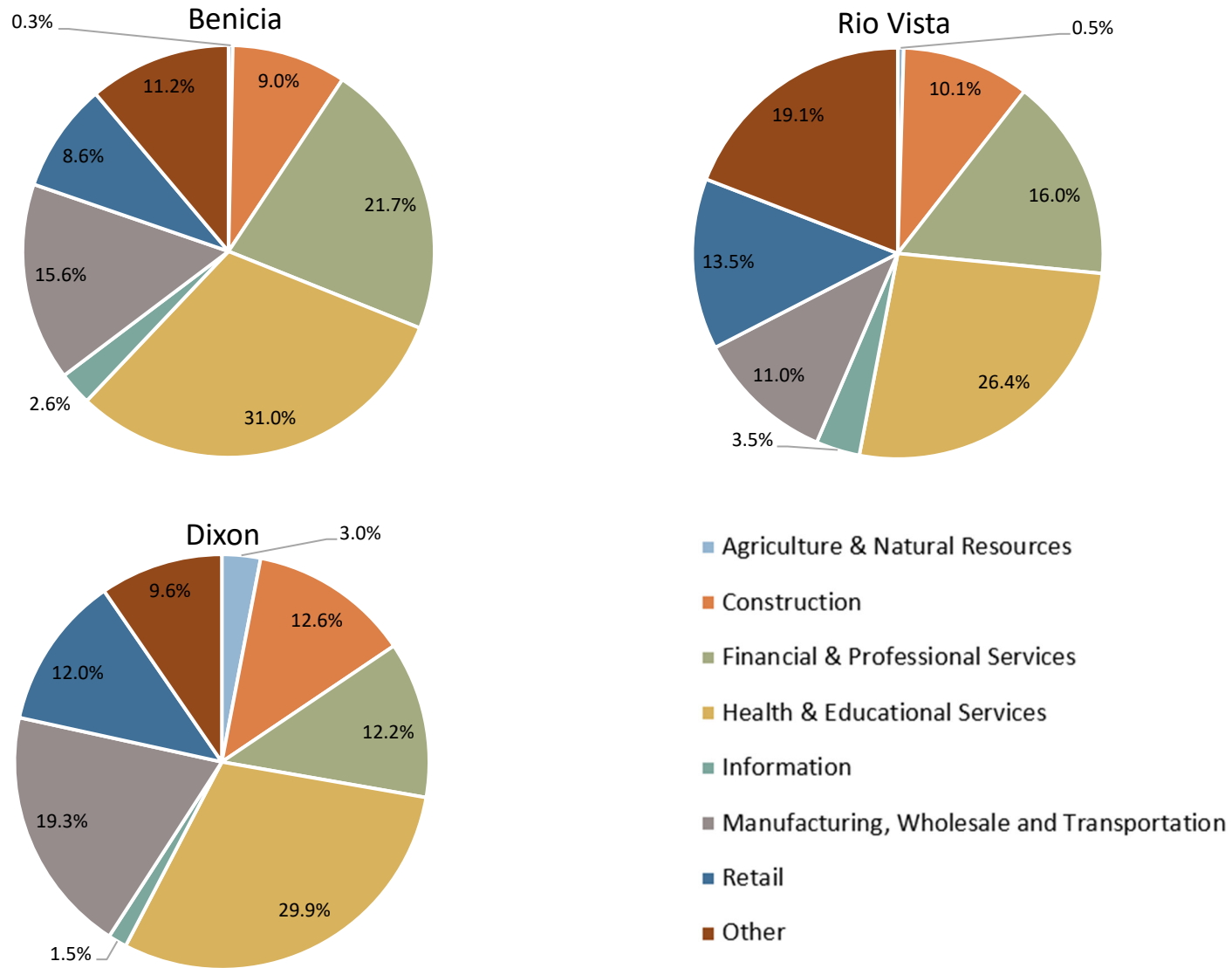
### EMPLOYMENT BY INDUSTRY

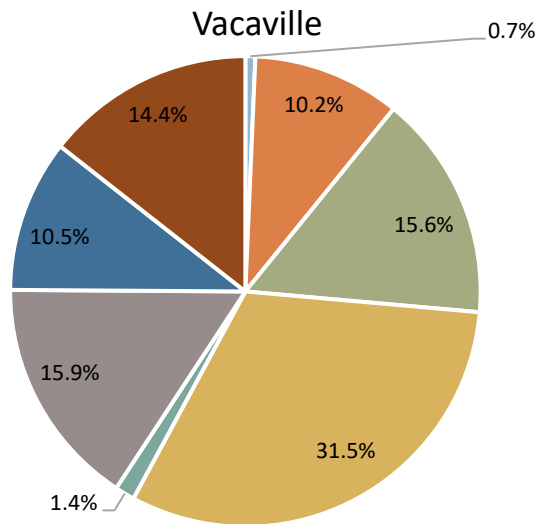
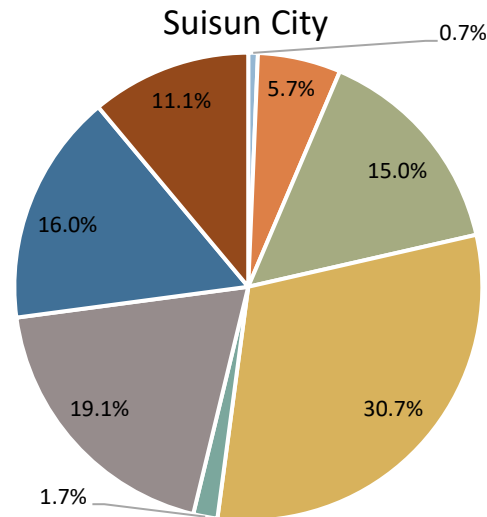
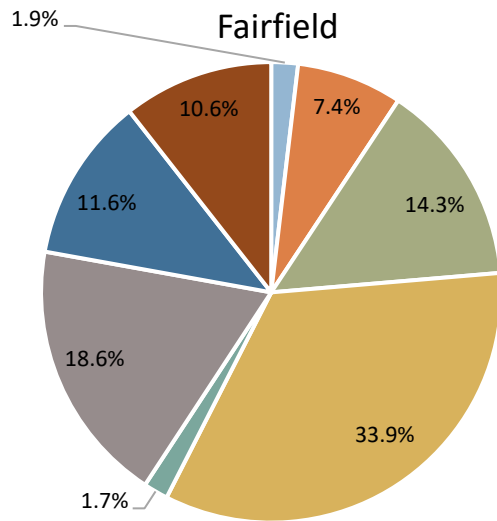
Occupations held by residents determine the income earned by a household and their corresponding ability to afford housing. Higher-paying jobs provide broader housing opportunities for residents, while lower-paying jobs limit housing options. Understanding employment and occupation patterns can provide insight into present housing needs.

**Table 2-15** and **Figure 2-4** shows employment by industry for each jurisdiction. In the following analysis, “residents” refers to those in the civilian, employed population aged 16 and older. Residents of Benicia are most commonly employed in the health and educational services, and financial and professional services sectors (21.7 percent). The health and educational services industry is also the most common sector of employment for residents for all of Solano County.

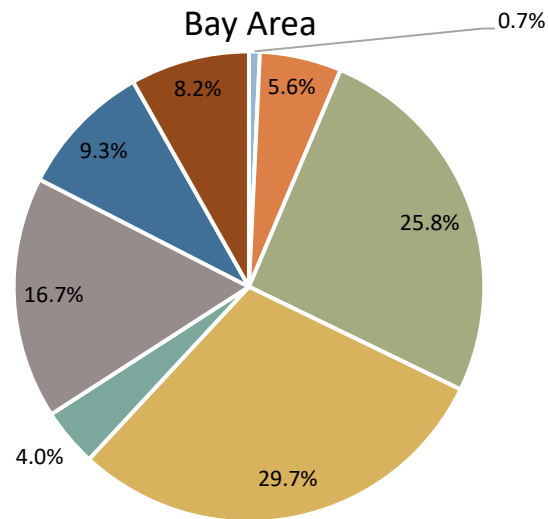
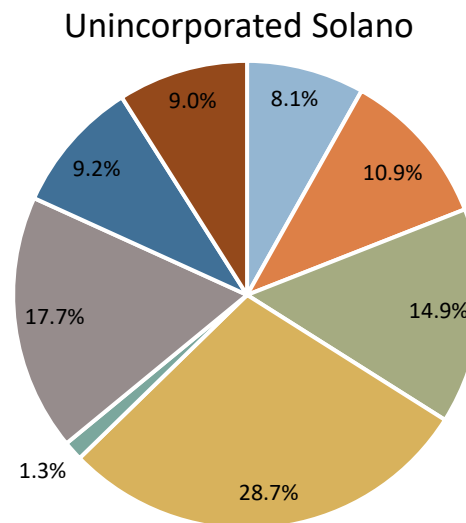
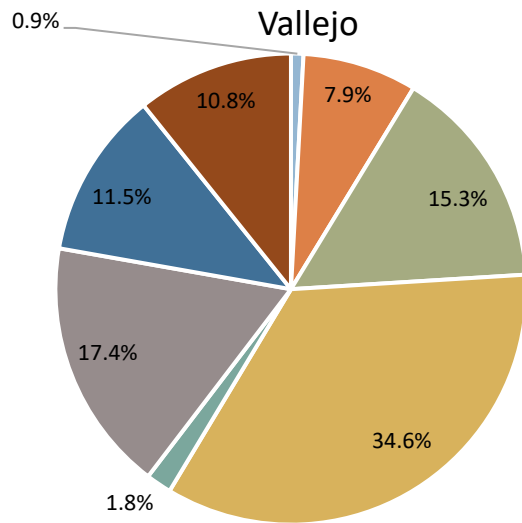
At 19.3 percent, Dixon is the jurisdiction with the largest proportion of its residents employed in the manufacturing, wholesale, and transportation sector, though Suisun City, Fairfield, Vallejo, and Unincorporated Solano County also have significant proportions of residents employed in that sector. Countywide, only two percent of residents are in the agricultural and natural resources sector; however, most of that is in Unincorporated Solano County, making up eight percent of the employment industry.

FIGURE 2-4 EMPLOYMENT BY INDUSTRY





- Agriculture & Natural Resources
- Construction
- Financial & Professional Services
- Health & Educational Services
- Information
- Manufacturing, Wholesale and Transportation
- Retail
- Other



- Agriculture & Natural Resources
- Construction
- Financial & Professional Services
- Health & Educational Services
- Information
- Manufacturing, Wholesale and Transportation
- Retail
- Other

**TABLE 2-15 RESIDENT EMPLOYMENT BY INDUSTRY, 2015-2019**

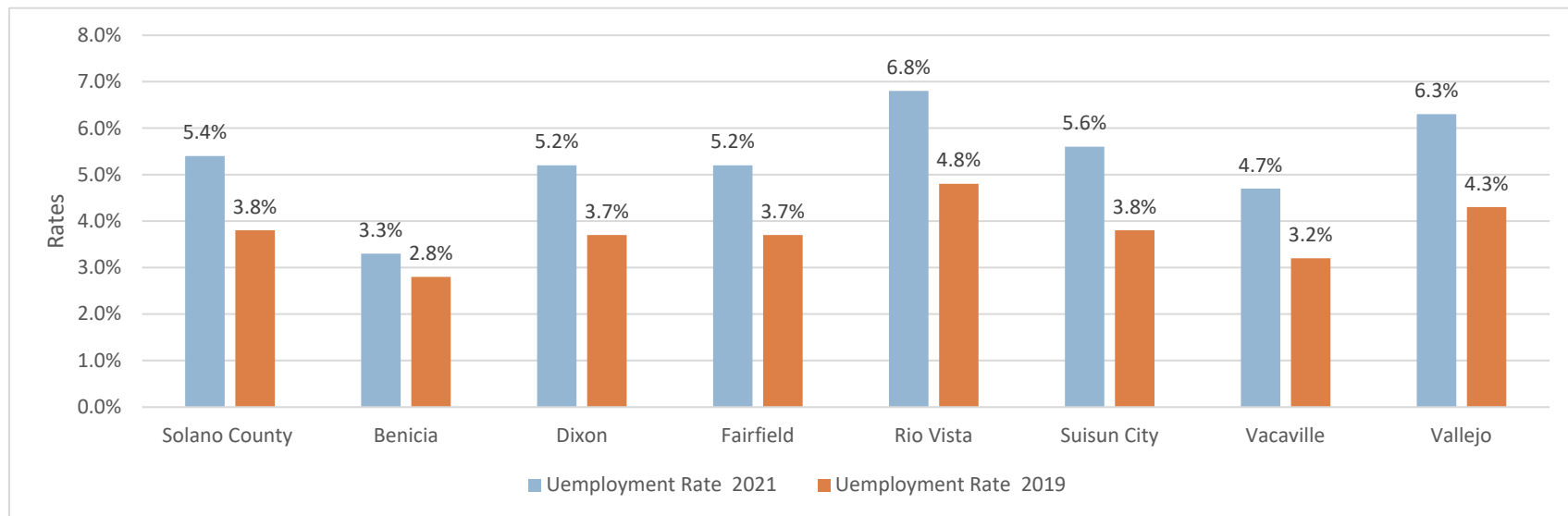
Geography	Agriculture & Natural Resources	Construc- tion	Financial & Professional Services	Health & Educational Services	Informa- tion	Manufacturing , Wholesale & Transportation	Retail	Other	Total
Benicia	49	1,322	3,199	4,564	386	2,291	1,260	1,641	<b>14,712</b>
	0.3%	9.0%	21.7%	31.0%	2.6%	15.6%	8.6%	11.2%	<b>100.0%</b>
Dixon	299	1,250	1,214	2981	146	1,922	1,192	956	<b>9,960</b>
	3.0%	12.6%	12.2%	29.9%	1.5%	19.3%	12.0%	9.6%	<b>100.0%</b>
Fairfield	1,021	4,043	7,802	18,424	943	10,113	6,302	5,757	<b>54,405</b>
	1.9%	7.4%	14.3%	33.9%	1.7%	18.6%	11.6%	10.6%	<b>100.0%</b>
Rio Vista	12	260	413	682	89	283	347	493	<b>2,579</b>
	0.5%	10.1%	16.0%	26.4%	3.5%	11.0%	13.5%	19.1%	<b>100.0%</b>
Suisun City	95	833	2,177	4,445	242	2,767	2,324	1,604	<b>14,487</b>
	0.7%	5.7%	15.0%	30.7%	1.7%	19.1%	16.0%	11.1%	<b>100.0%</b>
Vacaville	295	4,430	6,778	13,714	591	6,908	4,565	6,277	<b>43,558</b>
	0.7%	10.2%	15.6%	31.5%	1.4%	15.9%	10.5%	14.4%	<b>100.0%</b>
Vallejo	496	4,530	8,834	19,956	1,016	10,036	6,619	6,205	<b>57,692</b>
	0.9%	7.9%	15.3%	34.6%	1.8%	17.4%	11.5%	10.8%	<b>100.0%</b>
Unincorporated Solano County	780	1,045	1,431	2,754	129	1,700	883	863	<b>9,585</b>
	8.1%	10.9%	14.9%	28.7%	1.3%	17.7%	9.2%	9.0%	<b>100.0%</b>
Solano County	3,047	17,713	31,848	67,520	3,542	36,020	23,492	23,796	<b>206,978</b>
	1.5%	8.6%	15.4%	32.6%	1.7%	17.4%	11.3%	11.5%	<b>100.0%</b>
Bay Area	30,159	226,029	1,039,526	1,195,343	160,226	670,251	373,083	329,480	<b>4,024,097</b>
	0.7%	5.6%	25.8%	29.7%	4.0%	16.7%	9.3%	8.2%	<b>100.0%</b>

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

## UNEMPLOYMENT

According to the California Employment Development Department (EDD), in 2021 the statewide unemployment rate was 6.9 percent. Unemployment rates are based off of people filing for unemployment benefits. The unemployment rate reflects individuals 16 years or older, not members of the Armed Services, and are not in institutions such as prisons, mental hospitals, or nursing homes. The unemployment rate in Solano County was lower than the statewide rate at 5.4 percent. **Figure 2-5** shows unemployment in Solano County by jurisdiction. The city with the highest unemployment rate was Rio Vista (6.8 percent), followed by Vallejo (6.3 percent). Benicia had the lowest unemployment rate (3.3 percent), followed by Vacaville (4.7 percent). Both Fairfield and Dixon had an equal unemployment rate of 5.2 percent with Suisun City at 5.6 percent. In comparison, in 2019 the unemployment rates were lower. The City of Rio Vista had the highest unemployment rate, respectively followed by the City of Vallejo at 4.3 percent. effects of the COVID-19 pandemic are still being reflected to an extent for all the cities within Solano County. The pandemic caused a high unemployment rate in 2020 (9.5 percent) for Solano County and decreased in 2021 to 5.4 percent.

**FIGURE 2-5 UNEMPLOYMENT RATE (2021)**



*Source: Monthly Labor Force Data for Cities and Census Designated Places (CDP)– EDD, 2019 and 2021*



## LABOR FORCE TRENDS

**Table 2-18** shows employment projections by industry sector in Solano County from 2018 to 2028. According to EDD data, industry employment in Solano County is expected to grow by 15,300 jobs between 2018 and 2028, to an estimated 168,600 by 2028. Total nonfarm employment is projected to gain approximately 14,500 jobs by 2022. This has potential to impact a segment of residents in the county currently employed in that field of work, contributing towards risk of displacement as manual labor jobs decrease. The healthcare and social assistance; professional and business services; trade, transportation, and utilities; state government; and education sectors are expected to account for more than 50 percent of all nonfarm job growth. The largest projected growth sectors are healthcare and social assistance and educational services industries at 19.7 percent each.

**TABLE 2-16 SOLANO COUNTY JOB GROWTH BY INDUSTRY SECTOR (2018)**

Industry Title	Estimated Employment 2018 <sup>1, 2</sup>	Projected Employment 2028	Percentage Change 2018-2028
<b>Total Employment</b>	<b>153,300</b>	<b>168,600</b>	<b>10.0%</b>
Mining and Logging	600	500	-16.7%
Construction	11,200	12,000	7.1%
Manufacturing	12,700	13,500	6.3%
Trade, Transportation, and Utilities	27,800	29,500	6.1%
Information	1,100	1,200	9.1%
Financial Activities	5,200	5,500	5.8%
Professional and Business Services	10,100	11,900	17.8%
Educational Services (Private), Healthcare, and Social Assistance	28,400	34,000	19.7%
Leisure and Hospitality	15,600	17,700	13.5%
Other Services (excludes 814-Private Household Workers)	4,500	4,700	4.4%

Industry Title	Estimated Employment 2018 <sup>1, 2</sup>	Projected Employment 2028	Percentage Change 2018-2028
Government	24,900	26,100	4.8%
Federal Government	3,500	4,100	17.1%
State and Local Government	21,300	22,000	3.3%
<b>Type of Employment</b>			
Total Farm	1,700	1,600	-5.9%
Total Nonfarm	142,100	156,600	10.2%
Self-Employment <sup>3</sup>	9,400	10,200	8.5%
Private Household Workers <sup>4</sup>	100	200	100.0%

Source: Employment Development Department, 2018

Notes:

1. Data sources: U.S. Bureau of Labor Statistics' Current Employment Statistics (CES) March 2019 benchmark and Quarterly Census of Employment and Wages (QCEW) industry employment.
2. Industry detail may not add up to totals due to independent rounding and suppression.
3. Self-employed persons work for profit or fees in their own business, profession, trade, or farm. Only the unincorporated self-employed are included in this category. The estimated and projected employment numbers include all workers who are primarily self-employed and wage and salary workers who hold a secondary job as a self-employed worker.
4. Private household workers are employed as domestic workers whose primary activities are to maintain the household. Industry employment is based on QCEW.

## HOUSING STOCK CHARACTERISTICS

This section describes the housing characteristics and conditions that affect housing needs in Solano County. Important housing stock characteristics include housing type, tenure, vacancy rates, age, condition, cost, and affordability.

### HOUSING TYPE

According to California’s DOF (see **Table 2-17**), the cities with the highest percentage of single-family units were Rio Vista (93.2 percent), Unincorporated Solano County (90.3), Suisun City (85.8 percent), and Dixon (81.4 percent). The cities with the lowest percentage of single-family units were Vallejo (70.2 percent), Benicia (73.4 percent), and Vacaville (74.6 percent). However, all jurisdictions had very high percentages of single-family units, at above 70 percent across the county. On average for all the cities, about 16.9 percent of the housing stock was composed of multifamily units. Unincorporated Solano County had the highest stock of mobile homes (6.8 percent) followed by Rio Vista (3.5 percent). As a whole, Solano County housing stock is 76.1 percent single-family units, 21 percent multifamily units, and 2.9 percent mobile homes. Much of the single-family housing stock is concentrated in Rio Vista and Unincorporated Solano County.

**TABLE 2-17 HOUSING TYPE, 2021**

Geography	Single-Family Homes	Multifamily: Two to Four Units	Multifamily: Five-Plus Units	Mobile Homes	Total
Benicia	8,332	1,176	1,611	238	<b>11,357</b>
	73.4%	10.4%	14.2%	2.1%	<b>100.0%</b>
Dixon	5,458	420	782	48	<b>6,708</b>
	81.4%	6.3%	11.7%	0.7%	<b>100.0%</b>
Fairfield	31,060	2,015	6,403	999	<b>40,477</b>
	76.7%	5.0%	15.8%	2.5%	<b>100.0%</b>
Rio Vista	4,764	25	141	179	<b>5,109</b>
	93.2%	0.5%	2.8%	3.5%	<b>100.0%</b>

Geography	Single-Family Homes	Multifamily: Two to Four Units	Multifamily: Five-Plus Units	Mobile Homes	Total
Suisun City	8,209	382	788	184	<b>9,563</b>
	85.8%	4.0%	8.2%	1.9%	<b>100.0%</b>
Vacaville	26,911	2,259	5,747	1,136	<b>36,053</b>
	74.6%	6.3%	15.9%	3.2%	<b>100.0%</b>
Vallejo	31,470	4,863	7,141	1,358	<b>44,832</b>
	70.2%	10.8%	15.9%	3.0%	<b>100.0%</b>
Unincorporated Solano County	6,566	156	56	494	<b>7,272</b>
	90.3%	2.1%	0.8%	6.8%	<b>100.0%</b>
Solano County	122,770	11,296	22,669	4,636	<b>161,371</b>
	76.1%	7.0%	14.0%	2.9%	<b>100.0%</b>

*Source: Department of Finance E-5 City/County Population and Housing Estimates, 2021*

## HOUSING TENURE

Housing tenure (owner vs. renter) influences several aspects of the local housing market. Residential mobility is influenced by tenure, with ownership housing turning over at a much lower rate than rental housing. This is not directly related to the type of unit, where most single-family units and certain types of multifamily (duplex-fourplex, condos) may be owner-occupied. However, single-family units, especially older stock and multifamily units (duplex-fourplex and condos) are also often converted to rental stock.

As shown in **Table 2-18**, the cities with the highest proportions of owner-occupied households were Rio Vista (81.1. percent), Benicia (71.8 percent), Dixon (69.9 percent), Unincorporated Solano County (68.3 percent), Suisun City (62.1 percent), and Vacaville (62 percent). The cities with the highest proportions of renter-occupied households were Vallejo (44.5 percent) and Fairfield (40.7 percent). Fairfield and Vallejo are split down the middle, respectively.

**TABLE 2-18 HOUSING TENURE, 2019**

Geography	Total Households	Owner Occupied		Renter Occupied	
		Households	Percentage	Households	Percentage
Benicia	11,293	8,103	71.8%	3,190	28.2%
Dixon	6,062	4,238	69.9%	1,824	30.1%
Fairfield	36,751	21,789	59.3%	14,962	40.7%
Rio Vista	4,792	3,888	81.1%	904	18.9%
Suisun City	9,310	5,783	62.1%	3,527	37.9%
Vacaville	32,698	20,286	62.0%	12,412	38.0%
Vallejo	42,048	23,339	55.5%	18,709	44.5%
Unincorporated Solano County	6,911	4,723	68.3%	2,188	31.7%
Solano County	149,865	92,149	61.5%	57,716	38.5%
Bay Area	2,731,434	1,531,955	56.1%	1,199,479	43.9%

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

## VACANCY RATE

**Table 2-19** shows housing units and vacancies in Solano County and the cities according to the California DOF. Vacancy rates of 5.0 to 6.0 percent for rental housing and 1.5 to 2.0 percent for ownership housing are generally considered optimum. A higher vacancy rate may indicate an excess supply of units, a softer market, and result in lower housing prices. A lower vacancy rate may indicate a shortage of housing and high competition for available housing, which generally leads to higher housing prices and diminished affordability. As **Table 2-19** shows, the vacancy rate for all cities within Solano County is 5.3 percent. The cities with the highest vacancy rate are Unincorporated Solano County (8.9 percent), Vallejo (7.3), and Rio Vista (6.6 percent). As shown in **Table 2-20** for units that were “other vacant,” about 40.5 percent of housing units in that category were within Unincorporated Solano County and 39.8 percent were in Vallejo. In addition, as shown in **Table 2-18**, Rio Vista had the highest owner-occupied households and so their high vacancy rate can be attributed to the vacant units by type, where almost 20 percent of vacant units are for seasonal, recreational, or occasional use. The cities with the lowest vacancy rates were Dixon and Suisun City.

**TABLE 2-19 VACANCY RATE BY OCCUPANCY STATUS, 2021**

Geography	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Vacancy Rate
Benicia	11,035	10,832	203	4.6%
Dixon	6,708	6,505	203	3.0%
Fairfield	40,477	38,829	1,648	4.1%
Rio Vista	5,109	4,773	336	6.6%
Suisun City	9,563	9,231	332	3.5%
Vacaville	36,053	34,521	1,532	4.2%
Vallejo	44,832	41,563	3,269	7.3%
Unincorporated Solano County	7,272	6,623	649	8.9%
Solano County	161,371	152,877	8,494	5.3%

*Source: Department of Finance E-5 City/County Population and Housing Estimates, 2021*

**Table 2-20** shows the occupancy status of the housing stock according to the 2015-2019 ACS. Many of the cities within Solano County have vacant units that are classified as “other vacant.” For instance, the cities with the highest “other vacant” units were Vacaville (49.5 percent), Fairfield, 48.9 percent, Suisun City (41.8 percent), Unincorporated Solano County (40.5 percent), and Benicia (39.4 percent). According to the U.S. Census Bureau, “other vacant” units are classified as such when the unit does not fit into any of the year-round vacant categories. Other reasons include no one lives in the unit and the owner does not want to sell, unit is being used for storage, owner is elderly and living in a nursing home or with family members, or the unit is foreclosed, being repaired/renovated, or held for settlement of an estate. The seasonal and recreational use (vacation homes) vacancy rate is usually not indicative of underserved populations, but it does contribute toward unavailability of certain types of housing. Unincorporated Solano County and Benicia have the largest proportions of their vacant units classified as seasonal, recreational, or occasional use (32.6 percent and 19.5 percent respectively). It should be noted that new development that occurred after 2019 is not reflected in this data.

**TABLE 2-20 VACANT UNITS BY TYPE, 2015-2019**

Geography	For Rent	For Sale	For Seasonal, Recreational, or Occasional use	Other vacant <sup>1</sup>	Rented, Not Occupied	Sold, Not Occupied	Total Vacant Units
Benicia	167	9	96	194	17	10	<b>493</b>
	33.9%	1.8%	19.5%	39.4%	3.4%	2.0%	<b>100.0%</b>
Dixon	165	27	0	64	71	0	<b>327</b>
	50.5%	8.3%	0.0%	19.6%	21.7%	0.0%	<b>100.0%</b>
Fairfield	392	155	119	792	35	128	<b>1,621</b>
	24.2%	9.6%	7.3%	48.9%	2.2%	7.9%	<b>100.0%</b>
Rio Vista	33	45	50	28	127	55	<b>338</b>
	9.8%	13.3%	14.8%	8.3%	37.6%	16.3%	<b>100.0%</b>
Suisun City	27	51	48	142	0	72	<b>340</b>
	7.9%	15.0%	14.1%	41.8%	0.0%	21.2%	<b>100.0%</b>
Vacaville	299	103	158	732	95	91	<b>1,478</b>
	20.2%	7.0%	10.7%	49.5%	6.4%	6.2%	<b>100.0%</b>

Geography	For Rent	For Sale	For Seasonal, Recreational, or Occasional use	Other vacant <sup>1</sup>	Rented, Not Occupied	Sold, Not Occupied	Total Vacant Units
Vallejo	924	216	144	992	73	146	<b>2,495</b>
	37.0%	8.7%	5.8%	39.8%	2.9%	5.9%	<b>100.0%</b>
Unincorporated Solano County	66	128	275	341	33	0	<b>843</b>
	7.8%	15.2%	32.6%	40.5%	3.9%	0.0%	<b>100.0%</b>
Solano County	2,073	734	890	3,285	451	502	<b>7,935</b>
	26.1%	9.3%	11.2%	41.4%	5.7%	6.3%	<b>100.0%</b>
Bay Area	41,117	10,057	37,301	61,722	10,647	11,816	<b>172,660</b>
	23.8%	5.8%	21.6%	35.7%	6.2%	6.8%	<b>100.0%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

<sup>1</sup> Common reasons a housing unit is labeled “other vacant” is that no one lives in the unit and the owner does not want to sell, is using the unit for storage, or is elderly and living in a nursing home or with family members. Additional reasons are that the unit is being held for settlement of an estate, is being repaired or renovated, is being foreclosed (foreclosures may appear in any of the vacant or occupied categories).

## HOUSING CONDITIONS

Housing conditions are an important indicator of quality of life. Like any physical asset, housing ages and deteriorates over time. If not regularly maintained, structures can deteriorate and discourage reinvestment, depress neighborhood property values, and even become health hazards. Thus, maintaining and improving housing quality is an important goal for communities.

### TABLE 2-21 AN INDICATION OF THE QUALITY OF THE HOUSING STOCK IS ITS GENERAL AGE.

Typically, housing over 30 years old is likely to have rehabilitation needs that may include plumbing, roof repairs, foundation work, and other repairs. In addition, tenure may impact the condition of housing, as landlords may not maintain rental units the same as owners would maintain their homes. **Table 2-21** displays the age of Solano County’s housing stock starting from before 1939 up until 2014 and later, according to the 2015-2019 ACS. Of the eight jurisdictions, seven had 50 percent of the housing stock older than 30 years, with the unincorporated county (86.8 percent), Vallejo (81.7 percent), and Benicia (79.1 percent) having the highest percentages. When looking at the



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housing stock that was 50 year or older, Vallejo (44.1 percent), the unincorporated county (42.3 percent), and Rio Vista has the highest percentages. Housing Units by Year Structure Was Built

Geography	Built 1939 or earlier	Built 1940 to 1949	Built 1950 to 1959	Built 1960 to 1969	Built 1970 to 1979	Built 1980 to 1989	Built 1990 to 1999	Built 2000 to 2009	Built 2010 to 2013	Built 2014 to later	Total	30 years and older (1989)	50 years and older (1969)
Benicia	785	838	250	673	3,211	3,566	1,724	723	16	0	11,786	9,323	2,546
	6.7%	7.1%	2.12%	5.7%	27.2%	30.26%	14.63%	6.13%	0.1%	0	100.0%	79.1%	21.6%
Dixon	274	154	302	305	1,457	769	1,717	1,182	106	123	6,389	3,261	1,035
	4.3%	2.4%	4.7%	4.8%	22.8%	12.0%	26.9%	18.5%	1.7%	1.9%	100.0%	51.0%	16.2%
Fairfield	768	300	2,929	6,301	5,575	8,440	6,369	5,443	1,110	2,632	38,372	24,313	10,298
	1.9%	0.8%	7.35%	15.8%	14.0%	21.2%	16.0%	13.7%	2.8%	6.6%	100.0%	61.0%	25.8%
Rio Vista	311	173	517	357	255	173	853	1,834	320	337	5,130	1,786	1,358
	6.1%	3.4%	10.1%	7.0%	5.0%	3.4%	16.6%	35.8%	6.2%	6.6%	100.0%	34.8%	26.5%
Suisun City	201	25	214	300	2,824	2,676	1,988	1,240	99	83	9,650	6,240	740
	2.1%	0.3%	2.2%	3.1%	29.3%	27.7%	20.6%	12.9%	1.0%	0.9%	100.0%	64.7%	7.7%
Vacaville	478	426	1,838	2,704	8,624	7,262	6,598	4,406	470	2,011	34,176	21,332	5,446
	1.4%	1.2%	5.3%	7.8%	24.8%	20.9%	19.0%	12.65%	1.3%	5.8%	100.0%	61.3%	15.6%
Vallejo	6,334	4,555	4,785	4,248	7,670	9,305	3,920	3,668	674	0	44,543	36,897	19,922
	14.0%	10.1%	10.6%	9.4%	17.0%	20.6%	8.7%	8.1%	1.5%	0.0%	100.0%	81.7%	44.1%
Unincorporated Solano County*	847	47	927	1,143	2,113	1,005	-42	219	-154	901	7,754	6,082	2,964
	12.1%	0.7%	13.2%	16.3%	30.2%	14.3%	-0.6%	3.1%	-2.2%	12.9%	100.0%	86.8%	42.3%
<b>Solano County</b>	<b>9,998</b>	<b>6,518</b>	<b>11,762</b>	<b>16,031</b>	<b>31,729</b>	<b>33,196</b>	<b>23,127</b>	<b>18,715</b>	<b>2,641</b>	<b>6,087</b>	<b>157,800</b>	<b>109,234</b>	<b>44,309</b>
	<b>6.3%</b>	<b>4.1%</b>	<b>7.4%</b>	<b>10.0%</b>	<b>19.9%</b>	<b>20.8%</b>	<b>14.5%</b>	<b>11.7%</b>	<b>1.7%</b>	<b>3.8%</b>	<b>100.0%</b>	<b>68.4%</b>	<b>27.7%</b>

Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)

Please note: Unincorporated data was calculated by taking the total county number and subtracting the cities from that data. Therefore, the exact numbers may not represent the exact numbers built by year.

## LOCAL KNOWLEDGE ON HOUSING CONDITIONS

Based on conversations with staff, code enforcement, and local police departments, **Table 2-22** provides a percentage of the housing stock needing some type of rehabilitation.

**TABLE 2-22 PERCENTAGE OF HOUSING NEEDING REHABILITATION**

Geography	Percentage of Housing Needing Rehabilitation
Benicia	0.13%
Dixon	10% <sup>1</sup>
Fairfield	Data Pending
Rio Vista	N/A – see Program in Housing Element
Suisun City	Data Pending
Vacaville	<10%
Vallejo	Data Pending
Unincorporated Solano County	10%

*Source: Solano County jurisdictions, 2022*

*1 City of Dixon, 2022 Housing Conditions survey results*

## HOUSING PRODUCTION

**Table 2-23** shows the number of housing units by income level that were developed during the previous planning period (2014-2022). Fairfield, followed by Vacaville, had the most production from 2014-2020 with 3,288 building permits issued and 2,386 building permits issued, respectively. The majority of the new housing was market-rate, affordable only to moderate- and above moderate-income households. Of the 197 total units permitted in unincorporated Solano County 42 percent were affordable to lower income households.

**TABLE 2-23 HOUSING PERMITTING 2015-2020**

Income Group	Very Low-Income Units	Low Income Units	Moderate Income Units	Above Moderate-Income Units	Total Units
Benicia	1	3	8	18	30
	3.3%	10.0%	26.7%	60.0%	100.0%
Dixon	0	54	145	350	549
	0.0%	9.8%	26.4%	63.8%	100.0%
Fairfield	94	95	364	2,735	3,288
	2.9%	2.9%	11.1%	83.2%	100.0%
Rio Vista	0	4	155	438	597
	0.0%	0.7%	26.0%	73.4%	100.0%
Suisun City	0	0	0	85	85
	0.0%	0.0%	0.0%	100.0%	100.0%
Vacaville	48	109	565	1,664	2,386
	2.0%	4.6%	23.7%	69.7%	100.0%
Vallejo	0	0	0	251	251
	0.0%	0.0%	0.0%	100.0%	100.0%
Unincorporated Solano County	6	83	32	76	197
	3.0%	42.1%	16.2%	38.6%	100.0%

Source: HCD 5<sup>th</sup> Cycle Annual Progress Report Permit Summary

## HOUSING COST AND AFFORDABILITY

One of the major barriers to housing availability is the cost of housing. To provide housing to all economic levels in the community, a wide variety of housing opportunities at various prices should be made available. Housing affordability is dependent on income and housing costs. According to the U.S. Department of Housing and Urban Development (HUD) and HCD, housing is considered “affordable” if the monthly housing cost is no more than 30 percent of a household’s gross income. According to the 2015-2019 ACS, **Table 2-24** shows the home values of owner-occupied units in Solano County. As of 2019, home values countywide trended much lower than in the Bay Area as a whole. For example, 35 percent of Bay Area homes were valued at over one million dollars, whereas only 2.1 percent of homes throughout Solano County were valued over one million dollars. Those were largely in Unincorporated Solano County, where 17.9 percent of the homes were valued over one million dollars. In all cities in Solano County, that proportion was much smaller (on average, approximately 1.3 percent). The jurisdictions in Solano County with the largest proportions of homes valued under \$500,000 were Rio Vista (94.3 percent), Suisun City (94.1 percent) and Dixon (84.5 percent).

### Sales Prices

**TABLE 2-24 HOME VALUES OF OWNER-OCCUPIED UNITS, 2015-2019**

Geography	Units Valued Less than 250k	Units Valued \$250k-\$500k	Units Valued \$500k-\$750k	Units Valued \$750k-\$1M	Units Valued \$1M-\$1.5M	Units Valued \$1M-\$2M	Units Valued \$2M+
Benicia	7.4%	25.5%	49.8%	13.9%	2.0%	0.9%	0.4%
Dixon	14.9%	69.6%	12.3%	2.4%	0.6%	0.3%	0.0%
Rio Vista	13.0%	81.3%	5.7%	0.0%	0.0%	0.0%	0.0%
Suisun City	8.9%	85.2%	3.8%	0.3%	0.0%	0.0%	1.8%
Vacaville	10.6%	63.7%	22.9%	2.1%	0.4%	0.1%	0.1%
Vallejo	21.2%	59.4%	17.0%	1.3%	0.5%	0.1%	0.4%
Fairfield	14.6%	57.3%	23.5%	3.2%	0.8%	0.1%	0.6%
Unincorporated Solano County	11.9%	20.5%	30.8%	18.9%	12.1%	3.3%	2.5%

Geography	Units Valued Less than 250k	Units Valued \$250k-\$500k	Units Valued \$500k-\$750k	Units Valued \$750k-\$1M	Units Valued \$1M-\$1.5M	Units Valued \$1M-\$2M	Units Valued \$2M+
Solano County	14.2%	57.9%	21.9%	3.9%	1.2%	0.3%	0.5%
Bay Area	6.1%	16.3%	22.5%	20.1%	17.9%	7.9%	9.2%

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

**Table 2-25** shows the median sales price for each jurisdiction in Solano County in 2021. According to Zillow and Realtor.com, the majority of jurisdictions in Solano County had relatively consistent median sales price, with the majority ranging from \$552,000 to \$596,000. The jurisdiction with the highest median sales price is Unincorporated Solano County, which is most likely due to the limited data available. The jurisdiction with the second-highest median price is Benicia at \$695,000, followed by Dixon at \$596,500.

**TABLE 2-25 MEDIAN SALES PRICE, 2021**

Geography	Median Sales Price
Benicia	\$695,000
Dixon	\$596,500
Fairfield	\$575,000
Rio Vista	\$480,000
Suisun City	\$552,500
Vacaville	\$585,000
Vallejo	\$560,000
Solano County	\$569,000
Unincorporated Solano County	\$630,000*
Average Countywide Median Sales Price	\$606,823

*Source: Zillow.com and Realtor.com, December 2021*

<sup>1</sup> Due to the limited number of listings, it is important to note that the high and low listing for unincorporated Solano County was \$449,000 and 1.1 million, respectively.

## Rental Prices

**Table 2-26** shows contract rents and median contract rent for all the jurisdictions within Solano County. Similar to home values described above, as of 2019, rents countywide trended lower than in the Bay Area as a whole. Median contract rent for the Bay Area as a whole was \$1,849, while throughout Solano County it was \$1,421. As described above, as compared with other jurisdictions in Solano County, Unincorporated Solano County had the largest proportion (17.9 percent) of high value homes (over one million dollars). However, that trend did not continue with rentals. Only three percent of homes in Unincorporated County are higher priced rentals (over \$2,500). Higher priced rentals (over \$2,500) are more common in Benicia, (11.5 percent) and Fairfield (6.1 percent). Jurisdictions in Solano County with the greatest proportion of lower priced rentals (less than \$1,500) were Rio Vista (87.9 percent), Dixon (75.4 percent) and Unincorporated Solano County (65.2 percent). Jurisdictions in Solano County with the greatest proportion of mid-priced rentals (between \$1,500 and \$2,500) were Suisun City (58.1 percent), Benicia (50 percent) and Vacaville (46.3 percent).

**TABLE 2-26 CONTRACT RENTS FOR RENTER-OCCUPIED UNITS, 2015-2019**

Geography	Rent less than \$500	Rent \$500-\$1,000	Rent \$1,000-\$1,500	Rent \$1,500-\$2,000	Rent \$2,000-\$2,500	Rent \$2,500-\$3,000	Rent \$3,000 or more	Median Contract Rent
Benicia	4.6%	6.7%	27.1%	32.4%	17.7%	8.4%	3.2%	\$1,679
Dixon	3.1%	15.6%	56.6%	15.7%	8.3%	0.7%	0.0%	\$1,277
Fairfield	3.7%	17.4%	34.0%	23.9%	14.8%	4.8%	1.3%	\$1,427
Rio Vista	0.0%	28.7%	59.1%	9.5%	2.6%	0.0%	0.0%	\$1,172
Suisun City	5.7%	15.6%	19.5%	48.8%	9.2%	1.0%	0.0%	\$1,593
Vacaville	7.3%	14.9%	28.9%	33.4%	12.9%	2.3%	0.4%	\$1,483
Vallejo	5.2%	19.5%	35.1%	28.3%	8.5%	2.9%	0.5%	\$1,348
Unincorporated Solano County	9.7%	24.5%	30.9%	21.6%	10.1%	2.7%	0.4%	\$1,227
Solano County	5.3%	17.2%	32.9%	28.9%	11.6%	3.3%	0.8%	\$1,421
Bay Area	6.1%	10.2%	18.9%	22.8%	17.3%	11.7%	13.0%	\$1,849

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data releases, starting with 2005-2009 through 2015-2019*

**Table 2-25** shows the rental costs in all the cities within Solano County, based on a survey of listings for available rentals that ranged in size from two to four bedrooms. As shown in **Table 2-18**, about 38.5 percent of Solano County households are renters. Although renters tend to live in multifamily units, the overall housing stock for Solano County is 14 percent multifamily and about 76.1 percent single family. Based on the stock, many single-family units may be used for renting. According to Zillow and Realtor.com, the cities with the highest median rent were Dixon and Fairfield, the prices for homes with two, three or four bedrooms ranged between \$1,850 and \$3,800, respectively. The city with the lowest median rent was Rio Vista at \$2,331. The rest of the cities' median rents were between \$2,603 and \$2,982. Median rents shown in **Table 2-25** are lower than those shown in **Table 2-26**. Although data in **Table 2-25** was drawn from a significantly smaller sample size, the differences between the two tables are likely chiefly attributable to the timeframes when the data was collected (2015-2019 vs. 2021).

**TABLE 2-27 RENTAL RATES, 2021**

Geography	Median Rent (includes 2-, 3-, & 4- Bedrooms)	Range of Prices	Number of Listings
Benicia	\$2,613	\$1,795 – \$3,700	13
Dixon	\$2,982	\$1,850 – \$3,549	5
Fairfield	\$2,901	\$1,845 – \$3,800	34
Rio Vista	\$2,331	\$1,795 – \$3,300	10
Suisun City	\$2,825	\$1,925 – \$3,300	6
Vacaville	\$2,729	\$1,825 – \$3,549	25
Vallejo	\$2,603	\$1,600 – \$3,655	47
Unincorporated Solano County*	n/a	n/a	n/a

*Source: Zillow and Realtor.com, 2021*

*\*Data for Unincorporated Solano County was not available.*

## Housing Affordability

**Table 2-27** provides the affordable rents and maximum purchase price, based on the HCD income limits for a household of four in Solano County. The table also shows median rents and sales prices. As shown in **Table 2-28**, the maximum affordable rent is \$373 monthly for an acutely low-income household, \$729 monthly for an extremely low-income household, \$1,214 for a very low-income household, \$1,940 for a low-income household, and \$2,979 for a moderate-income household. The average of the median rents in the cities in Solano County (data on Unincorporated County was unavailable) for two-, three-, and four-bedroom units was \$2,712, and therefore out of the affordability range for all lower income groups. Many lower-income households do not have access to affordable large units to accommodate larger families, thus resulting in overcrowding and subject to overpayment leading to potential displacement. The limited availability of affordable housing indicates a need for programs to assist with housing vouchers and other jurisdictional, state, and federal programs for provision of rental housing at prices affordable to lower incomes.

As of December 2021, the average of the median sales prices in each of the jurisdictions in Solano County for all single-family homes \$606,823 (**Table 2-25**). The maximum affordable purchase price for a four-person household is \$74,050 for an acutely low-income household, \$144,870 for an extremely low-income household, \$241,285 for a very low-income household, \$385,658 for a low-income household, and \$592,154 for a moderate-income household. Looking at the maximum affordable purchase price and the median sales prices for all jurisdictions, moderate- and above moderate-income households in Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo could afford existing and newly constructed homes. Unincorporated Solano County moderate income households are within reach of the median sales prices. Lower income households are not within reach of an affordable option. Due to lower-income households' limited income, these households would require assistance through City, County, state, or federal homebuyers' programs. For example, a down payment assistance loan program can help a household that can afford monthly mortgage payments and other housing related costs but due to their limited income, has difficulty saving enough money for a down payment. A Below Market Rate program can offer a household the opportunity to purchase a home at a price significantly lower than market rate, which can set them up with an affordable monthly mortgage payment. Sometimes these programs can be used in conjunction on the same home purchase.



**TABLE 2-28 HOUSING AFFORDABILITY BY INCOME LEVEL**

	Income Level (Based on a 4-Person Household)				
	Acutely Low	Extremely Low	Very Low	Low	Moderate
Annual Income	\$14,900	\$29,150	\$48,550	\$77,600	\$119,150
Monthly Income	\$1,242	\$2,429	\$4,046	\$6,467	\$9,929
Maximum Monthly Gross Rent <sup>1</sup>	\$373	\$729	\$1,214	\$1,940	\$2,979
Median Rent <sup>3</sup>	\$2,712				
Maximum Purchase Price <sup>2</sup>	\$74,050	\$144,870	\$241,285	\$385,658	\$592,154
Median Sales Price <sup>4</sup>	\$606,823				

*Source: California Department of Housing and Community Development 2021 State Income Limits*

*Notes:*

<sup>1.</sup> Affordable cost 30 percent of gross household income spent on housing.

<sup>2.</sup> Affordable housing sales price is based on conventional 30-year loans at 4.88-percent interest and a 5-percent down payment.

<sup>3.</sup> Average of the median rents in all cities in Solano County (data on Unincorporated Solano County unavailable) (see Table 2-27).

<sup>4.</sup> Average of the median sales prices in each jurisdiction in Solano County (see Table 2-25).

## SPECIAL-NEEDS POPULATIONS

Certain groups have greater difficulty in finding acceptable, affordable housing due to special circumstances relating to employment and income, household characteristics, and disabilities, among others. These “special-needs” groups include seniors, persons with disabilities, large households, single-parent households (female-headed households with children, in particular), homeless persons, and farmworkers.

### SENIORS

Seniors have many different housing needs, depending on their age, level of income, current tenure status, cultural background, and health status. Seniors are defined as persons 65 years and older, and senior households are those households headed by a person 65 years and older. Senior households may need assistance with personal and financial affairs, networks of care to provide services and daily assistance, and even possible architectural design features that could accommodate disabilities that would help ensure continued independent living.

According to the 2015-2019 ACS, approximately 48.9 percent of the population (5,792 persons) in Rio Vista were seniors (65 years or older). Followed by 21.6 percent (2,617 residents) in Unincorporated Solano County, 19.8 percent (3,474 persons) in Benicia, 15.8 percent (11,063 persons) in Vallejo, 14 percent (8,052 persons) in Vacaville, 12.9 percent (1,248 persons) in Dixon, 12.2 percent (2,617 persons) in Fairfield, and 11.7 percent (1,678 persons) in Suisun City.

Senior-headed households made up approximately 55.4 percent (2,655 households) of the households in Rio Vista, 37.9 percent in Unincorporated Solano County, above 30 percent in the rest of the cities (30 to 18 percent), and a small proportion (7.1 percent) in Fairfield, respectively. **Table 2-29** shows senior households by income and tenure.

**TABLE 2-29 SENIOR HOUSEHOLDS BY INCOME AND TENURE**

Geography	Tenure	Extremely Low Income 0%-30% of AMI	Very Low Income 31%-50% of AMI	Low Income 51%-80% of AMI	Median Income 81%-100% of AMI	Above Median Income >100% of AMI	Totals All households
Benicia	Owner Occupied	165	210	310	350	1,915	<b>2,950</b>
	<i>Percentage</i>	<i>5.6%</i>	<i>7.1%</i>	<i>10.5%</i>	<i>11.9%</i>	<i>64.9%</i>	<b><i>36.4%</i></b>
	Renter Occupied	145	80	79	60	160	<b>524</b>
	<i>Percentage</i>	<i>27.7%</i>	<i>15.3%</i>	<i>15.1%</i>	<i>11.5%</i>	<i>30.5%</i>	<b><i>16.4%</i></b>
Dixon	Owner Occupied	54	150	180	34	675	<b>1,093</b>
	<i>Percentage</i>	<i>4.9%</i>	<i>13.7%</i>	<i>16.5%</i>	<i>3.1%</i>	<i>61.8%</i>	<b><i>25.8%</i></b>
	Renter Occupied	0	115	10	10	20	<b>155</b>
	<i>Percentage</i>	<i>0.0%</i>	<i>74.2%</i>	<i>6.5%</i>	<i>6.5%</i>	<i>12.9%</i>	<b><i>8.5%</i></b>
Fairfield	Owner Occupied	174	150	335	332	1,280	<b>2,271</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>6.6%</i>	<i>14.8%</i>	<i>14.6%</i>	<i>56.4%</i>	<b><i>18.4%</i></b>
	Renter Occupied	61	91	61	42	101	<b>356</b>
	<i>Percentage</i>	<i>17.1%</i>	<i>25.6%</i>	<i>17.1%</i>	<i>11.8%</i>	<i>28.4%</i>	<b><i>7.1%</i></b>
Rio Vista	Owner Occupied	180	310	460	165	1,215	<b>2,330</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>13.3%</i>	<i>19.7%</i>	<i>7.1%</i>	<i>52.1%</i>	<b><i>59.9%</i></b>
	Renter Occupied	0	65	80	0	180	<b>325</b>
	<i>Percentage</i>	<i>0.0%</i>	<i>20.0%</i>	<i>24.6%</i>	<i>0.0%</i>	<i>55.4%</i>	<b><i>36.0%</i></b>
Suisun City	Owner Occupied	59	200	250	170	585	<b>1,264</b>
	<i>Percentage</i>	<i>4.7%</i>	<i>15.8%</i>	<i>19.8%</i>	<i>13.4%</i>	<i>46.3%</i>	<b><i>21.9%</i></b>
	Renter Occupied	79	35	115	30	155	<b>414</b>
	<i>Percentage</i>	<i>19.1%</i>	<i>8.5%</i>	<i>27.8%</i>	<i>7.2%</i>	<i>37.4%</i>	<b><i>11.7%</i></b>

Geography	Tenure	Extremely Low Income 0%-30% of AMI	Very Low Income 31%-50% of AMI	Low Income 51%-80% of AMI	Median Income 81%-100% of AMI	Above Median Income >100% of AMI	Totals All households
Vacaville	Owner Occupied	533	690	975	650	3,050	<b>5,898</b>
	<i>Percentage</i>	<i>9.0%</i>	<i>11.7%</i>	<i>16.5%</i>	<i>11.0%</i>	<i>51.7%</i>	<b><i>29.1%</i></b>
	Renter Occupied	535	360	455	244	560	<b>2,154</b>
	<i>Percentage</i>	<i>24.8%</i>	<i>16.7%</i>	<i>21.1%</i>	<i>11.3%</i>	<i>26.0%</i>	<b><i>17.4%</i></b>
Vallejo	Owner Occupied	835	1045	1495	835	3650	<b>7,860</b>
	<i>Percentage</i>	<i>10.6%</i>	<i>13.3%</i>	<i>19.0%</i>	<i>10.6%</i>	<i>46.4%</i>	<b><i>33.7%</i></b>
	Renter Occupied	945	720	725	239	574	<b>3,203</b>
	<i>Percentage</i>	<i>29.5%</i>	<i>22.5%</i>	<i>22.6%</i>	<i>7.5%</i>	<i>17.9%</i>	<b><i>25.8%</i></b>
Unincorporated Solano County	Owner Occupied	174	150	335	322	1280	<b>2,261</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>6.6%</i>	<i>14.8%</i>	<i>14.2%</i>	<i>56.6%</i>	<b><i>47.9%</i></b>
	Renter Occupied	61	91	61	42	101	<b>356</b>
	<i>Percentage</i>	<i>17.1%</i>	<i>25.6%</i>	<i>17.1%</i>	<i>11.8%</i>	<i>28.4%</i>	<b><i>16.3%</i></b>

*Source: ABAG Data Packet, 2021 -- CHAS, 2013-2017*

**Table 2-30** shows overpayment status for the senior-headed households in Solano County (38,850 total households). The Department of Housing and Urban Development (HUD) defines overpayment (cost burdened) as a household that spends more than 30 percent of their income on housing costs, including utilities. Severely overpaying (severely cost burdened) occurs when a household spends 50 percent or more of their income on housing costs. **Table 2-30** shows the number of households overpaying, paying 30 to 50 percent on housing costs, and the number of households severely overpaying, paying 50 percent or more on housing costs.

As shown in **Table 2-30**, Dixon (26.4 percent), Vallejo (23.4 percent), and Vacaville (19.6 percent) had the highest number of senior households overpaying for housing. When looking at senior households severely overpaying, Vallejo and Fairfield had the highest percentages of households at 21.1 percent and 20.7 percent, respectively. When looking at lower income senior households, in Solano County,

overpayment ranged from 18.6 and 37.7 percent -- Benicia (18.6 percent), Unincorporated Solano County (18.8 percent), Rio Vista (20.3 percent), Fairfield (27.7 percent), Dixon (28.0 percent), Vacaville (29.2 percent), Vallejo (33.1 percent), and Suisun City (37.7 percent).

**TABLE 2-30 SENIOR HOUSEHOLDS BY INCOME LEVEL OVERPAYING FOR HOUSING**

Geography	Tenure	Extremely Low Income 0%-30% of AMI	Very Low Income 31%-50% of AMI	Low Income 51%-80% of AMI	Median Income 81%-100% of AMI	Above Median Income >100% of AMI	Totals All households
Benicia	Owner Occupied	165	210	310	350	1,915	<b>2,950</b>
	<i>Percentage</i>	<i>5.6%</i>	<i>7.1%</i>	<i>10.5%</i>	<i>11.9%</i>	<i>64.9%</i>	<b><i>36.4%</i></b>
	Renter Occupied	145	80	79	60	160	<b>524</b>
	<i>Percentage</i>	<i>27.7%</i>	<i>15.3%</i>	<i>15.1%</i>	<i>11.5%</i>	<i>30.5%</i>	<b><i>16.4%</i></b>
Dixon	Owner Occupied	54	150	180	34	675	<b>1,093</b>
	<i>Percentage</i>	<i>4.9%</i>	<i>13.7%</i>	<i>16.5%</i>	<i>3.1%</i>	<i>61.8%</i>	<b><i>25.8%</i></b>
	Renter Occupied	0	115	10	10	20	<b>155</b>
	<i>Percentage</i>	<i>0.0%</i>	<i>74.2%</i>	<i>6.5%</i>	<i>6.5%</i>	<i>12.9%</i>	<b><i>8.5%</i></b>
Fairfield	Owner Occupied	174	150	335	332	1,280	<b>2,271</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>6.6%</i>	<i>14.8%</i>	<i>14.6%</i>	<i>56.4%</i>	<b><i>18.4%</i></b>
	Renter Occupied	61	91	61	42	101	<b>356</b>
	<i>Percentage</i>	<i>17.1%</i>	<i>25.6%</i>	<i>17.1%</i>	<i>11.8%</i>	<i>28.4%</i>	<b><i>7.1%</i></b>
Rio Vista	Owner Occupied	180	310	460	165	1,215	<b>2,330</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>13.3%</i>	<i>19.7%</i>	<i>7.1%</i>	<i>52.1%</i>	<b><i>59.9%</i></b>
	Renter Occupied	0	65	80	0	180	<b>325</b>
	<i>Percentage</i>	<i>0.0%</i>	<i>20.0%</i>	<i>24.6%</i>	<i>0.0%</i>	<i>55.4%</i>	<b><i>36.0%</i></b>
Suisun City	Owner Occupied	59	200	250	170	585	<b>1,264</b>
	<i>Percentage</i>	<i>4.7%</i>	<i>15.8%</i>	<i>19.8%</i>	<i>13.4%</i>	<i>46.3%</i>	<b><i>21.9%</i></b>

Geography	Tenure	Extremely Low Income 0%-30% of AMI	Very Low Income 31%-50% of AMI	Low Income 51%-80% of AMI	Median Income 81%-100% of AMI	Above Median Income >100% of AMI	Totals All households
	Renter Occupied	79	35	115	30	155	<b>414</b>
	<i>Percentage</i>	<i>19.1%</i>	<i>8.5%</i>	<i>27.8%</i>	<i>7.2%</i>	<i>37.4%</i>	<b><i>11.7%</i></b>
Vacaville	Owner Occupied	533	690	975	650	3,050	<b>5,898</b>
	<i>Percentage</i>	<i>9.0%</i>	<i>11.7%</i>	<i>16.5%</i>	<i>11.0%</i>	<i>51.7%</i>	<b><i>29.1%</i></b>
	Renter Occupied	535	360	455	244	560	<b>2,154</b>
	<i>Percentage</i>	<i>24.8%</i>	<i>16.7%</i>	<i>21.1%</i>	<i>11.3%</i>	<i>26.0%</i>	<b><i>17.4%</i></b>
Vallejo	Owner Occupied	835	1045	1495	835	3650	<b>7,860</b>
	<i>Percentage</i>	<i>10.6%</i>	<i>13.3%</i>	<i>19.0%</i>	<i>10.6%</i>	<i>46.4%</i>	<b><i>33.7%</i></b>
	Renter Occupied	945	720	725	239	574	<b>3,203</b>
	<i>Percentage</i>	<i>29.5%</i>	<i>22.5%</i>	<i>22.6%</i>	<i>7.5%</i>	<i>17.9%</i>	<b><i>25.8%</i></b>
Unincorporated Solano County	Owner Occupied	174	150	335	322	1280	<b>2,261</b>
	<i>Percentage</i>	<i>7.7%</i>	<i>6.6%</i>	<i>14.8%</i>	<i>14.2%</i>	<i>56.6%</i>	<b><i>47.9%</i></b>
	Renter Occupied	61	91	61	42	101	<b>356</b>
	<i>Percentage</i>	<i>17.1%</i>	<i>25.6%</i>	<i>17.1%</i>	<i>11.8%</i>	<i>28.4%</i>	<b><i>16.3%</i></b>

*Source: ABAG Data Packet, 2021 -- CHAS, 2013-2017*

## PERSONS WITH DISABILITIES

Physical, mental, and/or developmental disabilities may prevent a person from working, may restrict one's mobility, or may make it difficult to care for oneself. Persons with disabilities have special housing needs often related to the limited ability to earn a sufficient income and a lack of accessible and affordable housing. Some residents have disabilities that require living in a supportive or institutional setting.

The Americans with Disabilities Act (ADA) defines an individual with a disability as “as a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such an impairment, or a person who is perceived by others as having such an impairment.”

The U.S. Census collects data for several categories of disability. The ACS defines six aspects of disability: hearing, vision, cognitive, ambulatory, self-care, and independent living.

- **Hearing difficulty:** deafness or serious difficulty hearing
- **Vision difficulty:** blindness or serious difficulty seeing even when wearing glasses
- **Cognitive difficulty:** serious difficulty concentrating, remembering, or making decisions due to a physical, mental, or emotional condition
- **Ambulatory difficulty:** serious difficulty walking or climbing stairs
- **Self-care difficulty:** difficulty dressing or bathing (Activities of Daily Living [ADL])

People with disabilities have distinct housing needs depending on the nature and severity of the disability. People with physical disabilities generally require modifications to housing, such as wheelchair ramps, elevators or lifts, wide doorways, accessible cabinetry, modified fixtures and appliances. If a disability prevents someone from operating a vehicle, then proximity to services and access to public transportation are also important. People with severe or mental disabilities may also require supportive housing, nursing facilities, or care facilities. If a physical disability prevents someone from working or limits their income, then cost of housing and related modifications can be difficult to afford.

**Table 2-31** reports the number of persons with a disability in each jurisdiction. Rio Vista had the highest percentage of residents with a disability (26.2 percent), with the remaining jurisdictions at a similar percentage ranging from 11.1 to 12.7 percent. Rio Vista’s high percentages of disability can be attributed to the larger senior population. **Table 2-32** provides a breakdown of the types of disability in each community. It is not uncommon for someone to have more than one type of disability.

**TABLE 2-31 POPULATION BY DISABILITY STATUS, 2015-2019**

Geography	With a Disability	Percentage	Total Population
Benicia	3,130	11.1%	28,143
Dixon	2,214	11.1%	20,022
Fairfield	13,038	11.6%	112,613
Rio Vista	2,341	26.2%	8,926
Suisun City	3,627	12.5%	29,039
Vacaville	10,709	11.8%	90,559
Vallejo	15,100	12.5%	120,683
Unincorporated Solano County	2,483	12.7%	19,498
Solano County	52,642	12.3%	429,483
<b>Total</b>	<b>735,533</b>	<b>-</b>	<b>7,655,295</b>

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

**TABLE 2-32 DISABILITY BY TYPE, 2015-2019**

Disability	Ambulatory difficulty	Hearing difficulty	Independent living difficulty	Cognitive difficulty	Vision difficulty	Self-care difficulty
Benicia	5.2%	4.4%	3.3%	3.3%	2.0%	1.5%
Dixon	4.2%	3.5%	3.4%	3.1%	2.6%	1.7%
Fairfield	5.6%	4.3%	3.8%	3.1%	2.5%	1.7%
Rio Vista	13.3%	10.4%	8.0%	7.4%	3.9%	3.8%
Suisun City	5.9%	5.1%	5.1%	2.9%	2.8%	1.7%
Vacaville	5.7%	3.9%	3.5%	3.3%	2.2%	1.2%
Vallejo	6.9%	4.9%	4.7%	3.4%	2.7%	2.1%
Unincorporated Solano County	7.0%	4.8%	4.5%	3.7%	2.1%	1.6%

*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*



## **PERSONS WITH DEVELOPMENTAL DISABILITIES**

According to Section 4512 of the Welfare and Institutions Code, “developmental disability” means a disability that originates before an individual reaches 18 years of age, continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual. It includes intellectual disabilities, cerebral palsy, epilepsy, and autism. This term also includes disabling conditions found to be closely related to intellectual disability or to require treatment similar to that required for individuals with intellectual disabilities but does not include other conditions that are solely physical in nature. Many people with developmental disabilities can live and work independently within a conventional housing environment. People with more severe disabilities require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for those with developmental disabilities is the transition from the person’s living situation as a child to an appropriate level of independence as an adult.

The California Department of Developmental Services provides community-based services to approximately 360,000 persons with developmental disabilities and their families through a statewide system of regional centers, developmental centers, and community-based facilities. The North Bay Regional Center (NBRC) is 1 of 21 regional centers in California that provides point-of-entry services for people with developmental disabilities. The center is a nonprofit community agency that provides advocacy, services, support, and care coordination to children and adults diagnosed with intellectual and developmental disabilities and their families in Napa, Sonoma, and Solano Counties.

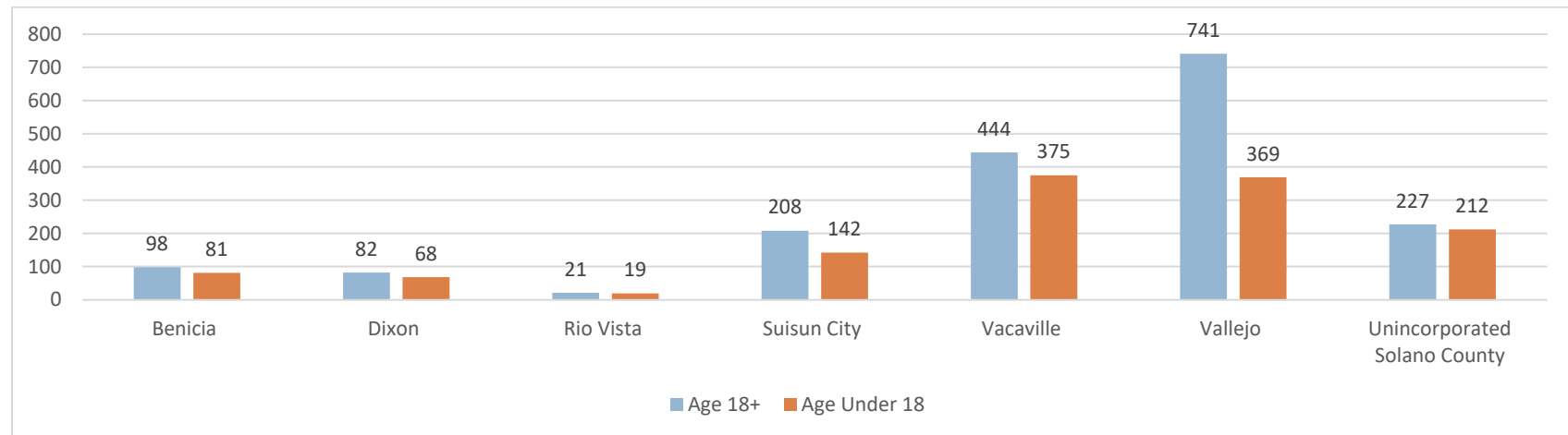
NBRC provides services to developmentally disabled persons throughout Napa, Sonoma, and Solano Counties and acts as a coordinating agency for multiple service providers in the region. They provide a resource to those needing diagnosis and evaluation, individual program planning, prevention services, crisis intervention, family support services, as determined on a case-by-case basis, advocacy, consultation with other agencies, program evaluation, community education, community resource development, and coordination of services with community providers such as school, health, welfare, and recreation resources.

A number of housing types are appropriate for people living with a developmental disability: rent-subsidized homes, licensed and unlicensed single-family homes, rentals in combination with Section 8 Housing Choice Vouchers, special programs for home purchase, HUD housing, and Senate Bill 962 homes (Senate Bill 962 homes are adult residential homes for persons with specialized health care needs). Supportive housing and group living opportunities for persons with developmental disabilities can be an important resource for those individuals who can transition from the home of a parent or guardian to independent living.

The design of housing-accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the types of considerations that are important in serving this need group. Incorporating barrier-free design in all new multifamily housing (as required by California and federal fair housing laws) is especially important to provide the widest range of choices for disabled residents. Special consideration should also be given to the affordability of housing, as people with disabilities may be living on a fixed income or cared for by households with limited financial resources.

According to **Figure 2-6** and **Table 2-33** and the most recent data by the California Department of Developmental Services from 2020, there were a total of 4,272 persons with developmental disabilities in Solano County. Within Benicia, Dixon, Rio Vista, and Suisun City, there were 81, 68, 19, and 142 persons under the age of 18, respectively, with a developmental disability. For Vacaville, Vallejo, and Unincorporated Solano County, there were 375, 369, and 212 persons under the age of 18, respectively, with a developmental disability. Based on 2020 consumer count data by the California Department of Developmental Services, 70 to 85 percent of persons with developmental disabilities were living at home with a parent, family, or guardian. Finding affordable housing with appropriate features and accessibility to supporting services within the household's affordability range may be a challenge because many persons with disabilities live on disability incomes or fixed income.

**FIGURE 2-6 POPULATION WITH DEVELOPMENTAL DISABILITIES BY AGE**



*Source: ABAG Data Packet, 2021 -- California Department of Developmental Services, Consumer Count by California Age Group (2020)*

**TABLE 2-33 POPULATION WITH DEVELOPMENTAL DISABILITIES BY RESIDENCE**

<b>Geography</b>	<b>Home of Parent / Family /Guardian</b>	<b>Independent / Supported Living</b>	<b>Other</b>	<b>Foster / Family Home</b>	<b>Intermediate Care Facility</b>	<b>Community Care Facility</b>	<b>Totals</b>
Benicia	159	17	5	5	0	0	<b>186</b>
<i>Percentage</i>	<i>85.5%</i>	<i>9.1%</i>	<i>2.7%</i>	<i>2.7%</i>	<i>0.0%</i>	<i>0.0%</i>	<b><i>100.0%</i></b>
Dixon	130	12	5	5	0	0	<b>152</b>
<i>Percentage</i>	<i>85.5%</i>	<i>7.9%</i>	<i>3.3%</i>	<i>3.3%</i>	<i>0.0%</i>	<i>0.0%</i>	<b><i>100.0%</i></b>
Fairfield	834	177	110	28	15	9	<b>1173</b>
<i>Percentage</i>	<i>71.1%</i>	<i>15.1%</i>	<i>9.4%</i>	<i>2.4%</i>	<i>1.3%</i>	<i>0.8%</i>	<b><i>100.0%</i></b>
Rio Vista	35	5	5	5	0	0	<b>50</b>
<i>Percentage</i>	<i>70.0%</i>	<i>10.0%</i>	<i>10.0%</i>	<i>10.0%</i>	<i>0.0%</i>	<i>0.0%</i>	<b><i>100.0%</i></b>
Suisun City	268	31	28	23	0	0	<b>350</b>
<i>Percentage</i>	<i>76.6%</i>	<i>8.9%</i>	<i>8.0%</i>	<i>6.6%</i>	<i>0.0%</i>	<i>0.0%</i>	<b><i>100.0%</i></b>
Vacaville	640	97	57	16	4	4	<b>818</b>
<i>Percentage</i>	<i>78.2%</i>	<i>11.9%</i>	<i>7.0%</i>	<i>2.0%</i>	<i>0.5%</i>	<i>0.5%</i>	<b><i>100.0%</i></b>
Vallejo	736	142	128	56	23	15	<b>1100</b>
<i>Percentage</i>	<i>66.9%</i>	<i>12.9%</i>	<i>11.6%</i>	<i>5.1%</i>	<i>2.1%</i>	<i>1.4%</i>	<b><i>100.0%</i></b>
Unincorporated Solano County	350	50	30	8	3	2	<b>443</b>
<i>Percentage</i>	<i>79.0%</i>	<i>11.3%</i>	<i>6.8%</i>	<i>1.8%</i>	<i>0.7%</i>	<i>0.5%</i>	<b><i>100.0%</i></b>

*Source: California Department of Developmental Services, Consumer Count by California ZIP Code and Residence Type (2020)*

## LARGE HOUSEHOLDS

Large households are defined as households with five or more members. Large households comprise a special-needs group because of the need for larger dwelling units with 3 or more bedrooms, which are often in limited supply and therefore command higher prices. To save for other basic necessities, such as food, clothing, and medical care, it is common for lower-income, large households to reside in smaller dwelling units, frequently resulting in overcrowding.

As shown in **Table 2-34**, the jurisdictions in Solano County with the greatest proportion of large households (five or more members) were Dixon (18.3 percent), Fairfield (14.6 percent) and Suisun City (13.4 percent). As shown in **Table 2-35**, a relatively large proportion of each of these three city's housing stocks has three or more bedrooms (75 percent in Dixon, 71 percent in Fairfield and Suisun City 81 percent). Although the supply of units with three or more bedrooms may appear to be adequate to accommodate the needs of large families in these communities (and throughout Solano County), larger households may not actually be residing in these units, as the price for larger units may be a barrier to ownership or rental, leaving a portion of this population underserved. As well, large households may choose to reside in the larger housing units that are above their financial means, thus resulting in overpayment and the potential for displacement. This situation applies to all of the jurisdictions in Solano County.

The U.S. Census Bureau considers a household to be overcrowded when there is more than one person per room, excluding bathrooms, hallways and kitchens. As shown in **Figure 2-2**, the jurisdictions in Solano County with the highest rates of homes that were considered overcrowded were Dixon (7.5 percent), Vallejo (7 percent), Unincorporated Solano County (6.9 percent) and Fairfield (6.3 percent). More larger homes in these communities may be needed.

A majority of Solano County's rental housing stock consists of individual single-family homes for rent, and multifamily multiplex and apartment buildings. In fact, about 70 to 80 percent of the county's housing stock consists of single-family homes, with the remainder multifamily units and mobile homes. According to **Table 2-35**, in Unincorporated Solano County and all cities except in Suisun City, homes with three or more bedrooms are overwhelmingly occupied by owners rather than renters.

**TABLE 2-34 HOUSEHOLD SIZE BY INCOME LEVEL, 2013-2017**

Geography	Income Level	Large Families of 5+ Persons	
		Number	Percent of Total Households
Benicia	0%-80% AMI	104	0.9%
	81%-100% AMI	55	0.5%
	100%+ AMI	535	4.8%
	<b>All Incomes</b>	<b>694</b>	<b>6.3%</b>
Dixon	0%-80% AMI	619	10.5%
	81%-100% AMI	195	3.3%
	100%+ AMI	260	4.4%
	<b>All Incomes</b>	<b>1,074</b>	<b>18.3%</b>
Fairfield	0%-80% AMI	1,935	5.5%
	81%-100% AMI	630	1.8%
	100%+ AMI	2,625	7.4%
	<b>All Incomes</b>	<b>5,190</b>	<b>14.6%</b>
Rio Vista	0%-80% AMI	48	1.2%
	81%-100% AMI	-	0.0%
	100%+ AMI	60	1.5%
	<b>All Incomes</b>	<b>108</b>	<b>2.6%</b>
Suisun City	0%-80% AMI	455	5.0%
	81%-100% AMI	89	1.0%
	100%+ AMI	685	7.5%
	<b>All Incomes</b>	<b>1,229</b>	<b>13.4%</b>

Geography	Income Level	Large Families of 5+ Persons	
		Number	Percent of Total Households
Vacaville	0%-80% AMI	883	2.7%
	81%-100% AMI	405	1.3%
	100%+ AMI	2,190	6.8%
	<b>All Incomes</b>	<b>3,478</b>	<b>10.8%</b>
Vallejo	0%-80% AMI	1,719	4.2%
	81%-100% AMI	570	1.4%
	100%+ AMI	2,225	5.4%
	<b>All Incomes</b>	<b>4,514</b>	<b>10.9%</b>
Unincorporated Solano	0%-80% AMI	227	3.3%
	81%-100% AMI	221	3.2%
	100%+ AMI	205	3.0%
	<b>All Incomes</b>	<b>653</b>	<b>9.4%</b>

*Source: ABAG Data Packet, 2021 -- CHAS, 2013-2017*

**TABLE 2-35 HOUSING UNITS BY NUMBER OF BEDROOM, 2015-2019**

Number of Bedrooms	0 Bedrooms		1 Bedrooms		2 Bedrooms		3-4 Bedrooms		5 or More Bedrooms		Percent of All Homes in Jurisdiction with 3+ Bedrooms
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter	
Benicia	68	149	185	542	1,193	1,324	6,189	1,121	468	54	7,832
<i>Percentage</i>	<i>0.8%</i>	<i>4.7%</i>	<i>2.3%</i>	<i>17.0%</i>	<i>14.7%</i>	<i>41.5%</i>	<i>76.4%</i>	<i>35.1%</i>	<i>5.8%</i>	<i>1.7%</i>	<i>69%</i>
Dixon	14	45	24	374	351	685	3,692	710	157	10	4,569
<i>Percentage</i>	<i>0.3%</i>	<i>2.5%</i>	<i>0.6%</i>	<i>20.5%</i>	<i>8.3%</i>	<i>37.6%</i>	<i>87.1%</i>	<i>38.9%</i>	<i>3.7%</i>	<i>0.5%</i>	<i>75%</i>
Fairfield	78	545	252	2,718	1,560	5,596	17,514	5,969	2,385	134	2,260
<i>Percentage</i>	<i>0.4%</i>	<i>3.6%</i>	<i>1.2%</i>	<i>18.2%</i>	<i>7.2%</i>	<i>37.4%</i>	<i>80.4%</i>	<i>39.9%</i>	<i>10.9%</i>	<i>0.9%</i>	<i>71%</i>
Rio Vista	0	21	0	181	2,532	396	1,343	306	13	0	2,260
<i>Percentage</i>	<i>0.0%</i>	<i>2.3%</i>	<i>0.0%</i>	<i>20.0%</i>	<i>65.1%</i>	<i>43.8%</i>	<i>34.5%</i>	<i>33.8%</i>	<i>0.3%</i>	<i>0.0%</i>	<i>47%</i>
Suisun City	94	33	0	524	302	820	5,337	2,078	50	72	7,537
<i>Percentage</i>	<i>1.6%</i>	<i>0.9%</i>	<i>0.0%</i>	<i>14.9%</i>	<i>5.2%</i>	<i>23.2%</i>	<i>92.3%</i>	<i>58.9%</i>	<i>0.9%</i>	<i>2.0%</i>	<i>81%</i>
Vacaville	78	367	289	2,662	2,464	4,364	16,001	4,881	1,454	138	22,474
<i>Percentage</i>	<i>0.4%</i>	<i>3.0%</i>	<i>1.4%</i>	<i>21.4%</i>	<i>12.1%</i>	<i>35.2%</i>	<i>78.9%</i>	<i>39.3%</i>	<i>7.2%</i>	<i>1.1%</i>	<i>69%</i>
Vallejo	128	990	468	4,178	4,293	6,324	17,289	6,916	1,161	301	4,554
<i>Percentage</i>	<i>0.5%</i>	<i>5.3%</i>	<i>2.0%</i>	<i>22.3%</i>	<i>18.4%</i>	<i>33.8%</i>	<i>74.1%</i>	<i>37.0%</i>	<i>5.0%</i>	<i>1.6%</i>	<i>75%</i>
Unincorporated Solano County	72	19	261	367	811	827	3,293	915	286	60	4,554
<i>Percentage</i>	<i>1.5%</i>	<i>0.9%</i>	<i>5.5%</i>	<i>16.8%</i>	<i>17.2%</i>	<i>37.8%</i>	<i>69.7%</i>	<i>41.8%</i>	<i>6.1%</i>	<i>2.7%</i>	<i>66%</i>

*Source: ABAG Data Packet, 2021 -- California Department of Finance, E-5 series*

## SINGLE-PARENT HOUSEHOLDS

Single-parent households (which are predominantly female-headed) are one-parent households with children under the age of 18 living at home. For these households, living expenses generally require a larger proportion of income relative to two-parent households. Therefore, finding affordable, decent, and safe housing is often more difficult for single-parent households. Additionally, single-parent households have special needs involving access to daycare or childcare, healthcare, and other supportive services.

According to the 2015-2019 ACS, Solano County had about 14.2 percent (21,305) female-headed family households and 6.3 percent (9,486) male-headed family households. In all of Solano County, single-headed households represent approximately 20.5 percent of all family households in Solano County (see **Table 2-36**). In comparison, in the Bay Area, 15.2 percent were single-headed households (male or female). **Figure 2-7** shows single-headed family household types by percentage for Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, Vallejo, Unincorporated Solano County, and the Bay Area.

Single-parent households, particularly those headed by women, are likely to have greater demand for childcare and other social services than two-parent households. As shown in **Figure 2-8**, an average of about 75 percent of female-headed households in poverty have one or more children and conversely, an average of about a quarter of female-headed households in poverty do not have children in the household. Among female-headed households in poverty, having one or more children in the household was most common in Vacaville, Fairfield, Dixon and Benicia. In Rio Vista it was less common to have children in the households of female-headed households in poverty. Because female-headed, single-parent households often have limited incomes, these households may have trouble finding adequate, affordable housing, or may overpay for housing to accommodate family size or have access to services and resources.

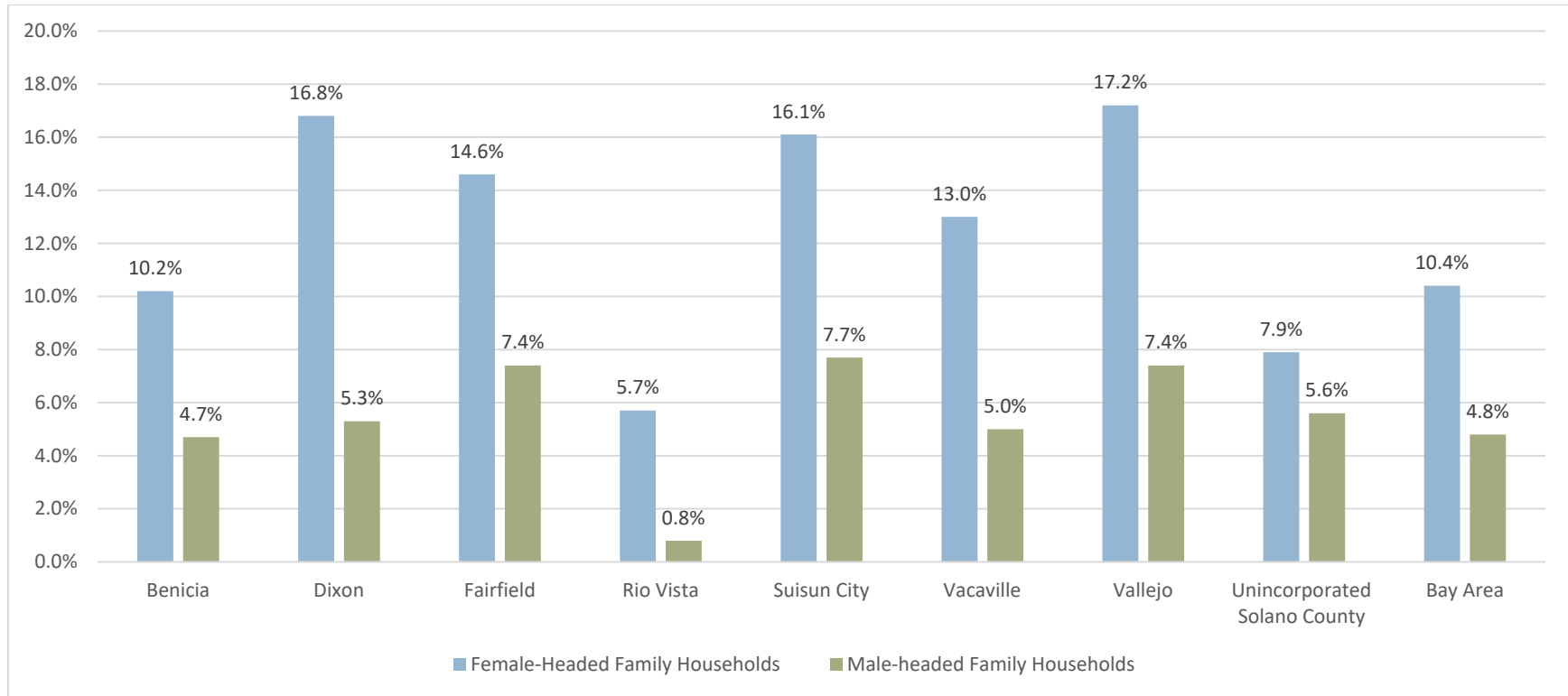


**TABLE 2-36 SINGLE-PARENT HOUSEHOLDS, 2015-2019**

Geography	Female-Headed Family Households		Male-Headed Family Households		Total Single-Parent Households	
	Number	Percentage	Number	Percentage	Number	Percentage
Benicia	1,155	10.2%	532	4.7%	1,687	14.9%
Dixon	1,017	16.8%	321	5.3%	1,338	22.1%
Rio Vista	273	5.7%	39	0.8%	312	6.5%
Fairfield	5,353	14.6%	2,720	7.4%	2,211	23.7%
Suisun City	1,497	16.1%	714	7.7%	5,886	18.0%
Vacaville	4,240	13.0%	1,646	5.0%	10,353	24.6%
Vallejo	7,224	17.2%	3,129	7.4%	8,073	22.0%
Unincorporated Solano County	546	7.9%	385	5.6%	931	13.5%
Solano County	21,305	14.2%	9,486	6.3%	30,791	20.5%
Bay Area	283,770	10.4%	131,105	4.8%	414,875	15.2%

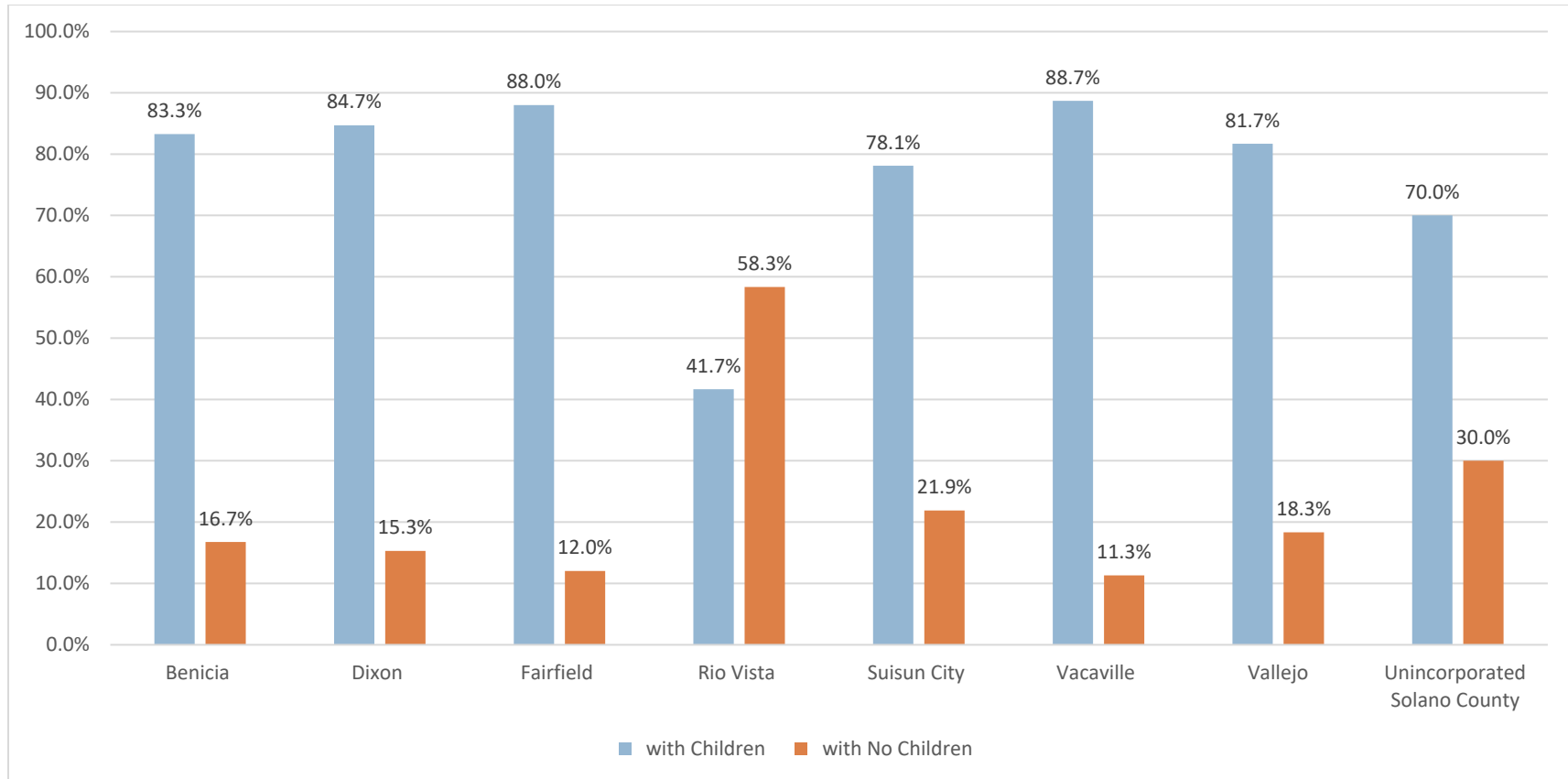
*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

**FIGURE 2-7 SINGLE-PARENT HOUSEHOLDS**



*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

**FIGURE 2-8 FEMALE-HEADED HOUSEHOLD BY POVERTY STATUS, 2015-2019**



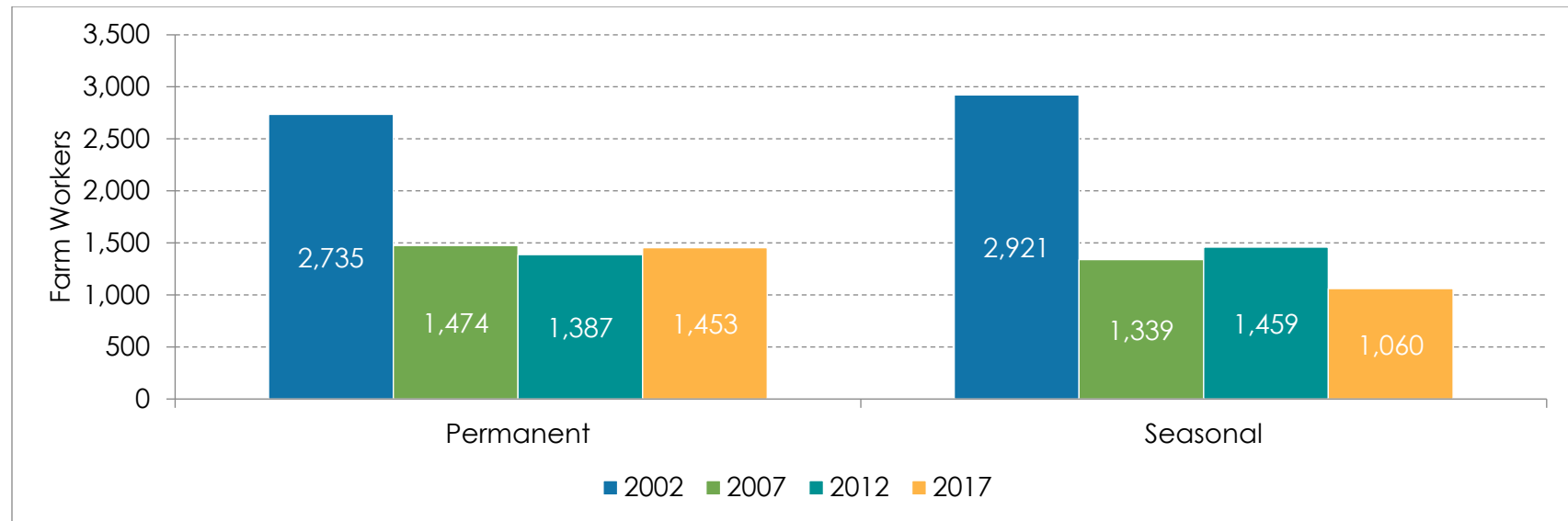
*Source: ABAG Data Packet, 2021 -- U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019)*

## FARMWORKERS

Farmworkers are generally considered to have special housing needs because of limited incomes and the unstable nature of employment (i.e., having to move throughout the year from one harvest to the next). According to the 2019 ACS Census, there were 3,047 persons employed in the agriculture, forestry, fishing, and hunting industry in all of Solano County. Solano County has both a large flux of seasonal workers and a substantial base of year-round farmworkers who reside permanently in the county.

According to the U.S. Department of Agriculture Census of Farmworkers, the number of permanent farm workers in Solano County has significantly decreased from 2002 to 2017, decreasing from 2,735 farmworkers to 1,452 farmworkers over that time frame. However, there was a slight increase from 2012 to 2017, showing an increase from 1,347 farmworkers to 1,453 farmworkers. The seasonal number has also decreased from 2,921 in 2002 to 1,060 in 2017 (see **Figure 2-9**). The overall number of farm workers was about the same in 2017 as in 2002. The U.S. Department of Agriculture Census of Farmworkers also reports that there were 849 farms in Solano County, employing a total of 2,513 workers, in 2017. Of the 2,513 farmworkers in the county, 1,453 workers (58 percent) work 150 days or more each year. The remaining 42 percent work less than 150 days per year. Larger farms provide the main source of farm employment for farmworkers. According to the Census of Agriculture, 954 farmworkers (38 percent) were employed on farms with 10 or more workers. According to the California Department of Education California Longitudinal Pupil Achievement Data System (CALPADS), there were about 446 migrant workers throughout Solano County. While these estimates are at the county level (including the cities) and are not specifically for the unincorporated area, it is likely the vast majority of farmworkers work within Unincorporated Solano County where most of the agricultural production in the county takes place. Typically, farmworker positions, unless they own the business, do not pay well and these persons may have trouble finding adequate housing in the county. When looking at Dixon alone, 3.0 percent, or 299 residents, were employed in Agriculture and Natural Resources, according to the 2015-2019 ACS, representing a very small portion of the workforce. Based on data from one-on-one interviews with service providers, the majority of farmworkers (80.0 percent) come directly from Mexico, 17.0 percent from Texas, and 3.0 percent from other cities in California.

**FIGURE 2-9 FARM LABOR IN SOLANO COUNTY**



*Source: U.S. Department of Agriculture, Census of Farmworkers (2002, 2007, 2012, 2017), Table 7: Hired Farm Labor*

*Note: Hired farm workers (including direct hires and agricultural service workers who are often hired through labor contractors) are considered seasonal if they work on a farm less than 150 days in a year, while farm workers who work on a farm more than 150 days are considered to be permanent workers for that farm.*

### **Migrant Workers**

Farmworkers have a variety of special housing needs in terms of affordability, location, and duration of residence. The increase in farmworkers living in Solano County on a permanent basis increases the need for local, affordable farmworker housing for household types other than single adult men and women, including family housing and all the services and neighborhood amenities associated with raising families and being permanent members of the community.

Farmworkers may face added affordable housing challenges due to immigration status. Federally funded affordable housing projects require the head of household to have documentation of legal resident status, precluding some farmworkers from subsidized farmworker housing.

Even seasonal farmworkers may travel with families, with children who at least temporarily enroll in local schools. In Dixon, the migrant worker student population decreased slightly from 218 in the 2016-17 school year to 215 in the 2019-20 school year. However, the 2017-18 and 2018-19 school years were higher. Overall, for Solano County as a whole, the migrant worker student population increased by approximately 100 students from the 2016-17 school year to the 2019-20 school year, which shows a need for farmworker housing and resources. (Table 2-37).

**TABLE 2-37 MIGRANT WORKER STUDENT POPULATION**

Geography	2016-17	2017-18	2018-19	2019-20
Benicia	0	0	0	0
Dixon	218	259	242	215
Fairfield	11	47	74	109
Rio Vista	0	0	0	0
Suisun City	0	0	0	0
Vacaville	110	123	138	122
Vallejo	0	0	0	0
Unincorporated Solano County	0	0	0	0
Solano County	339	429	454	446
Bay Area	4,630	4,607	4,075	3,976

*Source: California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data (Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)*

*Notes: Total number of unduplicated primary and short-term enrollments within the academic year (July 1 to June 30), public schools. The data used for this table was obtained at the school site level, matched to a file containing school locations, geocoded and assigned to jurisdiction, and finally summarized by geography*

## Non-English Speakers

California has long been an immigration gateway to the United States, which means that many languages are spoken throughout the State and the Bay Area. Since learning a new language is universally challenging, it is not uncommon for residents who have immigrated to the United States to have limited English proficiency. This limit can lead to additional disparities if there is a disruption in housing, such as an eviction, because residents may not be aware of their rights or may be wary to engage due to immigration status concerns. Regionwide and for Solano County overall, the proportion of residents five years and older with limited English proficiency is eight percent. However, the proportion is higher in Dixon, at approximately 10.5 percent of the total population with limited English proficiency. Because this is a vulnerable population, it is important that tenants' rights outreach and education efforts be conducted in a multi-lingual fashion. The majority Dixon's non-English speakers, speak Spanish and Asian and Pacific Islander languages, Housing Element **Program 7.2.1** calls for program availability and funding announcements to be available in Spanish and Asian and Pacific Islander languages.

## Income

According to the 2015-2019 ACS, the annual median income for the agriculture, forestry, fishing, and hunting category, was \$31,938 per individual. This income for a one or two person households, would fall into the very low-income category (see **Table 2-9**). To address the needs of very low-income households and special needs groups, including farmworkers, the City has included **Programs 3.3.2, 4.1.1, 4.1.3, 5.3.1, 5.4.1, and 5.4.2**

In Dixon, Farmworkers housing needs can be met with single family homes, multifamily units, ADUs, and with assistance from Housing Choice Vouchers. While the City of Dixon and Solano County are limited on the direct resources for farmworkers beyond assistance for lower income households, neighboring Yolo and Sacramento counties as well as the State of California have resources available for farmworkers.

## Resources for Farmworkers

### The Dixon Migrant Center

The Dixon Migrant Center is in the City of Dixon and managed by Yolo County Housing. The Dixon Migrant Center provides affordable seasonal rental housing and support services (including onsite childcare) during peak growing and harvest season, typically from April through November. However, this can be extended based on the center’s needs. There are also three duplexes and one single-family home that are open for families to stay year-round.

While the City has included **Programs 3.3.2, 4.1.1, 4.1.3, 5.3.1, 5.4.1, and 5.4.2** to assist with needs of very low-income households and special needs groups, including farmworkers, additional resources available to farmworkers are included in **Table 2-38**.

**TABLE 2-38 RESOURCES FOR FARMWORKERS**

Provider	Area Served	Services Available
California AgrAbility	California residents employed with a disability or long-term health condition who works in agriculture	Direct services to farmers and agricultural workers through individual consultations, farm site assessments, safety evaluations, and case management. This technical assistance varies based on the injury and/or disability of each individual and family. Staff help identify and locate resources including low-cost modifications to the farm, home, equipment and work site operations.
Community Action Partnership (CAP Solano)	Solano County	Emergency rental assistance, utility arrears, housing stability case management, and a limited amount of prospective rental assistance.
Mutual Housing at Spring Lake	Solano and Yolo Counties	Permanent employee housing with a capacity of 101 units
Madison Migrant Center	Solano and Yolo Counties	Seasonal migrant center with a capacity of 88 units
Western Center for Agricultural Health and Safety	Solano and Yolo Counties	Education and outreach specialists provide free, participatory, bilingual trainings on topics such as wildfire smoke exposure, heat illness prevention, and injury and illness prevention.



Provider	Area Served	Services Available
Mahal Plaza	Yuba County	A 98-unit project containing two-, three-, and four-bedroom units where priority is given to resident farmworkers, as well as migrant farmworkers
Western Farmworkers Association	Yuba County	Advocacy, basic needs, legal help, non-emergency medical care, bilingual assistance
Knights Landing Community Center	Yolo County	Food bank and food distribution

### EXTREMELY LOW-INCOME HOUSEHOLDS

An extremely low-income household is defined as a household earning 30 percent or less than the area median. According to HCD, the median income for a four-person household in Solano County was \$99,300 in 2021. Based on the above definition, an extremely low-income household of four earns less than \$29,150 a year. Employees earning the minimum wage in California (\$14 per hour) and working 40 hours a week would be considered extremely low income, as their total annual earnings would be \$29,120.

Households with extremely low incomes have a variety of housing situations and needs. This population includes persons who are homeless, persons with disabilities, farmworkers, college students, single parents, seniors living on fixed incomes, and the long-term unemployed. Some extremely low-income individuals and households are homeless. As noted previously, this population also includes minimum wage workers or part-time employees. For some extremely low-income residents, housing may not be an issue—for example, domestic workers and students may live in in-law units at low (or no) rents. Other extremely low-income residents spend a substantial amount of their monthly incomes on housing or may alternate between homelessness and temporary living arrangements with friends and relatives. Households and individuals with extremely low incomes may experience the greatest challenges in finding suitable, affordable housing. Extremely low-income households often have a combination of housing challenges related to income, credit status, disability or mobility status, family size, household characteristics, supportive service needs, or exacerbated by a lack of affordable housing opportunities. Many extremely low-income households seek rental housing and most likely face overpayment, overcrowding, or substandard housing conditions and also face the risk of displacement. Some extremely low-income households could have members with mental or other disabilities and special needs.

According to 2015-2019 ACS, as shown in **Table 2-10**, Vallejo (15.0 percent), Dixon (10.7 percent), Rio Vista (10.5 percent), and Fairfield (10.2 percent) had the highest percentage of households that fell into the extremely low-income category, followed by Suisun City (9.2 percent), Vacaville (9.2 percent), Benicia (8.6 percent), and the unincorporated County (8.4 percent).

When looking at extremely low-income household characteristics reported by the 2014-2018 CHAS data for Dixon, extremely low-income households represented 7.8 percent of all the households in the City. Of those, 75.5 percent were renter households, and 24.5 percent were owner occupied households. When looking at extremely low-income households overpaying, 94.7 percent of extremely low-income households were overpaying (spending more than 30 percent on housing costs) and 91.5 percent were severely overpaying (spending more than 50 percent on housing costs). This shows a need for more affordable housing types and housing assistance for extremely low-income households. Additional details are provided in **Table E-39** and programs to assist extremely low-income households are included in **Table 2-38**.

**TABLE 2-39 EXTREMELY LOW INCOME HOUSEHOLD CHARACTERISTICS**

Total Household Characteristics	Dixon	
	Number	Percentage of Total ELI Households
<b>Total All Occupied Units (households)</b>	<b>6,015</b>	<b>100.0%</b>
<b>Total Extremely low-income occupied units (households)</b>	<b>470</b>	<b>7.8%</b>
Extremely low-income renters	355	75.5%
Extremely low-income owners	115	24.5%
<b>Extremely Low-Income Overpaying (&gt;30)</b>	<b>445</b>	<b>94.7%</b>
<i>Extremely Low-Income Renter HH overpaying</i>	<i>340</i>	<i>76.4%</i>
<i>Extremely Low-Income Owner HH overpaying</i>	<i>105</i>	<i>23.6%</i>
<b>Extremely Low Income Severely Overpaying (&gt;50%)</b>	<b>430</b>	<b>91.5%</b>
<i>Extremely Low-Income Renter HH severely overpaying</i>	<i>340</i>	<i>72.3%</i>
<i>Extremely Low-Income Owner HH severely overpaying</i>	<i>90</i>	<i>20.9%</i>

Source: 2014-2018 CHAS Data Sets <https://www.buduser.gov/portal/datasets/cp.html>

As of 2021, there were a total of 375 beds in emergency shelters in Solano County, about 121 beds in transitional housing and 431 beds for permanent housing. Each city works collectively with local non-profits as well as the Community Action Partnership Solano, Joint Powers Authority (CAP Solano JPA) to assist those in need and to help residents locate suitable housing in the area.

In an effort to assist with the needs of extremely low-income households the City has included **Program 5.3.1**, a specific program which includes expanding regulatory incentives for the development of units affordable to extremely low-income households, providing financial support on an annual basis to organizations that provide services, such as legal aid and encouraging the provision of housing for young adults (particularly former foster youth and single mothers) through streamlined processing and funding assistance. Other programs include preservation and expansion of Housing Choice Vouchers (**Program 5.4.2**), and preservation of at-risk publicly assisted housing units (**Program 2.2.1**).

In addition, the City currently permits a variety of housing types and included **Program 5.4.1** to continue to identify financial resources to assist with development of affordable housing and reduce displacement risk for extremely low-income households. The City will continue to encourage single-room occupancy housing and other special housing arrangements (**Program 5.3.1**).

## HOMELESS

Homeless individuals and families have perhaps the most immediate housing need of any group. They also have one of the most difficult sets of housing needs to meet, due to both the diversity and complexity of factors that lead to homelessness and community opposition to the siting of facilities that serve homeless clients. California law requires that Housing Elements estimate the need for emergency shelter for homeless people.

The Point-in-Time (PIT) Count gathers both sheltered and unsheltered numbers. The sheltered PIT count is conducted on an annual basis and gathers data on the number of persons who are in emergency shelter or transitional housing. The sheltered PIT count collects demographic information such as age, gender, length of time homeless, income, and housing history. The unsheltered PIT count, conducted biannually, gathers data on the number of persons who are observed on the street. The PIT count is conducted on a single day/night during the year and is therefore not meant to represent the overall number of individuals who experience homelessness over the course of a year.

Solano County conducted its 2022 PIT count on February 23, 2022. The total number of individuals experiencing homelessness for 2022 was 1,179, a slight increase (by 28 individuals) from 1,151 individuals experiencing homelessness according to the 2019 PIT. The count is conducted in the winter (January or February), when seasonal demand is likely at its highest. As of 2022, there were a total of 236 beds in emergency shelters in Solano County, about 163 beds in transitional housing, and 503 beds for permanent housing.

Homelessness is often the result of multiple factors that converge in a person's life. The combination of loss of employment, reduced hours at a job, and high housing costs in Solano County has led to some individuals and families losing their housing. Divorce can also lead to the homelessness as a dual income household becomes a single income household. **Table 2-40** provides characteristics for the population experiencing homelessness, showing that of homeless individuals, 22 percent had mental health issues, following closely by alcohol and drug abuse. The data also showed that 92 percent of persons interviewed were individuals and eight percent were families. According to California Housing Partnership, asking rents in Solano County increased by 7.4 percent since 2019 and renters would need to earn 2.4 times the minimum wage to afford the average asking rent in Solano County. From this data, a primary cause of homelessness is the lack of affordable housing and low incomes. **Table 2-41** reflects the number of homeless individuals in each city according to the Chief of Police and other local knowledge.

**TABLE 2-40 CHARACTERISTICS FOR THE POPULATION EXPERIENCING HOMELESSNESS**

Jurisdiction	Characteristic	Percentage of Total Count
All Cities and Unincorporated Solano County	Mental Health Issues	22%
	Alcohol/Drug Abuse	21%
	Chronic Health Issues	16%
	Physical Disabilities	14%
	HIV/Aids Related Illness	1%
	Developmental	5%
	Veterans	3%
	Unaccompanied Youth	6%
	Chronically Homeless	17%
	Families	8%
	Individuals	92%

*Source: Solano County Point-in-Time Count Executive Summary, 2022*

**TABLE 2-41 PERSONS EXPERIENCING HOMELESSNESS BY JURISDICTION**

Jurisdiction	2022 PIT			Local Knowledge – Number of Persons Experiencing Homelessness
	Unsheltered	Sheltered	Total	
Benicia	17	0	17	100 <sup>1</sup>
Dixon	35	0	35	+/- 5 <sup>1</sup>
Fairfield	231	196	427	N/A
Rio Vista	22	0	22	3 <sup>1</sup>
Suisun City	41	0	41	N/A
Vacaville	139	33	172	115 <sup>1</sup>
Vallejo	435	19	454	600 <sup>2</sup>
Unincorporated Solano County	0	11	11	N/A
<b>Total</b>	<b>920</b>	<b>259</b>	<b>1,179</b>	--

*Sources: Solano County Point-in-Time Count Executive Summary and Solano County jurisdictions, 2022*

<sup>1</sup>*Local Police Department/Police Chief*

<sup>2</sup>*Resource Connect Solano*

**Table 2-42** demonstrates the number of students in local schools experiencing homelessness. The cities with the highest number of students in local schools experiencing homelessness are Dixon (205) and Fairfield (206). The cities with the lowest numbers of students in local schools experiencing homeless are Suisun City, Benicia, Rio Vista, and Unincorporated Solano County. In comparison to past years (2018-19, 2017-18, and 2016-17), the number of students experiencing homelessness has decreased. This can be attributed to work by CAP Solano- JPA who have expanded their functions over the years, such as increased grant application and allocation of funding to local youth homeless service providers in Solano County.

**TABLE 2-42 STUDENTS IN LOCAL PUBLIC SCHOOLS EXPERIENCING HOMELESSNESS**

Geography	2016-17	2017-18	2018-19	2019-20
Benicia	33	54	42	0
Dixon	236	258	235	205
Fairfield	489	443	422	206
Rio Vista	0	0	0	0
Suisun City	112	80	49	16
Vacaville	131	169	196	140
Vallejo	260	302	325	162
Unincorporated Solano County	0	0	0	0
Solano County	1,261	1,306	1,269	729
Bay Area	14,990	15,142	15,427	13,718

*Source: California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data (Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)*

## ANALYSIS OF AT-RISK HOUSING

As required by California Government Code Section 65583, the Housing Element must analyze the extent to which below-market rate units are at risk of converting to market-rate housing. If there are at-risk units, the element should include programs to encourage preservation of these units or to replace any that are converted to market rate. The units to be considered are any units that were constructed using federal assistance programs, state or local mortgage revenue bonds, redevelopment tax increments, in-lieu fees or an inclusionary housing ordinance, or density bonuses. Housing is considered to be “at risk” if it is eligible to be converted to non-low-income housing due to: (1) the termination of a rental subsidy contract, (2) mortgage prepayment, or (3) the expiration of affordability restrictions. The time period applicable in making this determination is the 10-year period following the last mandated update of the Housing Element, which, in this case with all jurisdictions in Solano County, is January 31, 2023. There are currently 351 units at risk of converting to market rate in the next 10 years (each project at risk is denoted in bold in **Table 2-43**).

## Inventory of Affordable Units

All federal and state subsidized rental housing is listed in **Table 2-43**. All cities within Solano County have assisted units and Benicia, Dixon, Fairfield, and Vallejo all have units at risk of converting to market rate within the next 10 years. have projects at-risk of converting to market rate.

**TABLE 2-43 ASSISTED UNITS AT RISK OF CONVERSION**

Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
<b>BENICIA</b>					
Casa de Vilarrasa II	921 E 4th St	24	24	HCD	2016
The Calms at Burgess Point	91 Riverview Terrace	56	55	LIHTC	2074
<b>Total Units</b>		<b>80</b>	<b>79</b>		
<b>Total Units At-Risk of Converting</b>			<b>24</b>		
<b>DIXON</b>					
Bristol Apartments	1550 Valley Glen Drive	102	101	LIHTC	2060
Second Street Senior Apartments	211 East D Street	81	80	LIHTC	2061
Lincoln Creek Apartments	1395 North Lincoln Street	172	141	LIHTC	2060
Moonlight Apartments	425 West Chestnut Street	56	55	LIHTC; USDA	2064
Heritage Commons	191 Heritage Lane	59	59	LIHTC; CalHFA	2067
Valley Glen Apartments	1830 Gold St.	59	58	LIHTC; USDA	2067
Heritage Commons Phase 2	193 Heritage Lane	60	59	LIHTC	2068
Heritage Commons Phase III	197 Heritage Lane	44	43	LIHTC	2074
Dixon Manor	1270 Linford Lane	32	6	CalHFA	2031
<b>Total Units</b>		<b>665</b>	<b>602</b>		
<b>Total Units At-Risk of Converting</b>			<b>6</b>		

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Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
<b>FAIRFIELD</b>					
Bennington Apartments (AKA Sheffield Green)	2780 North Texas Street	132	27	CalHFA	2024
Avery Parks (AKA Quail Terrace)	2000 Claybank Road	136	33	CalHFA	2025
Woodsong Village Apartments	2999 North Texas Street	112	110	LIHTC	2027
Parkway Plaza	188 E. Alaska Ave	100	99	HUD	2030
Kennedy Court	1401 Union Ave	32	32	LIHTC	2050
Sunset Manor Apartments	855 East Tabor Avenue	148	146	LIHTC	2052
Woodside Court Apartments	555 Alaska Avenue	129	127	LIHTC	2053
Fairfield Vista Apartments	201 Pennsylvania Avenue	60	59	LIHTC	2053
Dover Woods Senior Apartments	2801 Dover Avenue	200	198	LIHTC	2058
Hampton Place / Gateway Village	2000 Pennsylvania Avenue	56	55	LIHTC; HCD	2058
Union Square II	608 Kennedy Court	24	24	LIHTC; HCD	2059
Fairfield Heights Apartments	1917 Grande Circle	52	51	LIHTC	2060
Laurel Gardens Apartments	201 East Alaska Avenue	30	29	LIHTC; HCD	2062
Senior Manor	1101 Union Ave.	84	83	LIHTC	2063
Signature at Fairfield	1189 Tabor Avenue	93	92	LIHTC; CalHFA	2065
Monument Arms Apartments	261 East Alaska Avenue	92	88	LIHTC; HUD	2069
Sunset Creek Apartments	840 E. Travis Boulevard	76	75	LIHTC	2072
Fairfield Apartments (Parkside Villa Apartments & Rockwell Manor Apartments) - Site A	1650 Park Lane	128	126	LIHTC; HUD	2073
One Lake Family Apartments		190	188	LIHTC	2074



Solano County Regional Housing Element Collaborative  
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Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
<b><i>Total Units</i></b>		<b>1,874</b>	<b>1,642</b>		
<b><i>Total Units At-Risk of Converting</i></b>			<b>269</b>		
<b>RIO VISTA</b>					
Casitas Del Rio Apartments	250 St. Joseph Street	40	39	LIHTC; USDA	2059
<b><i>Total Units</i></b>		<b>40</b>	<b>39</b>		
<b><i>Total Units At-Risk of Converting</i></b>			<b>0</b>		
<b>SUISUN CITY</b>					
Village II	506 Civic Center Blvd	106	105	LIHTC; HUD	2065
Cottonwood Creek Apartments	202 Railroad Avenue	94	93	LIHTC; HCD	2062
Breezewood Village Apartments	1359 Worley Road	81	80	LIHTC	2062
<b><i>Total Units</i></b>		<b>281</b>	<b>278</b>		
<b><i>Total Units At-Risk of Converting</i></b>			<b>0</b>		
<b>VACAVILLE</b>					
Twin Oaks Apartments	2390 Nut Tree Road	46	46	LIHTC; HUD	2067
Vacaville Autumn Leaves	2470 Nut Tree Rd	56	56	HUD	2039
Vacaville Gables	100 Gables Ave.	65	64	LIHTC	2052
Saratoga Senior Apartments	1101 Burton Drive	108	107	LIHTC; CalHFA	2053
Vacaville Meadows	131 Gable Avenue	65	50	LIHTC	2055
Vacaville Hillside Seniors	454 Markham Ave	15	12	LIHTC	2055
Saratoga Senior Apartments Phase II	1151 Burton Drive	120	119	LIHTC	2056
Lincoln Corner Apartments	130 Scoggins Court	134	101	LIHTC; HCD	2058

Solano County Regional Housing Element Collaborative  
Appendix 2 – 2023-2031 Regional Housing Needs Assessment

Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
Rocky Hill Apartments & Bennett Hill Apartments (Site A)	225 Bennett Hill Court	64	63	LIHTC	2068
Callen Street Apartments	1355 Callen Street	66	65	LIHTC	2068
Rocky Hill Veterans	582 Rocky Hill Road	39	38	LIHTC; HCD	2075
Meadows Court / Holly Lane Apartments (Site A)	531 Rocky Hill Rd	82	80	LIHTC	2070
Alamo Garden Apartments	1501 Alamo Drive	182	181	LIHTC	2071
Pony Express Senior Apartments	220 Aegean Way	60	59	LIHTC	2074
<b>Total Units</b>		<b>1102</b>	<b>1041</b>		
<b>Total Units At-Risk of Converting</b>			<b>0</b>		
<b>VALLEJO</b>					
Longshore Cove Apartments	201 Maine Street	236	234	LIHTC; HUD	2073
Carolina Heights	135 Carolina Street	152	151	LIHTC; HUD	2070
Marina Tower	601 Sacramento Street	151	150	LIHTC; HUD	2060
Marina Towers Annex	575 Sacramento Street	57	56	LIHTC; HUD; CalHFA	2056
Casa De Vallejo Apartments	1825 Sonoma Blvd.	136	136	LIHTC; HUD	2060
Ascension Arms	301 Butte St	75	42	HUD	2029
Seabreeze Apartments	100 Larissa Ln	184	71	HUD	2036
Redwood Shores	400 Redwood Street	120	119	HUD	2037
Friendship Estates Apartments	2700 Tuolumne Street	76	74	LIHTC	2052
Solano Vista Senior Apartments	40 Valle Vista Avenue	96	95	LIHTC	2072
Sereno Village Apartments	750 Sereno Drive	125	124	LIHTC	2057

Name	Address	Total Units	Affordable Units	Funding	Affordability Expiration
Bay View Vista Apartments	445 Redwood Street	194	192	LIHTC	2055
Avian Glen	301 Avian Drive	87	85	LIHTC; HCD	2064
Temple Art Lofts	707 Main Street	29	28	LIHTC	2067
Harbor Park Apartments	969 Porter Street	182	73	LIHTC	2070
<b>Total Units</b>		<b>1,900</b>	<b>1,630</b>		
<b>Total Units At-Risk of Converting</b>			<b>42</b>		
<b>UNINCORPORATED SOLANO CO.</b>	<i>No Federal or State Assisted Developments</i>				

*Sources: California Housing Partnership, Preservation Database 2021.*

## Preservation Resources

The types of resources needed for preserving at-risk units fall into three categories: (1) financial resources available to purchase existing units or develop replacement units; (2) entities with the intent and ability to purchase and/or manage at-risk units; and (3) programs to provide replacement funding for potentially lost Housing Choice Voucher Program rent subsidies, otherwise known as the Section 8 program.

A variety of federal and state programs are available for potential acquisition, subsidy, or replacement of at-risk units. Due to both the high costs of developing and preserving housing and limitations on the amounts and uses of funds, a variety of funding sources would be required. Several sources of funding are available to Solano County for preservation of assisted, multifamily rental housing units to assist with purchasing units or providing rental subsidies, including Community Development Block Grant (CDBG) or HOME funds. For older buildings with expiring affordability, funding for substantial rehabilitation may also give the County an opportunity to reinstate affordability requirements. HUD may provide Section 8 Tenant Protection Vouchers to subsidize rents for tenants in properties at risk of loss because of expiration due to loss of affordability associated with mortgage prepayment.

When affordable housing units have the potential to convert to market rate, due typically to the expiration of an affordable housing agreement or expiration of funding, there is a risk that tenants in those affordable units will be displaced. Certain companies and organizations can be certified as eligible to purchase buildings where a federally assisted mortgage is due to be prepaid.

### Qualified Entities

The following qualified entities were listed as potential purchasers of at-risk units in Solano County:

- ACLC, Inc
- Mid-Peninsula Housing Coalition Mutual Housing California
- Affordable Housing Associates SWJ Housing
- Affordable Housing Foundation Volunteers of America National Services
- Sacramento Valley Organizing Community
- Pacific Community Services, Inc.
- Anka Behavioral Health
- Housing Corporation of America
- Mutual Housing California
- SWJ Housing
- Volunteers of America National Services

The Section 8 Housing Choice Voucher Program is another affordability option that individuals may apply for through the Benicia Housing Authority (BHA), Solano County Housing Authority (SCHA), Suisun City Housing Authority (SCH), and Vacaville Housing Authority (VHA). Section 8 increases affordable housing choices for very low-income households by allowing families to choose privately owned rental housing. Section 8—supported housing may be either project-based for a portion of an entire apartment building, or subsidies may be provided in the form of vouchers for individual, independent units.

The BHA administers approximately 294 active housing choice vouchers. The SCHA allocated 368 vouchers including 45 Veterans Administration Supportive Housing (HUD-VASH) Vouchers and 53 Mainstream Vouchers for non-elderly disabled households. The SCH administers approximately 192 housing choice vouchers and the VHA administers approximately 1,366 vouchers and vouchers including the Veterans Administration Supportive Housing (HUD-VASH), Family Unification Program (FUP), Mainstream Voucher Program, and Emergency Housing Voucher Program Vouchers.

## Strategies for Preserving Affordable Housing

**Acquisition** - For units at risk of conversion, qualified non-profit entities must be offered the opportunity to purchase buildings to maintain affordability.

The factors that must be used to determine the cost of preserving low-income housing include property acquisition, rehabilitation, and financing. Actual acquisition costs depend on several variables, such as condition, size, location, existing financing, and availability of financing (governmental and market). Looking at multifamily buildings throughout the county, prices ranged from \$165,000 per unit for a 10-unit building in Suisun City to \$215,000 per unit for a 5-unit multifamily unit in Vallejo. While most units listed for sale in March 2022 were in incorporated jurisdictions of Solano County, purchasing residential units in Unincorporated Solano County will likely have a similar price range depending on where in the county the units are located. Additionally, if the property needs significant rehabilitation, or financing is difficult to obtain, it is important to consider these factors in the cost analysis. It is important to note that a major financing tool, Low Income Housing Tax Credits (LIHTC), currently do not prioritize acquisition and rehabilitation projects, but instead fund new construction projects. This makes the effort to preserve units much more difficult.

**Preservation** - Housing affordability can also be preserved by seeking alternative means of subsidizing rents, such as the Section 8 Housing Choice Voucher program described previously. Under Section 8, HUD pays the difference between what tenants can pay (defined as 30 percent of household income) and what HUD estimates as the fair-market rent on the unit. Based on HUD's 2022 fair-market rents, the total cost to subsidize rental costs for a very low-income four-person household for 20 years would be \$111,180 for a two-bedroom home and \$256,980 for a three-bedroom home. This is typically done through Project Based contracts with the Housing Authority that administers a Project Based Program and has available vouchers.

**Replacement with New Construction** – Another alternative to preserve the overall number of affordable housing units in the county is to construct new units to replace other affordable housing stock that has been converted to market-rate housing. Multifamily replacement property would be constructed with the same number of units, with the same number of bedrooms and amenities as the one removed from the affordable housing stock.

The cost of new affordable housing can vary greatly depending on factors such as location, density, unit sizes, construction materials, type of construction (fair/good), and on- and off-site improvements. Looking at a sample project with 188 assisted units and one manager's unit,

the cost for land acquisition is approximately \$30,319 per unit, or \$5,700,000 total. Costs for multifamily construction are approximately \$162 per square foot. This is based on costs calculated for a two-story building in Solano County with 20 units and an average unit size of 800 square feet each. The total construction costs for the building are \$2,593,864, based on the total cost of building this development, it can be estimated that the per-unit cost to replace low-income housing would be \$124,949 per unit. These construction costs include labor, materials, and equipment but do not include costs of buying land or off-street parking.<sup>1</sup>

### Cost of Preservation Versus Replacement

The cost to the cities within Solano County of preserving units that are projected to expire between 2024 and 2074 is estimated to be less in most cases than replacing the units through new construction. Replacing the units with rehabilitated units may be cost-effective in some instances. Actual costs involved in each option will depend on the rental and real estate market situations at the time the affordability restrictions on these projects expire.

Extending low-income use restrictions to preserve the units as affordable may require financial incentives to the project owners. Other scenarios for preservation would involve purchase of the affordable units by a nonprofit or public agency, or local subsidies to offset the difference between affordable and market rents. Scenarios for preservation depend on the type of project at risk.

### Funding Sources for Preservation

The types of resources needed for preserving at-risk units fall into three categories: financial resources available to purchase existing units or develop replacement units; entities with the intent and ability to purchase and/or manage at-risk units; and programs to provide replacement funding for potential reductions in funding for Housing Choice Voucher Program rent subsidies (previously known as the Section 8 Program).

A variety of federal, state, and local programs are available for potential acquisition, subsidy, or replacement of at-risk units. Due to both the high costs of developing and preserving housing and limitations on the amounts and uses of funds, multiple funding sources would be

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<sup>1</sup> 2022 National Building Cost Manual and 2022 945-33,91,90,34,89,85,93,71,35,12,92, and 956-87,20,18,94,90,25,96 zip code modifiers Craftsman Book Company.

required. The following summarizes federal and state financial resources available to the cities within Solano County for preservation of assisted, multifamily rental housing units.

### Federal Programs

**Community Development Block Grant (CDBG)**—This program is intended to enhance and preserve the jurisdictions affordable housing stock. CDBG funds are awarded to the County on a formula basis for housing and community development activities. Eligible activities include acquisition, rehabilitation, economic development, and public services. CDBG funds benefit primarily persons/households with incomes not exceeding 80 percent of the county median family income.

**HOME Investment Partnerships**—HOME funding is a flexible grant program that is awarded to the jurisdictions on a formula basis for housing activities that take into account local market conditions, inadequate housing, poverty, and housing production costs. The formula for determining funding amount and eligibility is based on several factors, including the number of units in a jurisdiction that are substandard or unaffordable, the age of a jurisdiction's housing, and the number of families living below the poverty line. HOME funding is provided to jurisdictions to either assist rental housing or home ownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing, as well as possible property acquisition, site improvements, and other expenses related to the provision of affordable housing and projects that serve a group identified as having special needs related to housing.

**Housing Choice Voucher (Section 8) Program**—This program provides rental assistance payments to owners of private market-rate units on behalf of very low-income tenants.

**Section 811/202 Program**—Nonprofit organizations and consumer cooperatives are eligible to receive zero-interest capital advances from HUD for the construction of very low-income rental housing for senior citizens and persons with disabilities. Project-based assistance, or capital advances, is also provided in conjunction with this program. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities. Eligible activities include acquisition, rehabilitation, new construction, and rental assistance.

**HUD Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA)**—LIHPRHA was enacted in response to concern over the prepayment of HUD-assisted housing. When an assisted housing project pays off the loan, they are then eligible to convert to market-rate, thus resulting in a loss of affordable housing. The legislation addresses the prepayment of units assisted under Section

221(d)(3) and Section 236 (Section 236 replaced the Section 221(d)(3) program in 1968). Generally, the law facilitates the preservation of these low-income units by providing incentives to property owners to either retain their units as low income or to sell the project to priority purchasers (tenants, nonprofits, or governmental agencies.) Pursuant to LIHPRHA, HUD must offer a package of incentives to property owners to extend the low-income use restrictions. These incentives would ensure an 8-percent return for property owners on the recalculated equity of their property, provided the rents necessary to yield this return fall within a specified federal cost limit. The cost limits are either 120 percent of the fair market rate (FMR), or the prevailing rent in the local market. If HUD can provide the owner with this return, the owner cannot prepay the mortgage. The owner must either stay in the program or offer to sell the project (a “voluntary” sale) to a priority purchaser for a 12-month period or other purchasers for an additional 3 months. The owner is required to document this choice in a plan of action.

If HUD cannot provide the owner with the 8-percent return, i.e., the rents required would exceed federal cost limits, the owner may prepay only after offering the sale to priority purchasers for 12 months, or other qualified buyers for an additional 3 months (a “mandatory” sale) and filing a plan of action that demonstrates that conversion will not adversely impact affordable housing or displace tenants. According to the California Housing Partnership Corporation, most projects in California will fall within federal cost limits, except those with exceptionally high rental value or condominium conversion potential.

Projects that are preserved under either of these methods are required to maintain affordability restrictions for the remaining useful life of the project, which is defined minimally as 50 years. Despite these requirements, property owners may still be able to prepay the loan. First, the owner may prepay the property loan if no bona fide offer to purchase the property is made. Second, HUD may not provide some of the discretionary monies to priority purchasers in preservation sales. Finally, the overall success of the preservation efforts is contingent on congressional appropriation of sufficient funding to HUD.

### State Programs

**California Housing Finance Agency (CHFA) Multiple Rental Housing Programs**—This program provides below-market-rate financing to builders and developers of multiple-family and elderly rental housing. Tax-exempt bonds provide below-market-rate mortgage money. Eligible activities include new construction, rehabilitation, and acquisition of properties with 20 to 150 units.



**Affordable Housing Sustainable Communities Program (AHSC)**—This program provides grants and/or loans, or any combination t, that will achieve GHG emissions reductions and benefit Disadvantaged Communities through increasing accessibility of affordable housing, employment centers, and key destinations via low-carbon transportation.

**Low-Income Housing Tax Credit (LIHTC)**—This program provides tax credits to individuals and corporations that invest in low-income rental housing. Tax credits are sold to corporations and people with high tax liability, and proceeds are used to create housing. Eligible activities include new construction, rehabilitation, and acquisition.

**California Community Reinvestment Corporation (CCRC)**—This private, nonprofit mortgage banking consortium provides long-term debt financing for affordable multifamily rental housing. Eligible activities include new construction, rehabilitation, and acquisition.

**Nonprofit Entities**—Nonprofit entities serving the county can be contacted to gauge their interest and ability in acquiring and/or managing units at risk of conversion. (See partial list above in Qualified Entities.)

### **Program Efforts to Preserve At-Risk Units**

The following housing programs have been developed to address the preservation of assisted very low-income units eligible to convert to market rate. Each individual City's Planning Department, Economic Development Department, and/or Housing Development will be responsible for implementing the programs. Funding for implementation could be provided through the funding sources cited above.

Each city in Solano County will maintain contact with owners of at-risk units as the use restriction expiration dates approach. Each city and Solano County will communicate to the owners the importance of the units to the supply of affordable housing in the county as well as its desire to preserve the units as affordable.

**Rental Subsidies**—If HUD funding is discontinued at some point within the next planning period to subsidize affordable units and other methods to preserve the at-risk units fail, the County will determine if it can assign financial resources to provide rental assistance to very low-income tenants to cover the difference between their current rents and market rents as well as continue to promote the development of affordable housing. If the owners of a project at risk of converting their units to market rate, the County or cities will evaluate the feasibility of implementing available options to preserve bond-financed units at risk of conversion: (1) offer rental subsidies using HOME or other available funding; (2) work with the property owner to refinance the mortgage at lower interest rates; (3) work with nonprofit entities to

evaluate the potential for acquisition of the complex (although, if only a portion of the units are at risk, this may not be feasible); (4) consider acquisition and rehabilitation of the project.

## PROGRAMS TO ADDRESS IDENTIFIED NEEDS

The City has identified specific housing needs as a part of the preparation of the Housing Needs Assessment. **Table 2-44** summarizes the identified need and the program reference to address the need detailed in the Housing Element.

**TABLE 2-44 PROGRAMS TO ADDRESS IDENTIFIED NEEDS**

Identified Need	Housing Element Program Number
Housing Conditions	Program 1.1.1, Program 1.2.1
Renter Households	Program 6.6.1, Program 7.2.1
Senior Population (65+)	Program 4.1.1, Program 7.2.1
Persons with Disabilities	Program 4.1.1, Program 4.1.2, Program 5.3.1, Program 7.2.1
Large Households	Program 4.1.1, Program 5.6.1
Female and Single Parent Households	Program 4.1.1
Farmworkers	Program 4.1.3, Program 5.4.1
Extremely Low-Income Households	Program 4.1.1, Program 4.1.3, Program 5.3.1, Program 5.4.1
Persons Experiencing Homelessness	Program 4.1.1, Program 4.1.3, Program 4.1.5
Housing At-Risk of converting to market rate	Program 2.2.1

*Source: City of Dixon, August 2022*

## APPENDIX 3 – ASSESSMENT OF FAIR HOUSING

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## INTRODUCTION

Assembly Bill (AB) 686 requires that all housing elements due on or after January 1, 2021, contain an Assessment of Fair Housing (AFH) consistent with the core elements of the analysis required by the federal Affirmatively Furthering Fair Housing (AFFH) Final Rule of July 16, 2015. Under California law, AFFH means “taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics.”

California Government Code Section 65583 (10)(A)(ii) requires local jurisdictions to analyze racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs, including displacement risk. Although this is the Housing Element for the City of Dixon, Government Code Section 65583 (subds. (c)(9), (c)(10), 8899.50, subds. (a), (b), (c)) requires all local jurisdictions to address patterns locally and regionally to compare conditions at the local level to the rest of the region. To that end, the Solano County Housing Element Collaborative, comprised of the cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, Vallejo, and the County of Solano prepared a regional Assessment of Fair Housing (AFH) and each participating jurisdiction prepared a local AFH.

This section is organized by fair housing topics. For each topic, the regional assessment is first, followed by the local assessment. Strategies to address the identified issues are included throughout the section. Through discussions with housing service providers, fair housing advocates, and this assessment of fair housing issues, the City of Dixon identified factors that contribute to fair housing issues. These contributing factors are included in **Table 3-12, Factors that Contribute to Fair Housing Issues** with associated actions to meaningfully affirmatively further fair housing related to these factors. Additional programs to affirmatively further fair housing are included in **Section 4, Goals, Policies, and Programs**.

This section also includes an analysis of the Housing Element’s sites inventory as compared with fair housing factors. The location of housing in relation to resources and opportunities is integral to addressing disparities in housing needs and opportunity and to fostering inclusive communities where all residents have access to opportunity. This is particularly important for lower-income households. Assembly Bill (AB) 686 added a new requirement for housing elements to analyze the distribution of projected units by income category and access to high resource areas and other fair housing indicators compared to citywide patterns to understand how the projected locations of units will affirmatively further fair housing.

## OUTREACH

### Regional Outreach Efforts

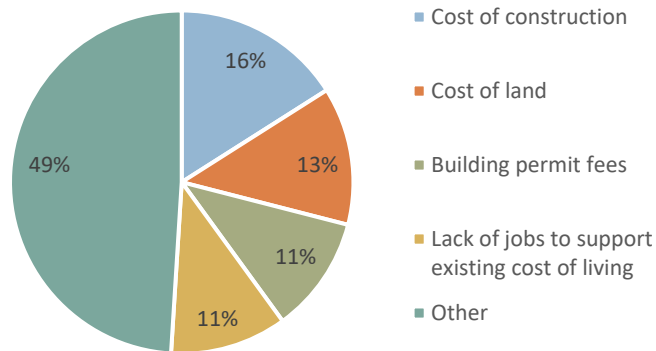
#### Workshops

As discussed in the Public Participation section, the Solano County Collaborative took diligent efforts to encourage public and service provider participation, particularly service providers for vulnerable populations, in the Housing Element update process at both the regional and local scale. These efforts included six Housing Element community workshops between January and June 2022 and seven regional service provider consultations between December 2021 and February 2022. Each of the workshops was advertised with flyers in English, Spanish, and Tagalog, and conducted virtually to increase accessibility for residents throughout the county and in response to the COVID-19 pandemic. Live Spanish translation was offered at the first two sets of workshops, and a pre-recorded version in Tagalog. However, no participants opted for this option at any of the workshops, so the third set of workshops provided pre-recorded Spanish and Tagalog versions rather than live translation, though materials were still made available prior to the workshop in both languages.

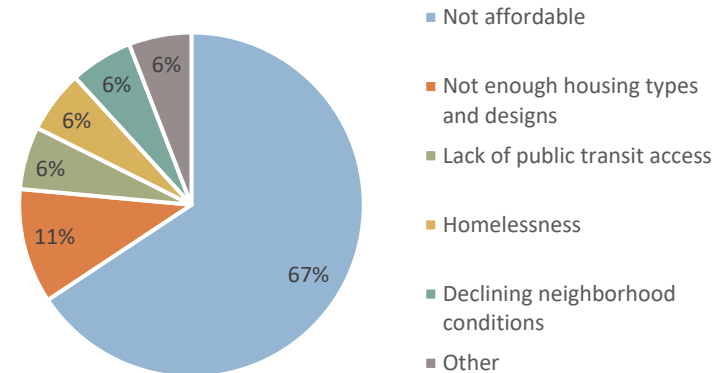
The first two workshops were held over two days: during the lunch hour on Wednesday, January 26, 2022, and the evening of Thursday, January 27, 2022, to ensure maximum participation from Solano County jurisdictions, local organizations, service providers for vulnerable populations, and the community. The workshops were held online with a variety of technological methods to connect. The objectives of the workshop were to educate the public about the update process, identify specific needs and opportunities, share information about the Solano County Collaborative to help make informed conclusions and identify needs, and allow participants to share their insights on how housing opportunities can be improved locally and on a regional level. To gauge these opinions, participants were polled on topics that focused on housing assets, housing strategies, housing barriers, and preferences for location of new housing. The results of key points of the poll related to fair housing are summarized herein.



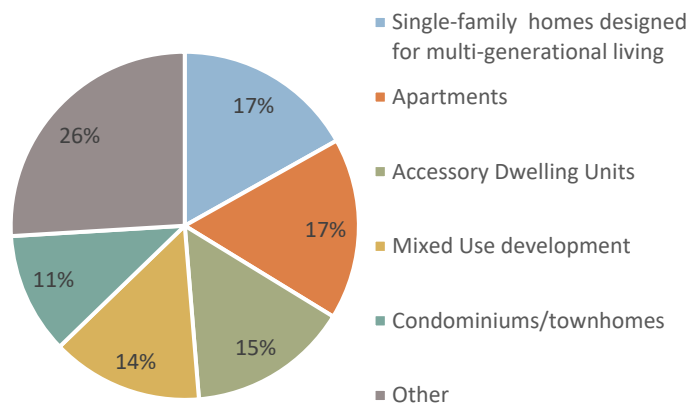
What are the greatest barriers to providing housing in your community?



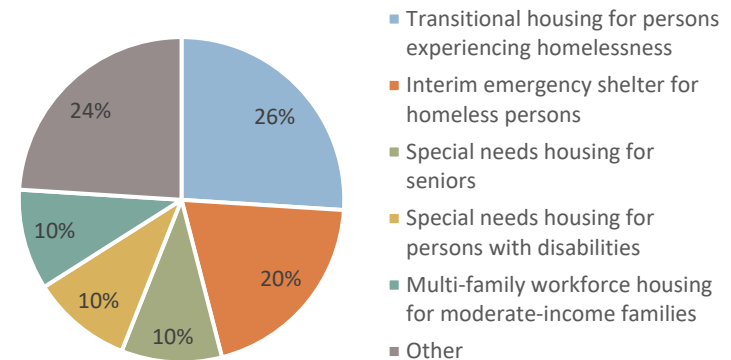
What do you consider the greatest issue related to housing?



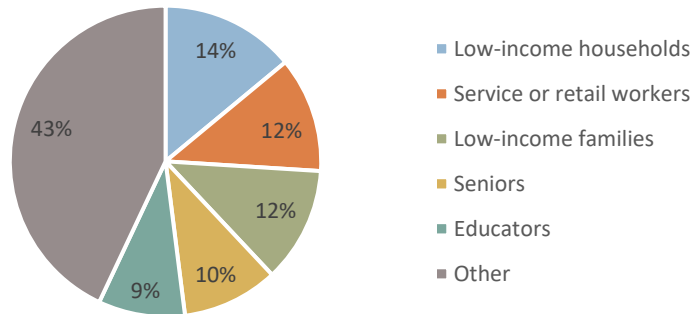
What types of housing would you like to see more of?



What populations are most in need of housing?



What populations do you believe are underserved?



During the workshop, participants generally considered low-income households and low-income families to be the same population, but in some cases discussed families as those with children and households as those without. In both cases, low-income refers to a household or family unit of four persons earning between \$48,550 and \$77,600 in Solano County in 2021, as presented in Table 2-9, Maximum Household Income by Household Size, Solano County in the Housing Needs Assessment. The federal poverty level in 2021 for a four-person household was \$26,500, which closely aligns with the extremely low-income category in Solano County.

Workshop discussion focused on the process, clarifications on the definition of overcrowding, mixed-income on commercial sites, and how mixed-income housing typically has better results than concentrated lower-income development. However, participants expressed that developers and lenders typically do not prefer mixed-income projects, thus presenting an additional barrier to the provision of housing, particularly integrated affordable housing. Overall, the primary fair housing themes that emerged were the costs associated with development of housing, particularly affordable units, the overarching issue of high cost of market-rate housing, shortages of affordable housing, the limited employment opportunities that offer livable wages, the challenges that lower-income households are facing, and providing housing opportunities for underserved populations, particularly those who are experiencing homelessness or are at risk of becoming homeless.

On March 30, 2022, two interactive, online workshops were held. There were approximately 18 attendees at the morning workshop and 9 at the evening workshop. Both workshops were attended with representatives from the Solano County jurisdictions, various local organizations, and service providers. The content provided a summary of the analysis conducted in the housing needs assessment and

discussions were guided by participant insights on how housing opportunities can be improved locally and on a regional level. Again, feedback on specific needs was sought out. Translation was available by request. During the workshops, the topics mentioned by participants included the relationship between location of affordable housing and access to employment, services, mobility, amenities, and recreation; special-needs populations, particularly seniors and their needs as they age; and the challenges of income discrepancies with the shortage of affordable housing resources throughout the county. Participants established clarity regarding what types of professions lower-income households really encompass, such as educators, public service employees, retail, and hospitality workers, which suggested that the Collaborative foster greater collaboration between jurisdictions to increase supply of housing for this very integral segment of the population.

On June 1, 2022, the Solano County Collaborative held two Fair Housing Workshops virtually to present an overview of the Assessment of Fair Housing and gather feedback from participants on their experiences with fair housing. One workshop was held over the lunch hour and one was held in the evening to offer two opportunities for potential participants. Across both workshops, approximately 36.4 percent of participants were from Benicia, 18.2 percent were from Vacaville, 13.6 percent were from Vallejo, 9.1 percent were from Fairfield, and 9.1 percent were from Suisun City. There were no participants from Dixon, Rio Vista, or the unincorporated area, and there were an additional 13.6 percent that did not live in Solano County but had some other interest in the Housing Element process. For both workshops, the Collaborative offered Spanish and Tagalog translation of materials and a recording of the presentation, in addition to hosting the meeting in English. At previous workshops, as discussed, there was no interest in live translation and therefore recordings were determined to be sufficient.

Approximately 35.0 percent of respondents reported that the greatest barrier to obtaining or keeping housing that they, a friend, or relative has experienced is that affordable options are too far from jobs, schools, and other resources. In addition, 15.0 percent identified accessibility issues as a barrier to housing, 10.0 percent identified substandard conditions, and an additional 10.0 percent identified landlord refusal to rent as barriers. Nearly one-third of respondents also reported having experienced overcrowding at some point in Solano County to be able to afford housing costs. When asked what their experience has been with housing mobility, as it relates to unit size, price, and other factors, 28.6 percent reported that it has been very challenging and 33.3 percent reported that it has been somewhat challenging. This supports feedback from local service providers that there is a shortage of appropriately sized and affordable options in Solano County. Further, half of respondents reported that there is no transit or alternative methods of transportation for them to navigate their communities, which furthers concerns about proximity of affordable housing to jobs and schools.

At the end of the workshop, the Collaborative asked participants to identify their top three priorities for increasing housing mobility and access to opportunities, improving the condition of their neighborhood, and reducing displacement risk. The top-three strategies to increase housing mobility were creation of targeted investment programs, such as down payment assistance (19.1 percent of respondents), incentivizing development of mixed-income housing (17.0 percent), and a tie between citywide registries of affordable rental options and

targeted outreach to underserved groups to increase awareness of assistance programs (12.8 percent each). However, in open discussion, participants stated that many local, state, and federal assistance programs are already available, the barrier to fair housing is awareness of these opportunities. They identified a need for easier resource navigation for residents. The top strategies for improving neighborhood conditions were implementing proactive code enforcement for substandard housing (17.8 percent) and a three-way tie between targeted investment in parks and other recreational facilities, community committees made up of residents of underserved groups, and addressing the negative impacts of nonresidential uses on residential uses (15.6 percent each). Finally, the top strategies for reducing displacement were rent stabilization (27.0 percent), rent review or mediation board as well as foreclosure assistance and multilingual legal services (24.3 percent), and expanded density bonuses (18.9 percent).

The feedback received during this workshop informed this analysis and programs identified in this Housing Element.

## Survey

The flyers inviting participants to the regional Housing Element workshops included an option for respondents to take a survey similar to the poll conducted at the first two workshops in January 2022, to prioritize their perspective on housing issues facing the county and its jurisdictions. A total of 57 responses were logged, the majority of which were homeowners (71.9 percent). Of participants, approximately 86.0 percent reported living in a single-family detached or attached home and 68.4 percent had lived in Solano County for over five years. However, a smaller proportion (56.1 percent) report working within the county, which may indicate a shortage of jobs suitable for residents within their jurisdiction. The top types of housing that participants wanted to see built throughout the county were small/affordable single-family homes (57.9 percent), senior housing (47.4 percent), supportive housing/assisted living (43.9 percent), accessory dwelling units (ADUs; 35.1 percent), townhomes and condominiums/duplexes (35.1 and 31.6 percent, respectively), tiny homes (29.8 percent), large-acreage detached homes (28.1 percent), and apartments (24.6 percent). Among the respondents, the greatest barriers to building housing in their communities were (in order of ranking): cost of construction, opposition to new housing development projects, lack of adequate infrastructure, lack of availability of land, and lack of jobs to support existing cost of living. Supporting these responses was feedback on what the barriers to obtaining housing were specifically within the respondents' jurisdictions, with 52.6 percent identifying home prices and rents being too high, followed by lack of public infrastructure, and the real-estate market, which ties back to the cost of housing barrier. A desire for yards and green space was also identified as a barrier associated with multifamily and/or higher-density residential types.

Responses to the survey indicated that the top-three underserved populations included homeless residents, seniors, single-parent family households, and persons with disabilities. Respondents also indicated across the board a need for integration of affordable housing throughout communities to create mixed-income neighborhoods, roadway improvements, and a diverse range of housing types. Integration of new developments into the existing neighborhood fabric, addressing the “missing middle” housing types, and accessibility were also identified as needs.

## Consultations

From December 2021 through February 2022, seven consultations were conducted with local nonprofits and service providers for vulnerable populations and fair housing advocates to receive one-on-one, targeted input from those who provide services for those most in need of housing or with special housing needs. In each of the consultations, service providers and fair housing advocates were asked some or all of the following questions, depending on the type of organization they represented:

**Opportunities and concerns:** What three top opportunities do you see for the future of housing in Solano County? What are your three top concerns for the future of housing?

**Housing preferences:** What types of housing do your clients prefer? Is there adequate rental housing in the county? Are there opportunities for home ownership? Are there accessible rental units for seniors and persons with disabilities?

**Housing barriers/needs:** What are the biggest barriers to finding affordable, decent housing? Are there specific unmet housing needs in the community?

**Housing conditions:** How do you feel about the physical condition of housing in the county? What opportunities do you see to improve housing in the future?

**Unhoused persons:** How many unhoused persons are in the county?

**Housing equity:** What factors limit or deny civil rights, fair housing choice, or equitable access to opportunity? What actions can be taken to transform racially and ethnically concentrated areas of poverty into areas of opportunity (without displacement)? What actions can be taken to make living patterns more integrated and balanced?

The Collaborative contacted 12 organizations and received responses from the following:

- North Bay Housing Coalition, December 9, 2021
- Community Action Partnership Solano, Joint Powers Authority, December 14, 2021
- Legal Services of Northern California, December 22, 2021
- Fair Housing Advocates of Northern California, January 6, 2022

- Solano-Napa Habitat for Humanity, January 28, 2022
- Agency on Aging, January 24, 2022
- Urban Habitat, February 16, 2022

The one-on-one interviews with service providers and fair housing advocates raised observations and concerns related to housing issues facing the residents of Solano County, with several common themes emerging. First was the demand for a range of affordable and accessible housing types for the large concentration of special needs populations in the county, including seniors, large families, disabled persons, and low-income households, many of which were identified as being Hispanic and Latinx. The need for additional rental housing was identified by most interviewees. Additionally, service providers noted a shortage of housing resources for those who are experiencing homelessness and emphasized the need for a coordinated countywide central agency to be created to provide full-time services based on the growing demand, specifically housing-first projects across the county. This was noted in addition to a growing population of lower-income households and homeless residents, therefore identifying locations for pallet and cargo housing within the jurisdictions, as well as providing permanent supportive housing with wrap-around services and case management is crucial. One housing service provider disclosed that they have funding for assisting jurisdictions with needed affordable housing, acquisition of the actual acreage is the barrier, which is another theme identified in these consultations.

Strategies associated with housing condition relating to preservation and maintenance of the existing housing stock for affordable housing opportunities was a second subject of importance among service providers and fair housing advocates. Income constraints often result in people living in substandard or overcrowded housing conditions, most often in rental situations, which service providers and fair housing advocates identified as often resulting in displacement and homelessness. Service providers and fair housing advocates also identified that there are substantial racial disparities in housing among communities of color, recommending that jurisdictions can do more through code enforcement, primarily ensuring there is water and heating in low-income housing units, or passing ordinances that protect tenants from living in substandard housing. During the consultations, service providers and fair housing advocates expressed a need for proactive and “protective” tenant protections, such as rent control, just-cause protections, and other housing protection laws to keep more individuals housed, as eviction is the most common fair housing issue complaint encountered by service providers and fair housing advocates. In situations such as this, tenants require access to additional legal assistance to prevent displacement due to harassment or wrongful eviction.

Additionally, service providers and fair housing advocates identified a need for landlord education and enforcement regarding fair housing laws and rental discrimination practices, in combination with jurisdictions contracting with fair housing providers for a comprehensive system to identify affordable housing resources and tenant protection, particularly for seniors, the disabled, gender equality/familial status, and communities of color. Consultations identified a need for workshops on fair housing laws for residents and housing providers. The

goal of these would be to inform housing providers on their rights and responsibilities under fair housing laws, and provide education on discrimination, aiming to reduce the number of instances that result in fair housing complaints throughout the county. A tenant workshop counterpart was also suggested to inform residents on their tenant rights. Service providers and fair housing advocates identified acquisition of older, single-family housing stock, which might require repairs, for conversion to assisted affordable housing units as an opportunity to address shortages.

Barriers to development of affordable housing constitute a third major theme, including land costs, the length of entitlement processes, California Environmental Quality Act (CEQA) requirements, development fees, and other permitting processes, compounded by severe infrastructure constraints, particularly sewer and septic systems. All housing providers interviewed expressed that new low-income housing simply is not cost effective for developers, and that properties owned by jurisdictions are a valuable resource for providing lower-income housing, including homeownership opportunities through organizations such as Habitat for Humanity, who assist communities of color and veterans to attain homeownership, which have been historically underserved in the homeowner market, particularly in areas of Solano County. Incentivizing and subsidizing the construction of ADUs on existing residential properties is recommended to help address the barriers associated with cost of land and shortage of viable acreage for development of units for lower-income and disabled and/or senior households. In addition, one housing provider discussed Community Land Trusts as an underutilized opportunity to create permanent affordability, as well as the availability of CalHome funding for implementing this option.

A final recurring theme around barriers to affordable housing that service providers and fair housing advocates identified was the current and historic challenges lower-income households face in obtaining financial assistance, such as lending discrimination, which was a prevalent issue in Vallejo. On the flip side, it was also noted that there is a disconnect between the number of applicants for Housing Choice Vouchers (HCVs) and availability of units that accept them. Education and outreach efforts of current fair housing practices to landlords and sellers was recommended.

Feedback received during the regional consultations was shaped by individual discussions and the experiences of each service provider, fair housing advocate, or community organization. Therefore, some questions did not receive direct responses. For example, no interviewees identified strategies to reduce racially or ethnically concentrated areas of poverty; they instead focused on feedback they deemed relevant to their target population or experiences. The summary presented here reports feedback that was received.



## Local Outreach Efforts

### Workshops and Study Sessions

The City held a study session on March 8, 2022, to provide the Planning Commission an overview of the 2023–2031 Housing Element Update and 2023 Natural Environment Element programs currently underway. The Planning Commission study session was open to the public and held in person. Commentary was limited and no public comment related to fair housing was received at the Planning Commission meeting.

### Consultations

In February 2022, staff reached out to two local stakeholder organizations, in addition to the regional stakeholders discussed above, to offer the opportunity for each to provide one-on-one input on housing needs and programs in the City of Dixon. Stakeholder feedback was collected via one-on-one interviews or with email responses. Representatives from the following stakeholders were interviewed:

- Dixon Family Services, February 7, 2022
- Dixon Migrant Labor Center (DMLC), February 16, 2022

The consultation process revealed that some Dixon residents struggle to secure affordable rental and homeownership opportunities due to a shortage of affordable options. Stakeholders expressed that first-time homebuyers typically struggle to find affordable housing due to the costs of down payments on high home prices. However, despite high home prices, stakeholders expressed concern over the quality of new housing products and emphasized a need to encourage development that prioritizes quality over quantity for a long-term sustainable housing stock. While building standards are required for new housing units that, if met, are sufficient, stakeholders recommended that the City develop accountability measures to enforce housing providers to improve the conditions of their rental properties as issues arise.

The DMLC is operated by Yolo County Housing and located outside of Dixon’s Sphere of Influence, serving agricultural areas in the unincorporated county. Therefore, the concerns expressed during consultations primarily relate to housing and work opportunities in unincorporated Solano County rather than for residents in Dixon. As identified in **Table 2-15** Resident Employment by Industry, 2015-2019, in the HNA, just 3.0 percent of Dixon residents work in the agriculture and natural resource industry. However, the feedback received regarding the DMLC is included here as the City participates in programs to support the continued operation of this housing opportunity. Barriers to housing for low-income and seasonal farmworkers were of particular concern to DMLC. Operators of the DMLC stated that 92.0 to 93.0 percent of farmworker families return to their facilities annually. However, the facilities are only available to farmworker families and no single adults. Therefore, during the working season, multiple single people often live together in non-standard



housing types due to a lack of affordable housing for single migrants in the community. Due to the migrant nature of farm work, DMLC also finds it challenging to provide these residents with resources. Additionally, funding constraints have limited the organization’s ability to rehabilitate their facilities. The City has identified **Program 1.1.1** to seek funding to provide assistance to DMLC for rehabilitation and **Program 4.1.3** to allow employee and farmworker housing in all residential zones, in compliance with Government Code Section 65583(a)(5), to facilitate construction of farmworker housing opportunities.

## FAIR HOUSING ISSUES

Since 2017, the Tax Credit Allocation Committee (TCAC) and California Department of Housing and Community Development (HCD) have developed annual maps of access to resources such as high-paying job opportunities; proficient schools; safe and clean neighborhoods; and other healthy economic, social, and environmental indicators to provide evidence-based research for policy recommendations. This effort has been dubbed “opportunity mapping” and is available to all jurisdictions to assess access to opportunities within their community.

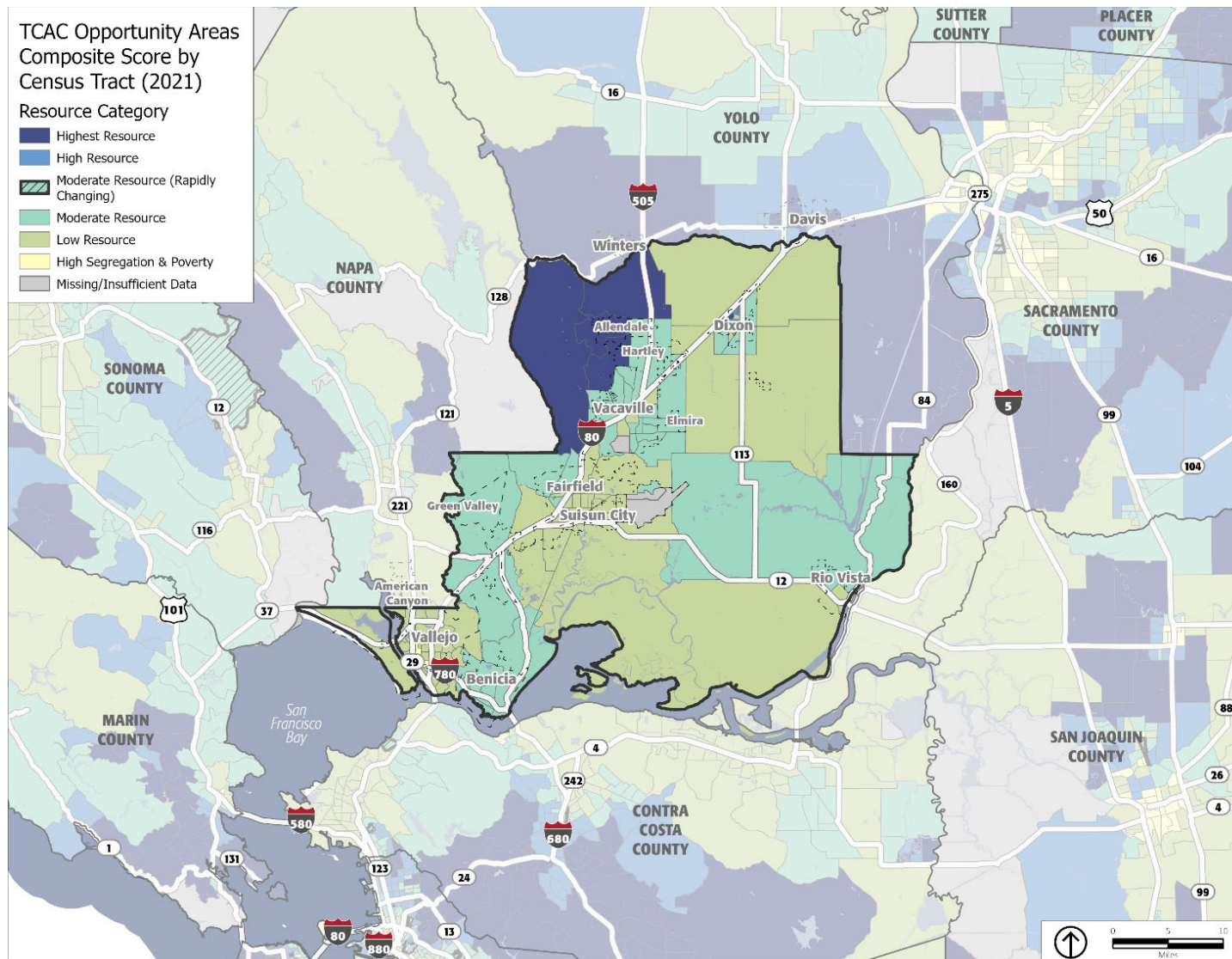
The TCAC/HCD Opportunity Maps can help to identify areas within the community that provide strong access to opportunity for residents or, conversely, provide low access to opportunity. The information from the opportunity mapping can help to highlight the need for housing element policies and programs that would help to remediate conditions in low-resource areas and areas of high segregation and poverty and to encourage better access for lower-income households and communities of color to housing in high-resource areas. TCAC/HCD categorized census tracts into high, moderate, or low resource areas based on a composite score of economic, educational, and environmental factors that can perpetuate poverty and segregation, such as school proficiency, median income, and median housing prices. The TCAC/HCD Opportunity Maps use a regional index score to determine categorization as high, moderate, and low resource.

Areas designated as “highest resource” are the top 20-percent highest-scoring census tracts in the region. It is expected that residents in these census tracts have access to the best outcomes in terms of health, economic opportunities, and education attainment. Census tracts designated “high resource” score in the 21st to 40th percentile compared to the region. Residents of these census tracts have access to highly positive outcomes for health, economic, and education attainment. “Moderate resource” areas are in the 41st to 70th percentile and those designated as “moderate resource (rapidly changing)” have experienced rapid increases in key indicators of opportunity, such as increasing median income, home values, and an increase in job opportunities. Residents in these census tracts have access to either somewhat positive outcomes in terms of health, economic attainment, and education; or positive outcomes in a certain area (e.g., score high for health, education) but not all areas (e.g., may score poorly for economic attainment). Low resource areas are those that score above the 70th percentile and indicate a lack of access to positive outcomes and poor access to opportunities. The final designation are those areas identified as having “high segregation and poverty;” these are census tracts that have an overrepresentation of people of color

compared to the county as a whole, and at least 30.0 percent of the population in these areas is below the federal poverty line (\$26,500 annually for a family of four in 2021).

As seen in **Figure 3-1, Regional TCAC/HCD Opportunity Areas**, most of Solano County, particularly in the unincorporated area, is designated as low resource or moderate resource. The City of Vallejo has been designated entirely as a low resource area, with three pockets identified as areas of high segregation and poverty: the Wilson Park neighborhood southwest of Solano Avenue (which includes a portion of unincorporated territory), the area west of Sutter Street to the waterfront between Florida Street to the north and Curtola Parkway to the south, and the area north of Florida Street between Sonoma Boulevard and Amador Street along Broadway Street. In contrast, the neighboring City of Benicia is designated entirely as a moderate resource area. The City of Suisun City and most of Fairfield are designated as low resource, with moderate resource areas in northeastern Fairfield and the Cordelia area of Fairfield. The City of Vacaville is similarly designated, with low resource areas along Interstate (I-) 80, northeast of Davis Street, with the remainder designated as moderate resource. The City of Rio Vista is also split, with moderate resource areas northwest of Church Road and low resource areas to the southeast. The City of Dixon has the greatest variation in resource area designations among the incorporated cities of Solano County. In Dixon, the southern and eastern areas are primarily moderate resource areas, high and high resource areas are in the center of the city with the exception of the Northwest Park neighborhood, east of Parkgreen Drive. Low resource areas are in the Northwest Park neighborhood and south of W. A Street between Pitt School Road and S. Almond Street. In the unincorporated county, high and highest resource areas are generally in the northeast and northwest corners, with low resource areas surrounding the cities of Dixon and Fairfield, and moderate resource areas elsewhere. Given that much of Solano County is sparsely populated, with large agricultural areas, the low and moderate resource areas may not accurately represent the access to opportunities for residents of unincorporated communities, where there is typically a concentration of resources.

**FIGURE 3-1: REGIONAL TCAC/HCD OPPORTUNITY AREAS**



Source: TCAC/HCD, 2021

## Patterns of Integration and Segregation

Segregation exists when there are concentrations of a population, usually a protected class, in a certain area. Segregation can result from local policies to the availability and accessibility of housing that meets the needs of that population, or a community culture or amenity that attracts the population. In the context of fair housing, segregation may indicate an issue where it creates disparities in access to opportunity, is a result of negative experiences such as discrimination or disproportionate housing need, or other concerns. Integration, in contrast, usually indicates a more balanced representation of a variety of population characteristics and is often considered to reflect fair housing opportunities and mobility. This analysis assesses four characteristics that may indicate patterns of integration or segregation throughout the region and local Solano County jurisdictions: income distribution, racial and ethnic characteristics, familial status, and disability rates.

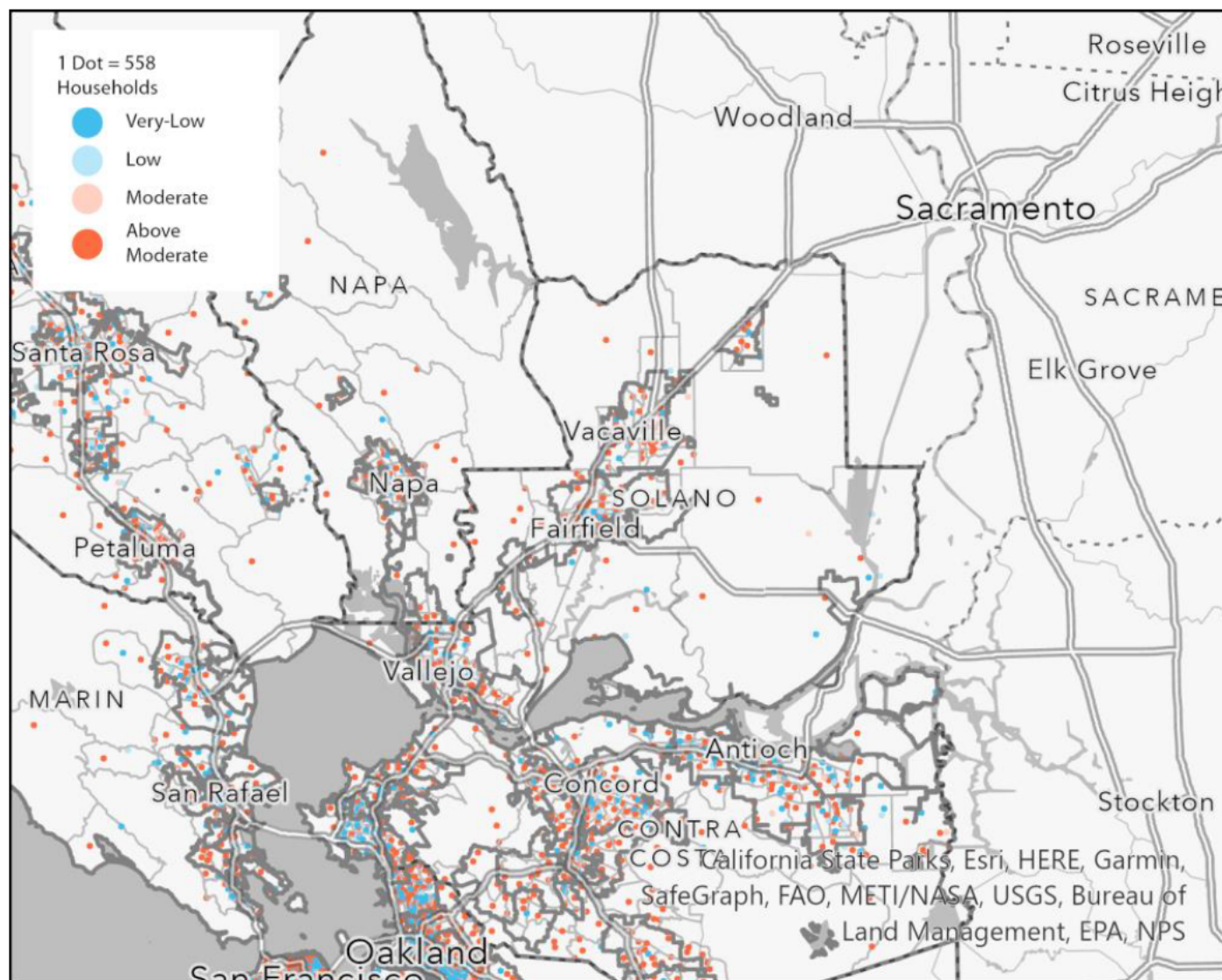
### Income Distribution

#### Regional Patterns

At the regional level, income distribution can be measured between jurisdictions. **Figure 3-2, Income Dot Map**, presents the spatial distribution of income groups in Solano County and surrounding Bay Area jurisdictions. There are higher concentrations of very low- and low-income households in Bay Area jurisdictions such as the cities of Emeryville and Oakland, than are found in Solano County. While there are concentrations of lower-income households in the cities of Fairfield and Suisun City, generally the distribution of incomes in Solano County more closely reflects those patterns found in neighboring Napa County than most Bay Area counties.



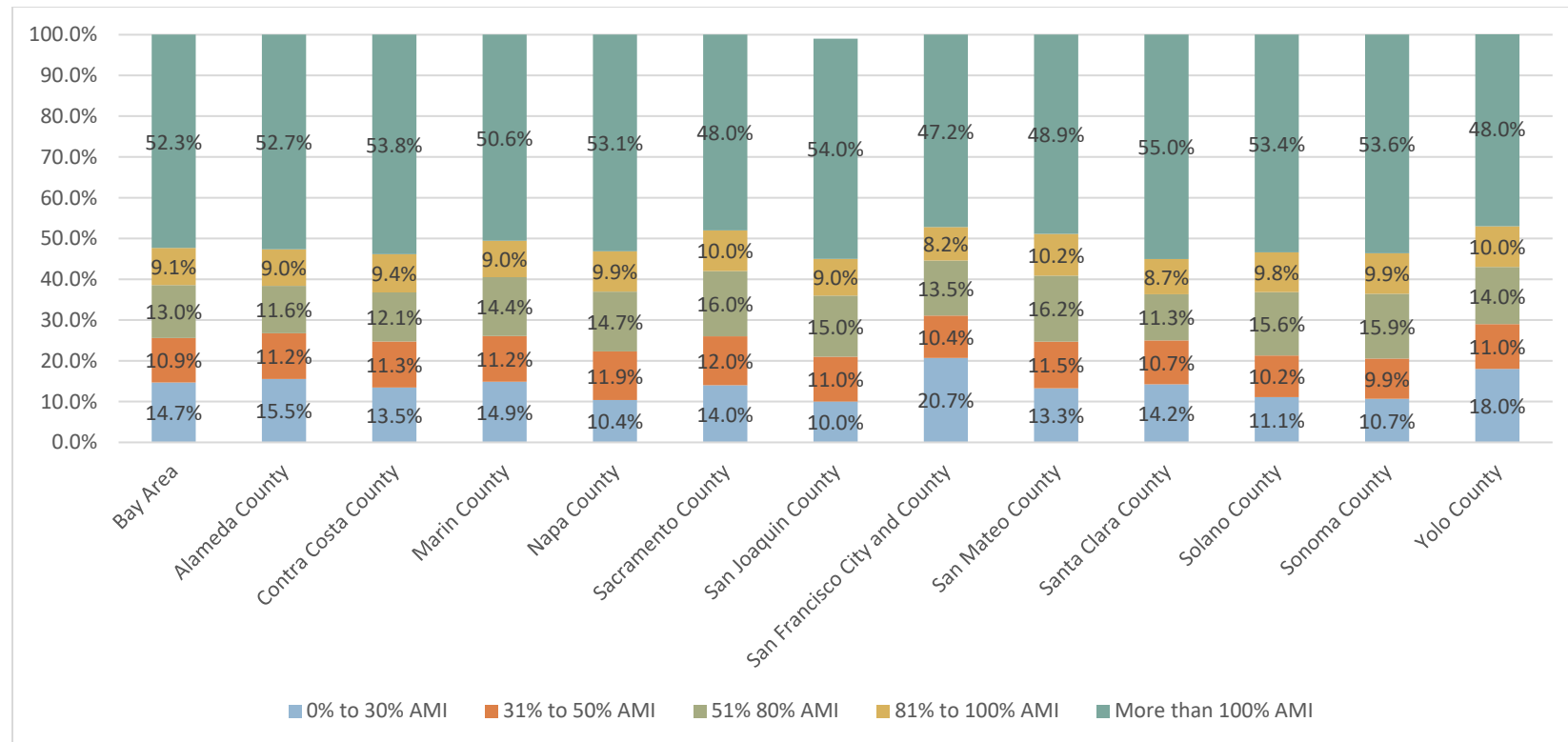
FIGURE 3-2: INCOME DOT MAP



Source: HUD, 2015, ACS 2011-2015, ABAG, 2022

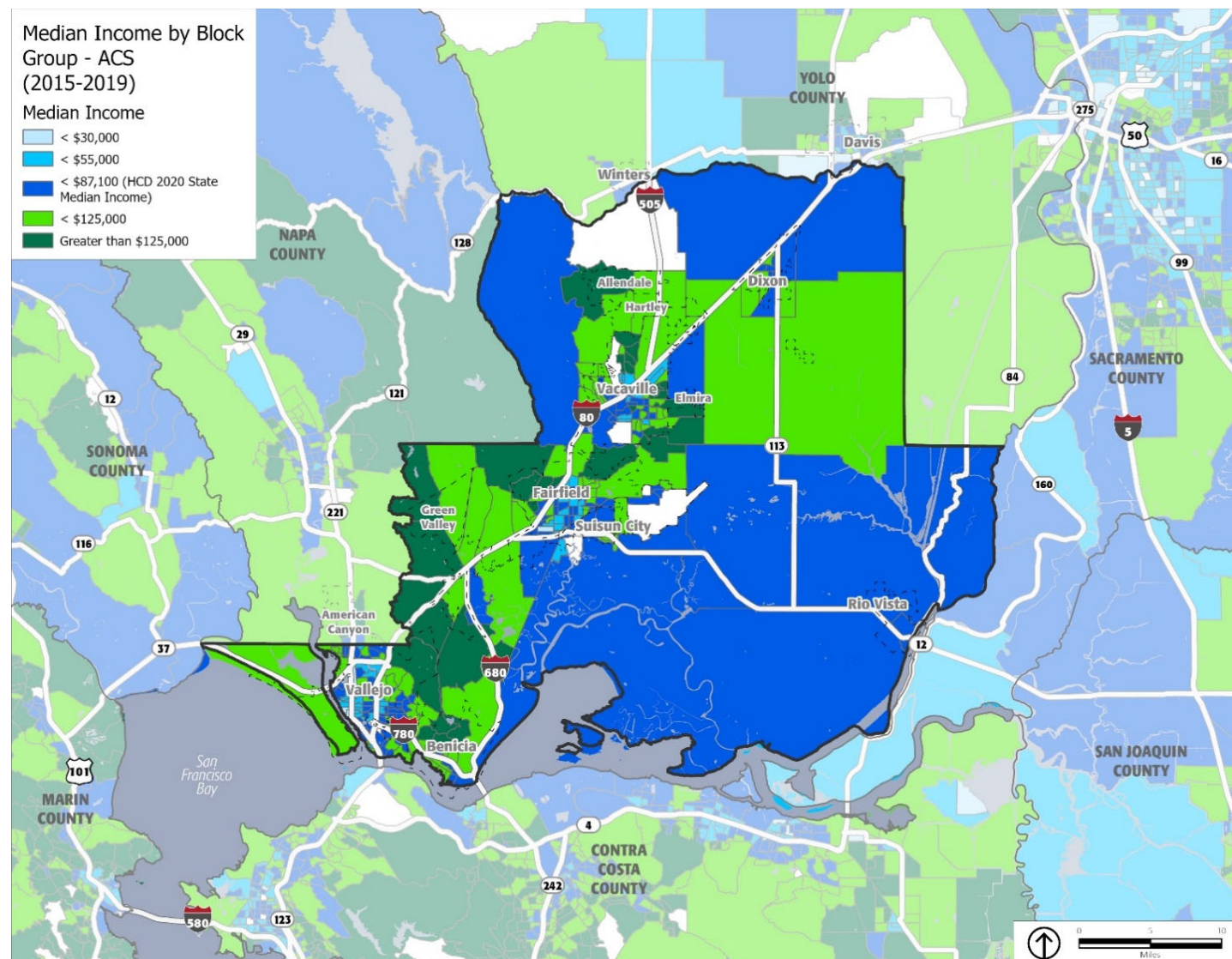
When comparing income groups between Bay Area counties and neighboring Sacramento region counties (**Figure 3-3, Income Groups in Surrounding Region**), patterns in Solano County closely mirror many of the Bay Area counties, supporting the patterns shown in **Figure 3-2, Income Dot Map. Figure 3-4, Regional Median Income**, presents the geographic patterns of median income in Solano County compared to the region. Throughout the region, the highest median income is often found in medium-density urban areas, such as in the cities of Fairfield, Vacaville, Walnut Creek, San Rafael, and others. In areas with a higher-density population and uses, such as along the San Francisco and San Pablo Bays, there are more lower-income households. Solano County reflects these income distribution trends found in the region.

**FIGURE 3-3: INCOME GROUPS IN SURROUNDING REGION**



Source: ABAG Data Packets, 2021; HUD CHAS, 2013-2017 release

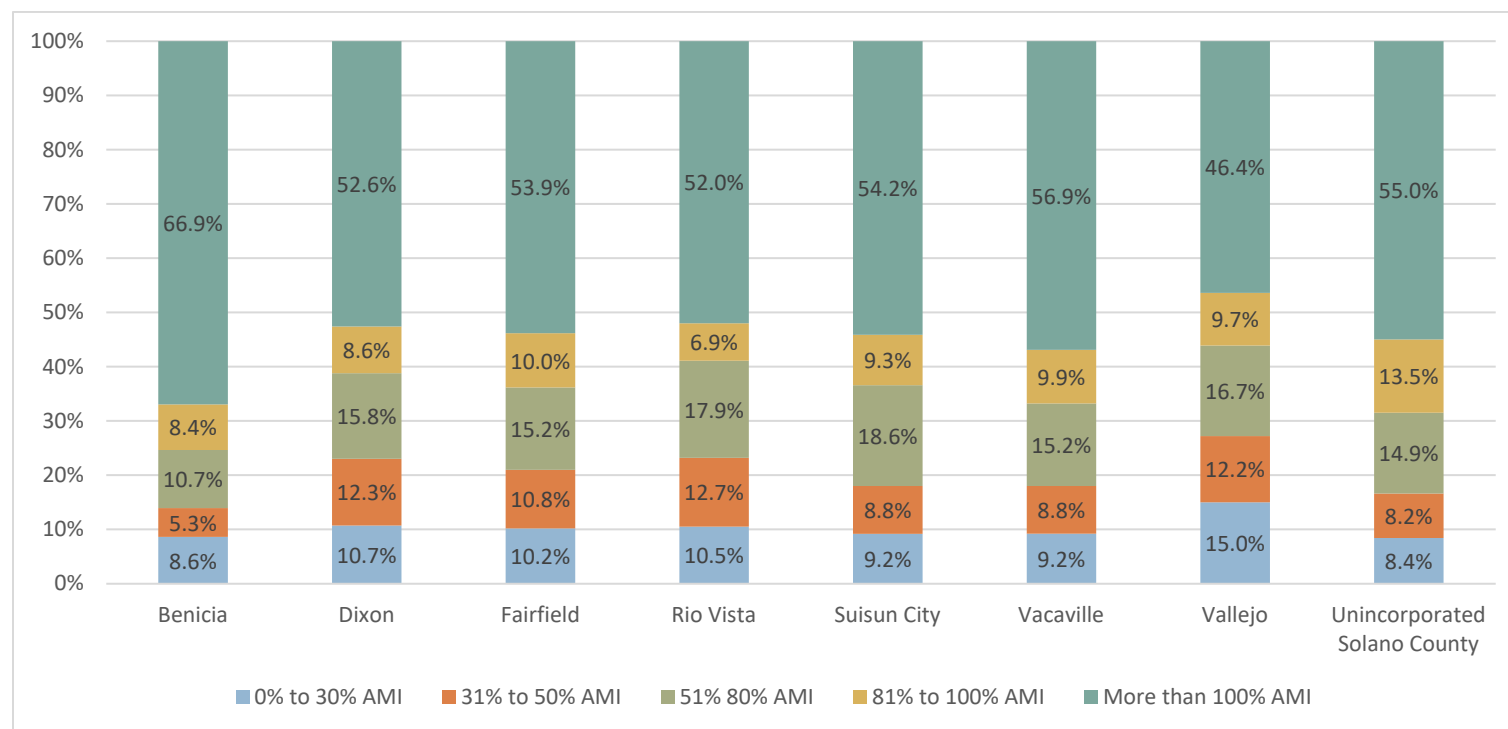
FIGURE 3-4: REGIONAL MEDIAN INCOME



Source: 2015-2019 ACS

Within Solano County, the City of Benicia has the largest proportion of moderate- and above moderate-income households, earning more than 100.0 percent of the Area Median Income (AMI) (**Figure 3-5, Income Groups within Solano County Jurisdictions**). The distribution of income groups within Solano County may be representative of the availability of affordable or accessible housing and other opportunities that create mixed-income communities. As shown in **Figure 3-4, Regional Median Income**, the cities of Fairfield, Suisun City, and Vallejo have several block groups that have median incomes falling into the extremely low- and very low-income categories, corresponding with high rates of poverty shown in **Figure 3-6, Regional Poverty Rates**. While all jurisdictions in Solano County have areas in which at least 10.0 percent of the population falls below the poverty line, the City of Vallejo has the largest concentration of these households.

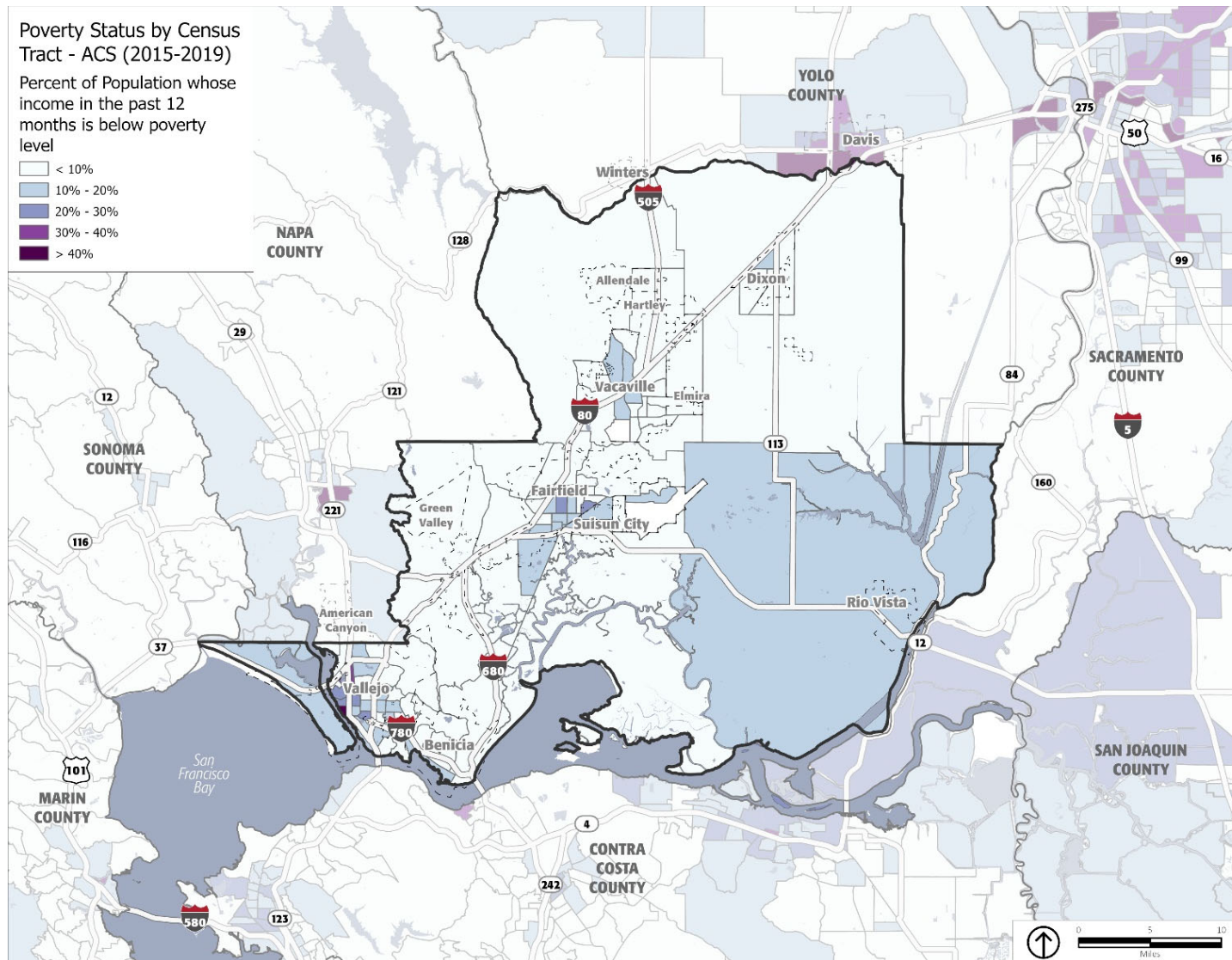
**FIGURE 3-5: INCOME GROUPS WITHIN SOLANO COUNTY JURISDICTIONS**



Source: ABAG Data Packets, 2021; HUD CHAS, 2013-2017 release



**FIGURE 3-6: REGIONAL POVERTY RATES**



Source: 2015-2019 ACS

### Local Patterns

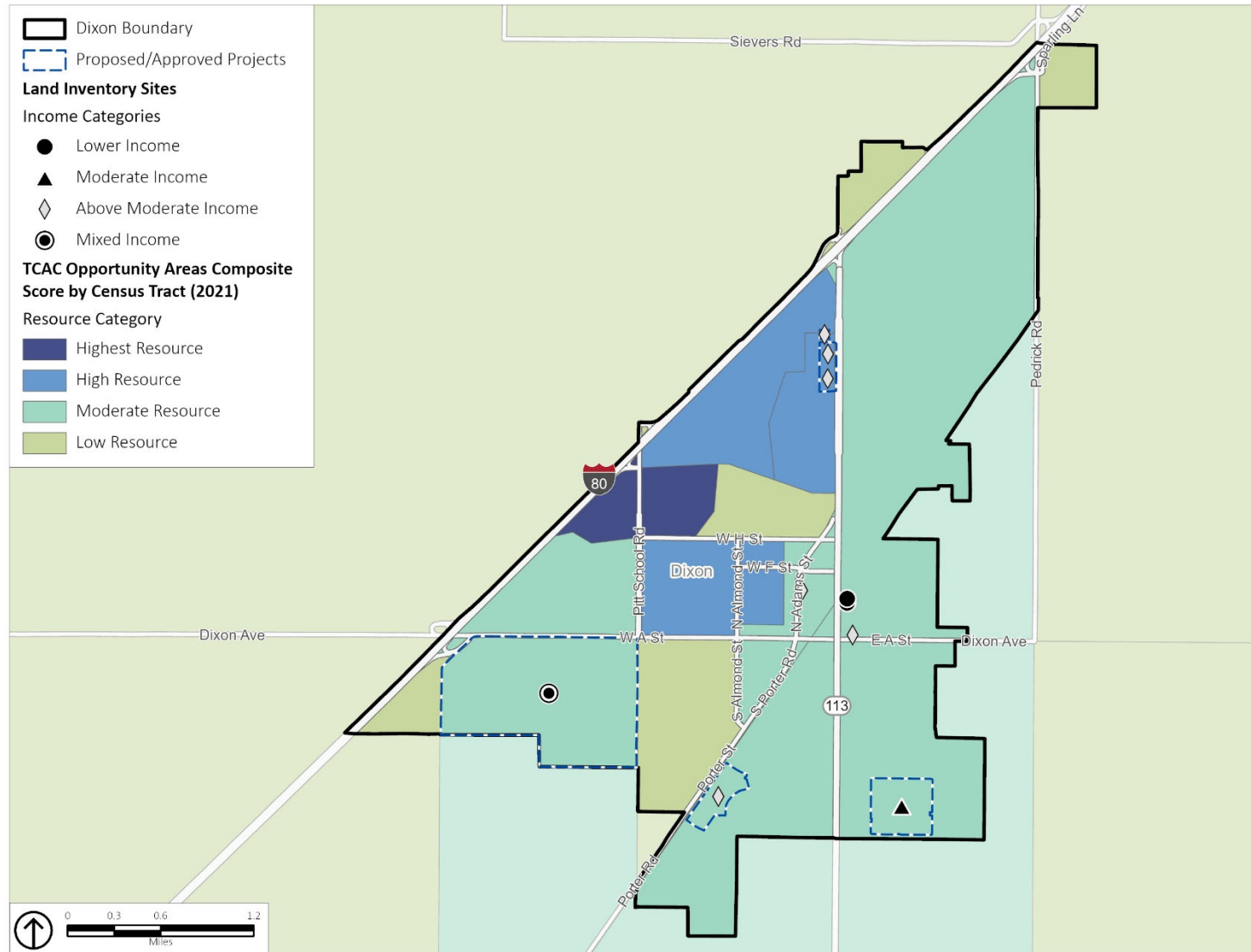
Dixon contains a range of census tracts with low, moderate, high, and highest resource access according to the HCD/TCAC Opportunity Area scale (**Figure 3-7, Local TCAC/HCD Opportunity Areas**). This data suggests that economic outcomes for Dixon households vary depending on the part of the city where a household is located. Unlike other parts of Solano County and the Bay Area region, there is no evident pattern in Dixon of lower-income, lower-resource neighborhoods found closer to highways. Conversely, Dixon's highest-income block groups are found abutting I-80, with a median household income of \$105,694 in one block group bounded by West H Street to the north, I-80 to the west, and South Almond Street to the east, and a median household income of \$93,467 found in a block group bounded by Stratford Avenue to the south; Pembroke Way, Gill Drive, and Regency Parkway to the east; and I-80 to the west (**Figure 3-8, Local Median Income**). These highest-income block groups coincide with tracts of TCAC/HCD's highest-resource designation. While these median household incomes are the highest in Dixon, they are not among the highest in Solano County – census tracts with substantially higher median household incomes are found in Vacaville (\$161,750), Fairfield (\$172,283), Vallejo (\$168,750), Benicia (\$174,306), and in unincorporated areas near these jurisdictions. Median household income in the remainder of the city's census tracts are below the statewide median of \$87,100, though still above \$64,712, which is the lowest in the city. The city's relatively lower-income block groups coincide with tracts of TCAC/HCD's moderate- and low-resource designations. This data indicates that Dixon does not have a substantial population living in heightened wealth or poverty relative to other parts of Solano County. Still, this data suggests that there are distinct higher- and lower-income parts of the city, and that better access to opportunities may be available to households residing in the city's higher-income areas, with its relatively lower-income neighborhoods having less access to opportunities.

In Dixon, 10.7 percent of households make less than 30.0 percent area median income (AMI), which is considered extremely low-income.<sup>1</sup> Rates of poverty by census tract are below 10.0 percent in most Dixon census tracts (**Figure 3-9, Local Poverty Rate**). One tract bounded by I-80 to the west, State Route (SR-) 113 to the east, and West H Street to the south, is an exception, with a poverty rate of 15.7 percent. Low rates of poverty in most of Dixon may indicate that high costs of housing are a barrier to access for lower-income households seeking housing in the city, forcing these households to seek housing in more affordable areas within the county or region. The City of Dixon has undergone a shift in median household income between 2010 and 2019. In 2010, median household income in the city east of 1<sup>st</sup> Street and Almond Street was less than \$40,000, with incomes on the west side between \$80,000 and \$100,000. However, by 2019, the American Community Survey (ACS) reports areas of higher income \$125,000 on the city's southwest, southeast, and northwest sides. The City has committed to **Program 7.2.1** to improve opportunity access in lower-income neighborhoods and Programs 3.1.1 and 3.2.3 to promote the development of affordable housing in high-resource areas where housing cost is a barrier to access. To improve access to areas of high opportunity for lower-income households, the City will continue to work with potential developers to support construction of high-density housing in areas with higher median income and greater access to opportunity to facilitate economic mobility for lower-income residents.

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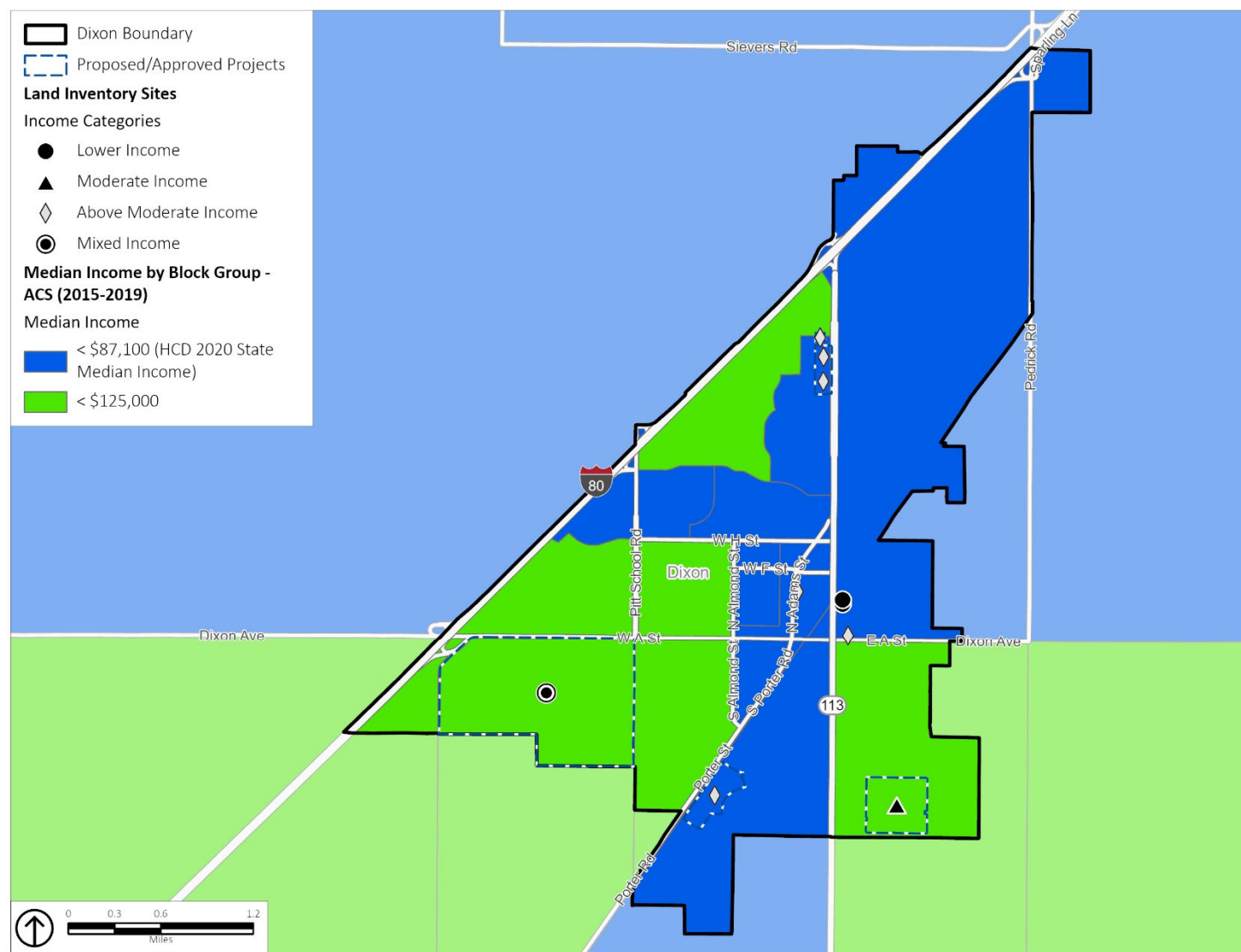
<sup>1</sup> ABAG MTC Housing Needs Data Report, 2021

**FIGURE 3-7: LOCAL TCAC/HCD OPPORTUNITY AREAS**



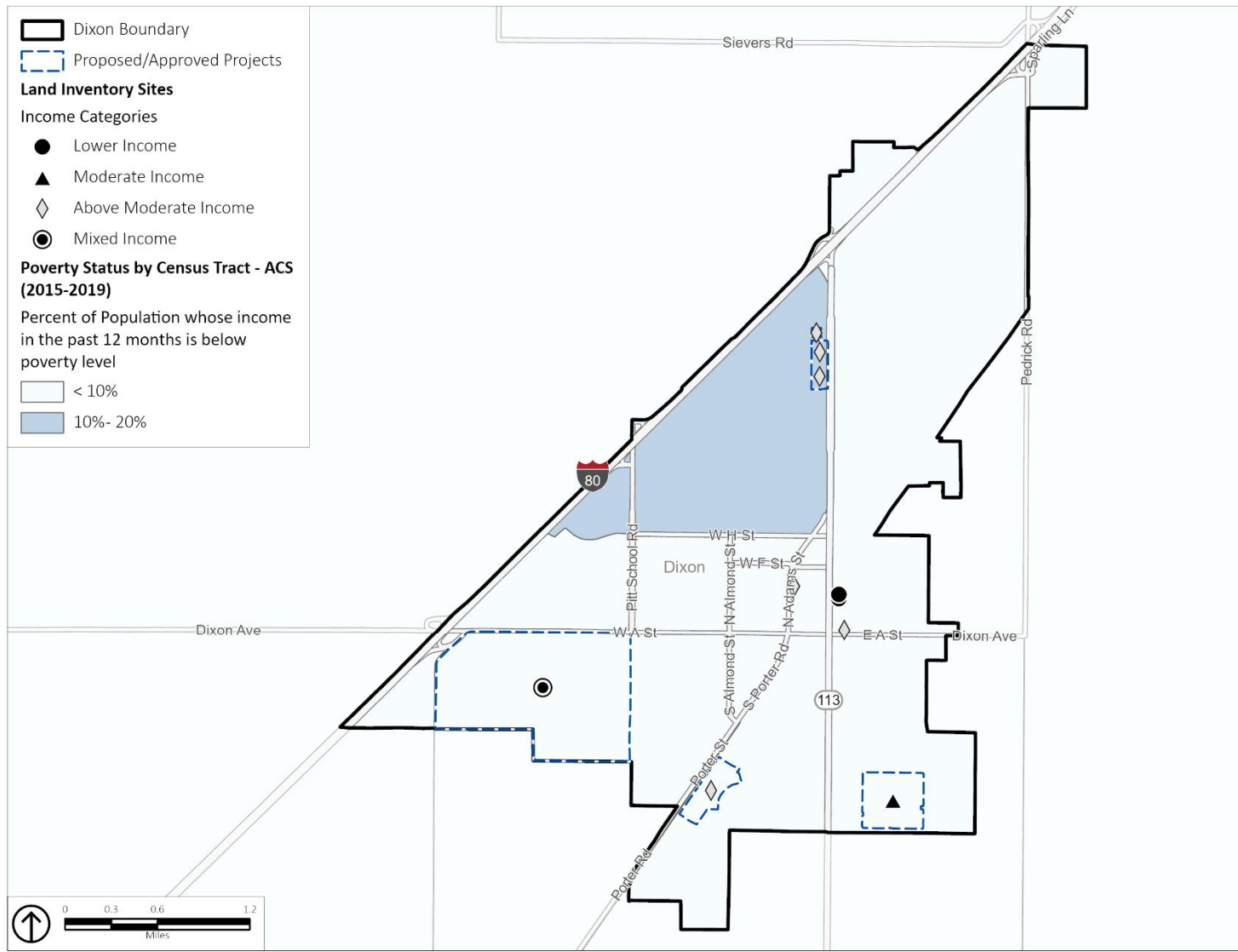
Source: TCAC/HCD, 2021; City of Dixon, 2022

**FIGURE 3-8: LOCAL MEDIAN INCOME**



Source: 2015-2019 ACS; City of Dixon, 2022

**FIGURE 3-9: LOCAL POVERTY RATE**



Source: 2015-2019 ACS; City of Dixon, 2022

## Racial and Ethnic Characteristics

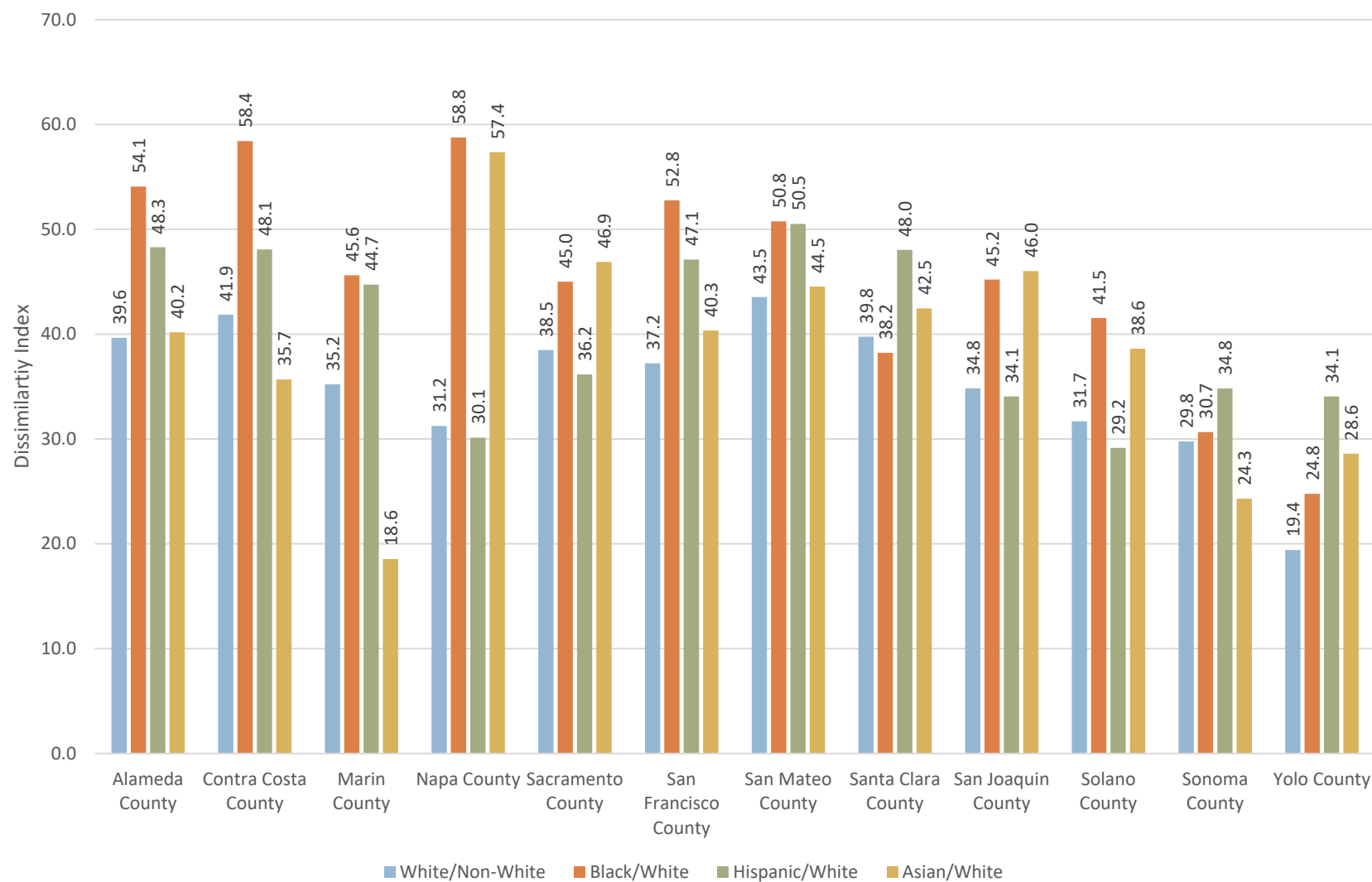
### Regional Patterns

The Dissimilarity Index measures the percentage of a certain racial or ethnic group's population that would have to move to a different census tract to be evenly distributed within a jurisdiction or region, and thus achieve balanced integration between all racial and ethnic groups within that jurisdiction. The higher the Dissimilarity Index score is, the higher the level of segregation is currently. For example, if a jurisdiction's Black/White Dissimilarity Index was 60, then 60.0 percent of Black residents would need to move to a different neighborhood for Black and White residents to be evenly distributed across the jurisdiction. According to the United States Department of Housing and Urban Development (HUD), Dissimilarity Indices of less than 40 are considered to indicate low segregation, indicated between 40 and 54 indicate moderate segregation, and indices greater than 55 indicate high segregation.

According to HUD's Dissimilarity Index based on the 2010 Census, Black residents throughout most of the region experience the highest levels of segregation; followed by Hispanic residents in most counties; and Asian residents in Napa, Sacramento, and Solano Counties (**Figure 3-10, Dissimilarity Indices in the Region**). Yolo and San Joaquin Counties are the only jurisdictions in which these patterns differ. In Sonoma and Yolo Counties, all racial and ethnic groups face relatively low levels of segregation. Overall, Solano County has greater integration across all racial and ethnic groups than all counties in the Association of Bay Area Governments (ABAG) and greater region, with the exception of Marin, Sonoma, and Yolo Counties.



**FIGURE 3-10: DISSIMILARITY INDICES IN THE REGION**

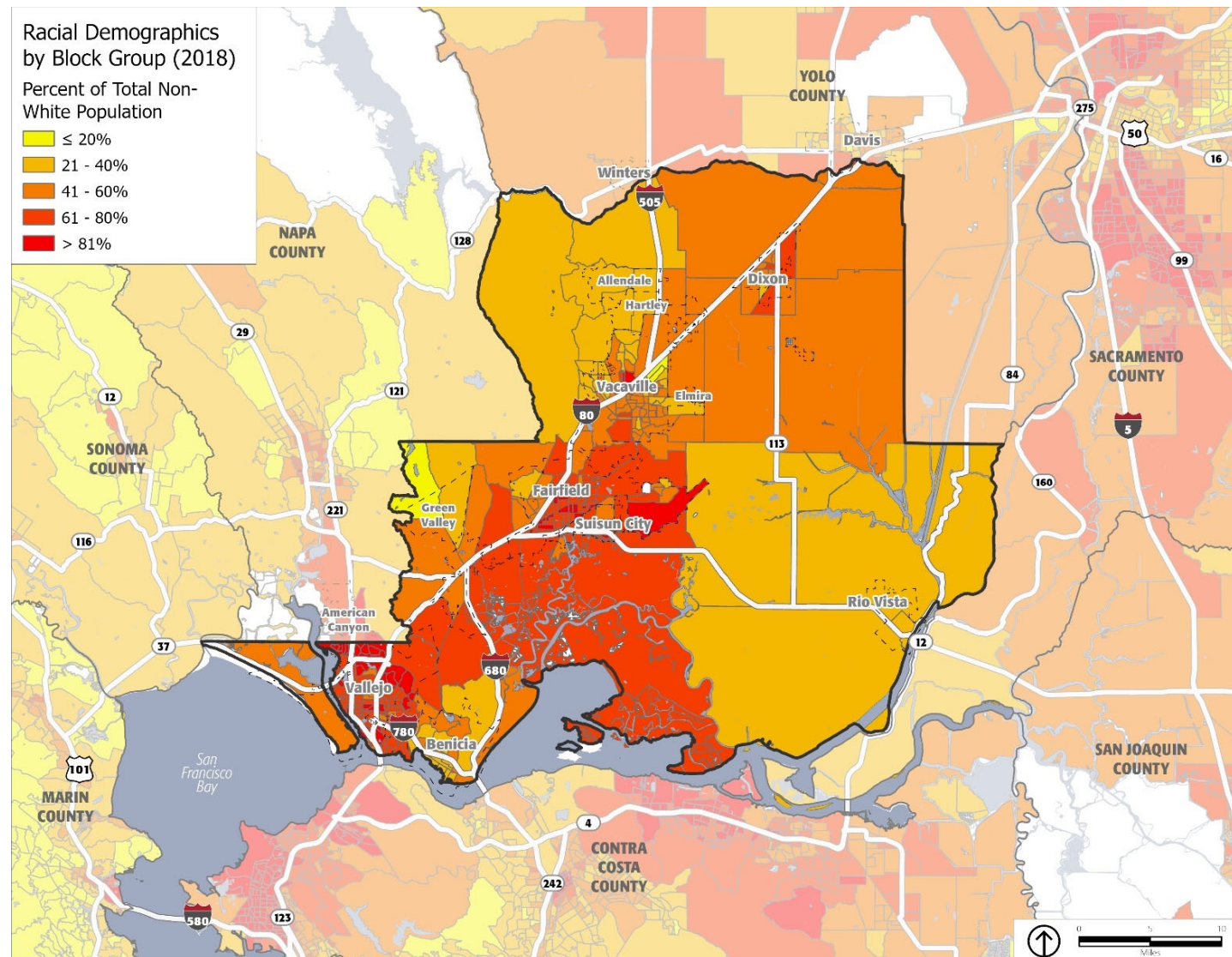


Source: HUD Affirmatively Furthering Fair Housing Mapping Tool, 2020; 2010 U.S. Census

While Solano County has relatively low dissimilarity indices compared to the region and surrounding counties, the population is predominantly White in most areas, with the exception of areas within the cities of Vallejo, Fairfield, and Dixon (**Figure 3-11, Regional Racial Demographics**). **Figure 3-11** presents the percent of the population in each block group in the County that identifies as non-White. The northern portion of the ABAG region has similar racial and ethnic patterns, with most of Marin, Sonoma, and Napa Counties being predominantly White, while there is a larger proportion of non-White populations adjacent to the San Francisco Bay in more urbanized areas. Similarly, in Yolo and San Joaquin Counties, and the southwestern portion of Sacramento County, the population predominantly identifies as Hispanic. These racial and ethnic trends in the ABAG and Sacramento regions reflect patterns of urbanization and income distribution that reflect the trends in Solano County. Where there is greater urbanization and higher rates of poverty, such as in and near the City of Vallejo, there is greater diversity, meaning a higher proportion on non-White households (**Figure 3-12, Regional Diversity Index**, and **Figure 3-11, Regional Racial Demographics**). The Diversity Index shown in **Figure 3-12** is based on a variety of variables, including race, ethnicity, age, income, gender identify, and more. **Figure 3-12** presents the degree to which there is a range of identities in each block group.

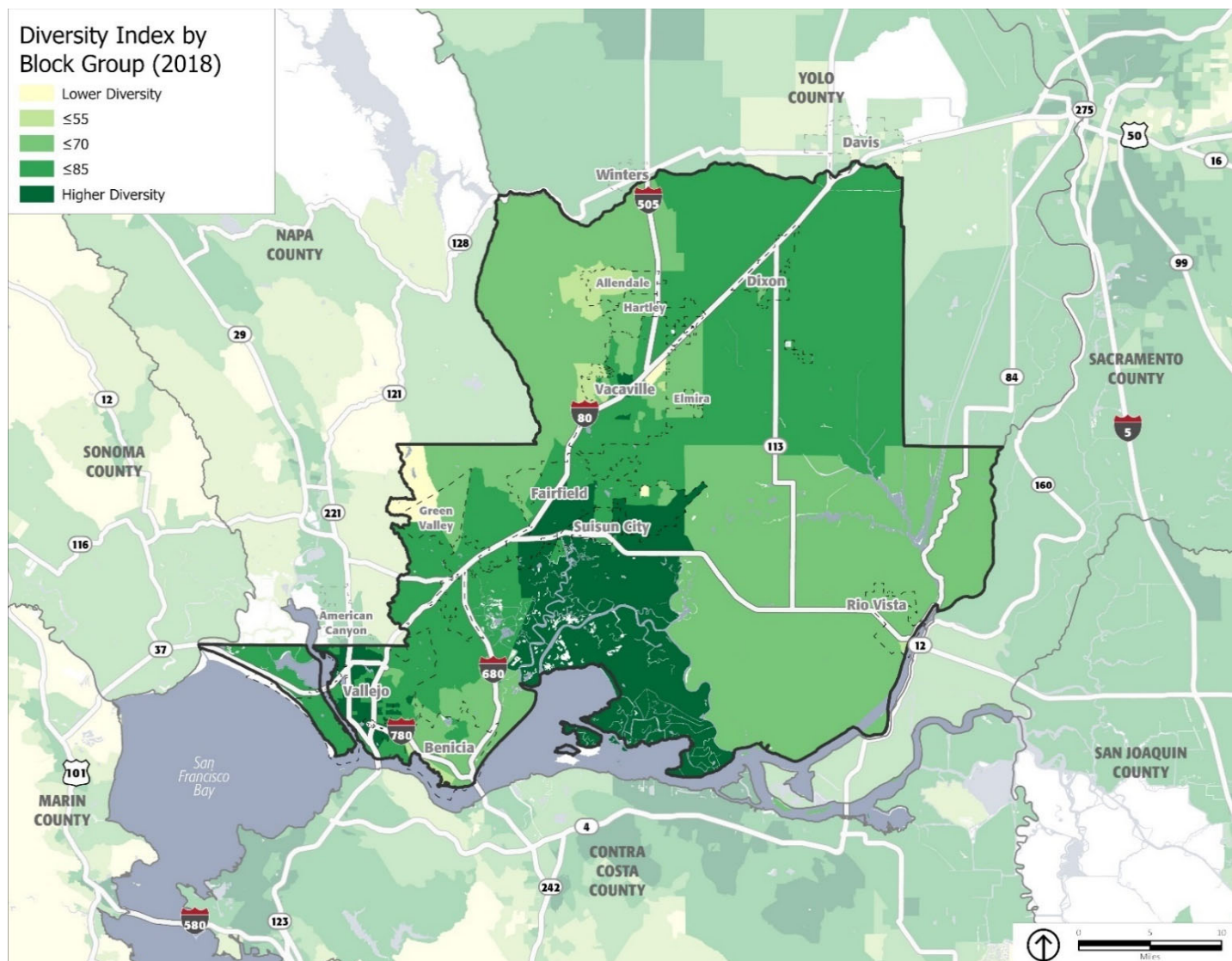


### FIGURE 3-11: REGIONAL RACIAL DEMOGRAPHICS



*Source: Esri, 2018*

FIGURE 3-12: REGIONAL DIVERSITY INDEX

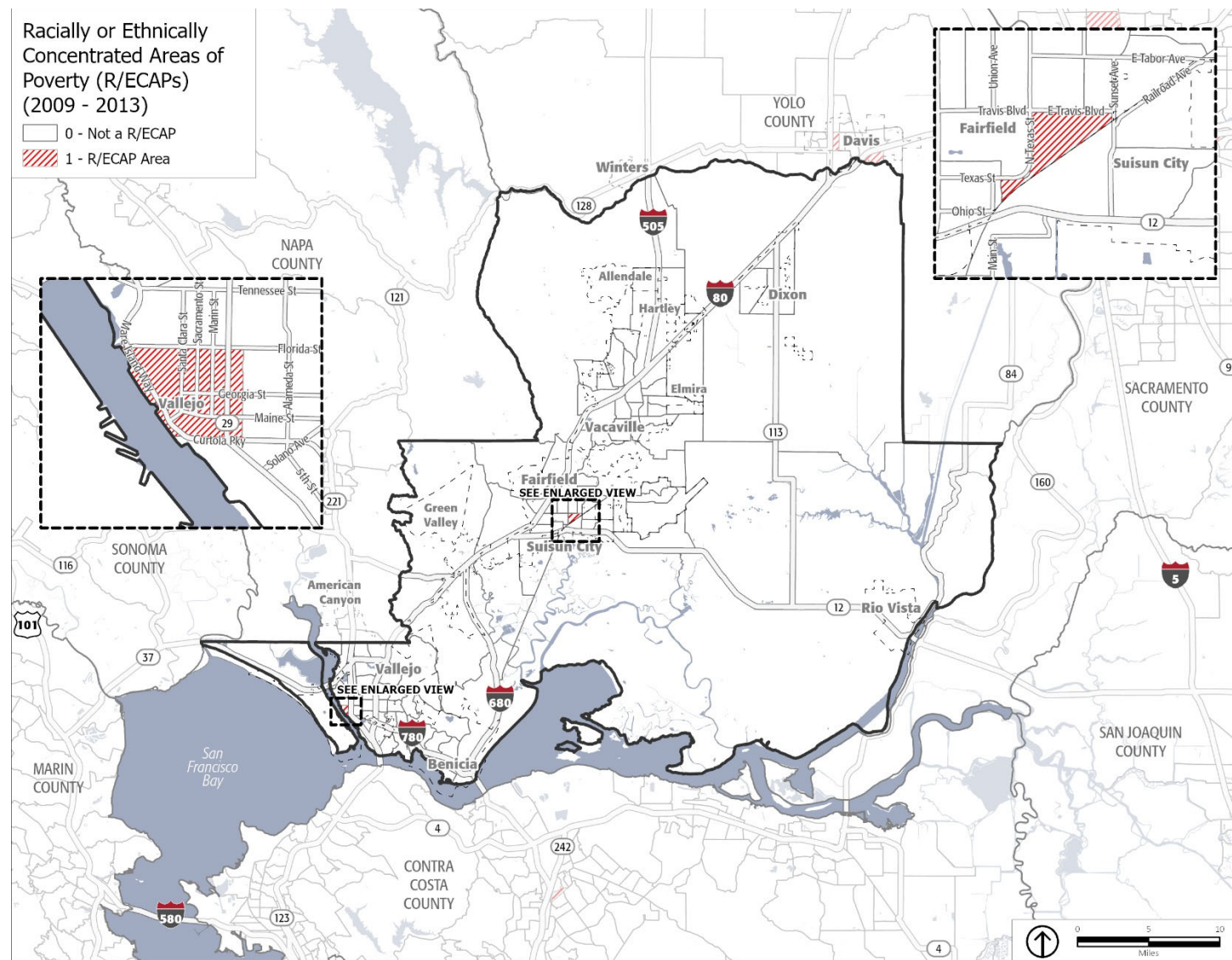


Source: Esri, 2018

Concentrations of minority populations, or concentrations of affluence, may indicate a fair housing issue despite relative integration compared to the region. A racially and ethnically concentrated area of poverty (R/ECAP) is defined by HUD as an area in which 50.0 percent or more of the population identifies as non-White and 40.0 percent or more of households are earning an income below the federal poverty line. While racially concentrated areas of affluence (RCAAs) have not been officially defined by HUD, for the purposes of this analysis, if the percentage of a population in a census tract that identifies as White is 1.5 times the percentage that identifies as White in ABAG as a whole, and the median income is at least 1.25 times greater than the State AMI (\$90,100), or \$112,625, the tract is considered a RCAA. There are two R/ECAPs in Solano County, one within the limits of the City of Vallejo and one within the limits of the City of Fairfield, both of which are discussed in more detail in their respective jurisdictional analysis. The only other R/ECAP in the northern ABAG region is in Marin County, adjacent to the City of Sausalito, while there are several in the urban areas of the southern ABAG region, Sacramento County, and San Joaquin County (see **Figure 3-13, Regional R/ECAPs**). In contrast, there are several possible RCAAs in Solano County (see **Figure 3-14, Regional RCAAs**), including in the cities of Benicia and Vacaville and unincorporated areas, including Green Valley. RCAAs are even more prevalent throughout the ABAG region, such as in the suburban communities of Alameda and Contra Costa Counties as well as much of Santa Clara, San Mateo, Marin, and Napa Counties.

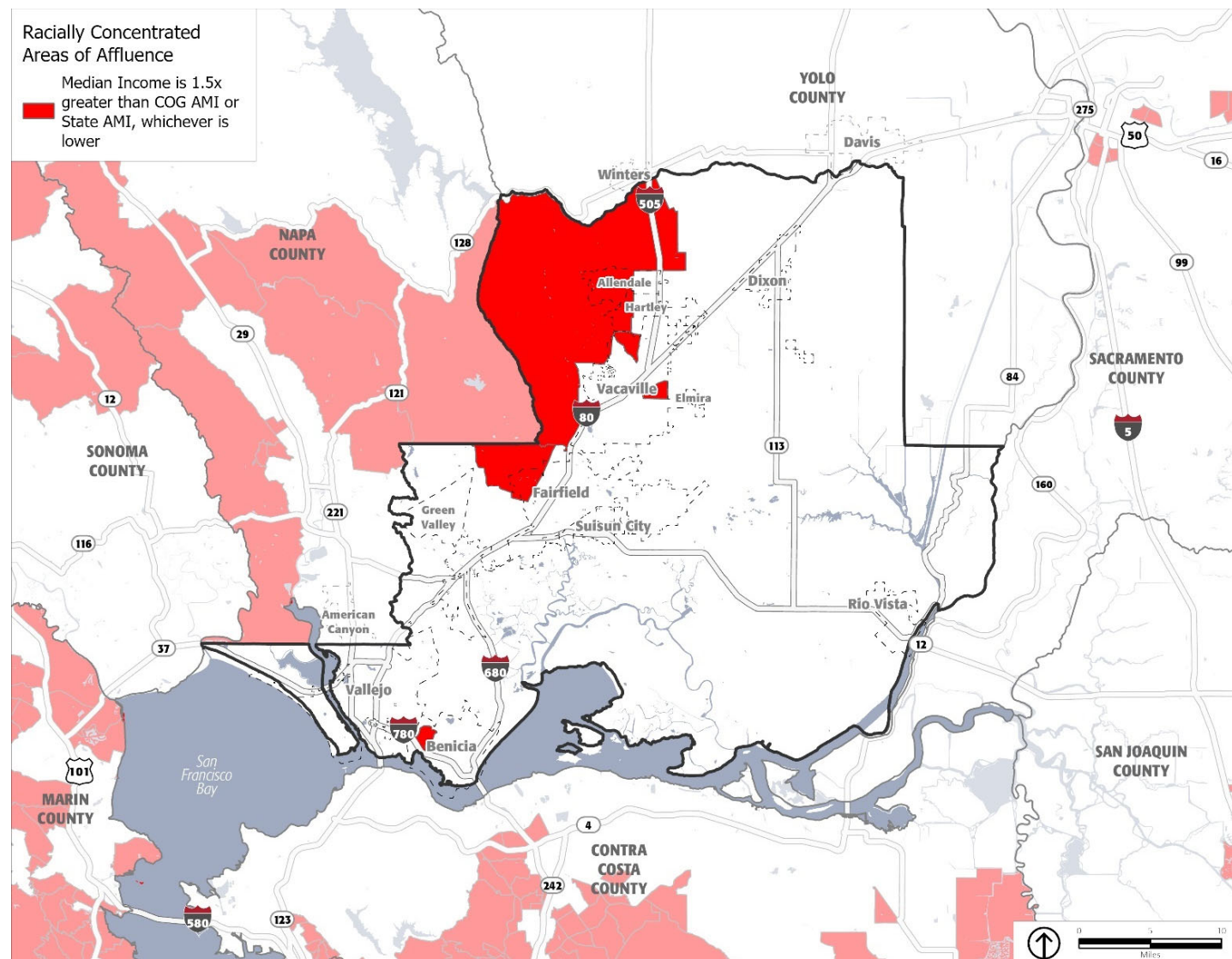


**FIGURE 3-13: REGIONAL R/ECAPS**



Source: 2006-2010 ACS

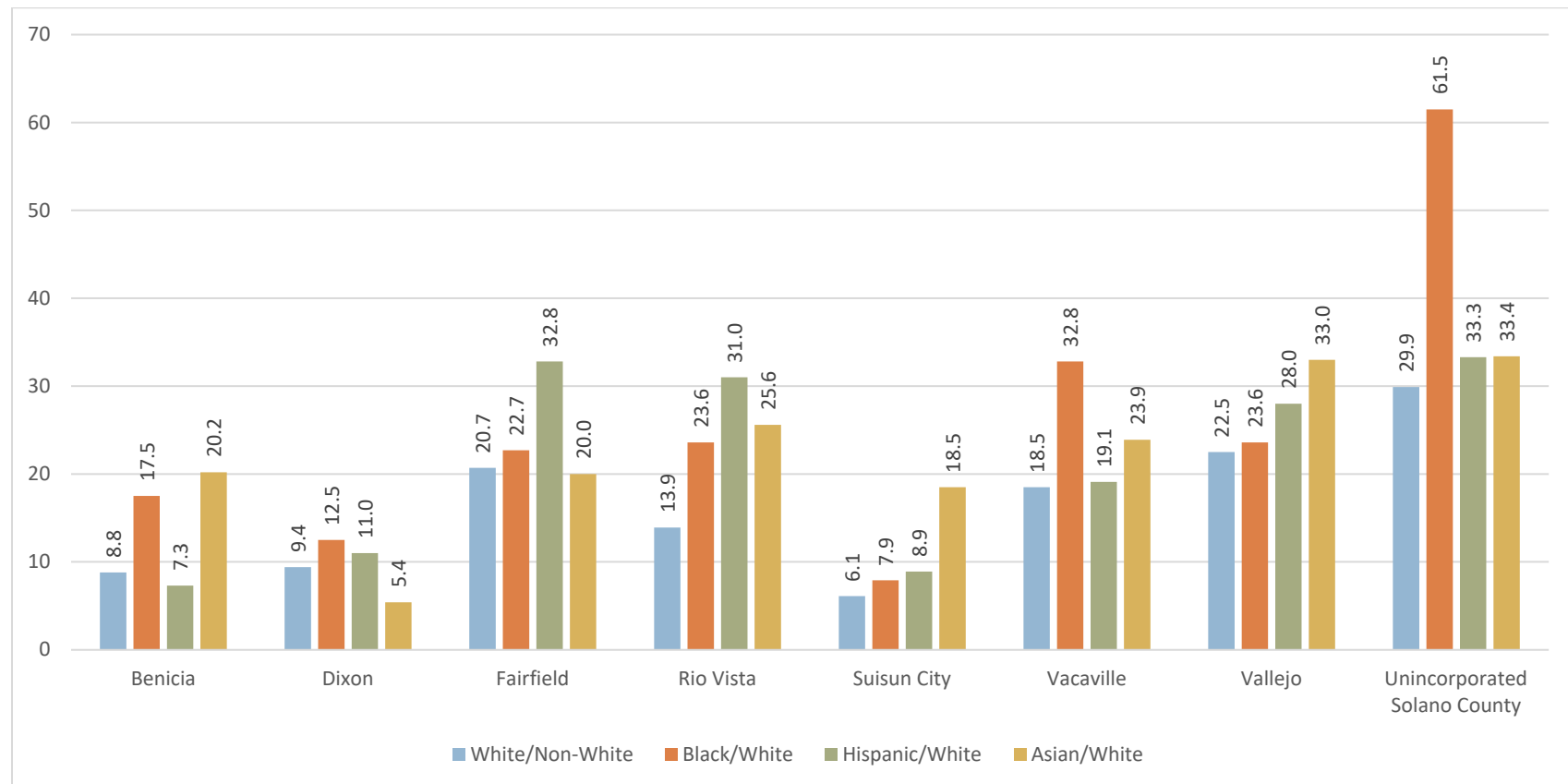
**FIGURE 3-14: REGIONAL RCAAS**



*Source: 2015-2019 ACS*

At the local level, the University of California (UC) Merced Urban Policy Lab and Association of Bay Area Government/Metropolitan Transportation Council (ABAG/MTC)’s AFFH Segregation Reports for each jurisdiction reports Dissimilarity Index scores based on the 2020 Census, for a current reflection of local integration. As shown in **Figure 3-15, Dissimilarity Indices within Solano County**, the unincorporated area has the greatest level of segregation among all racial groups, while Dixon has the lowest level of segregation. In some jurisdictions, the percentage of the population that identifies as non-White is so low, as shown in **Appendix 2-Regional Housing Needs Assessment** in **Table 2-1, Population by Ethnicity**, that dissimilarity indices may not accurately represent their distribution.

**FIGURE 3-15: DISSIMILARITY INDICES WITHIN SOLANO COUNTY**



Source: ABAG Data Packets, 2021; 2020 Decennial Census

### Local Patterns

Dixon's largest demographic group is White non-Hispanic, comprising 45.0 percent of the city's population. Hispanic residents not identifying as White comprise 17.7 percent; however, all Hispanic-identifying residents, including those identifying as White Hispanic, together comprise 42.4 percent of the city's population. Asian non-Hispanic (4.9 percent), Multiracial non-Hispanic (4.7 percent), and Black or African American (1.9 percent) comprise the next largest demographic groups. Other demographic groups, including American Indian/Alaskan Native, Native Hawaiian, and Other are represented by smaller populations each comprising 0.5 percent or less of the city's population.

The city's three most diverse block groups, with non-White populations of 63.2, 70.9, and 71.4 percent, are found in low- and moderate-resource areas, all with median incomes below the statewide average (**Figure 3-16, Local Racial Demographics**). The city's least diverse block group is also in a low-resource area but has a relatively higher median household income (\$108,319) (see "Income Distribution"). Dixon is a relatively more diverse community compared to other Solano County jurisdictions, with no block groups having less than a 37.7 percent non-White population. All of Dixon's relatively lower-income census tracts also contain its most diverse neighborhoods. The spatial distribution of residents according to racial and ethnic demographics found in Dixon is consistent with patterns found elsewhere in Solano County, in which moderate-income areas tend to also be home to a moderately diverse population. Neighborhoods with higher proportions of non-White residents tend to be found closer to non-residential uses. In Dixon, the most diverse block group in the northeast section of the city is also the site of the city's commercial and industrial uses.

The proportion and spatial distribution pattern of demographic groups in Dixon has changed between 2014 and 2019, showing that Dixon has become more diverse over time. In 2010, several block groups on the southern side of the city had rates of non-White residents less than 20.0 percent, and rates citywide were generally lower than is reflected in more recent data, especially on the city's east side. More recent census data from 2018 indicates that all block groups in the city have either become more diverse or stayed relatively as diverse as they were previously. No block group in Dixon has become less diverse during this period, and no block group has a rate of non-White resident population under 20.0 percent.

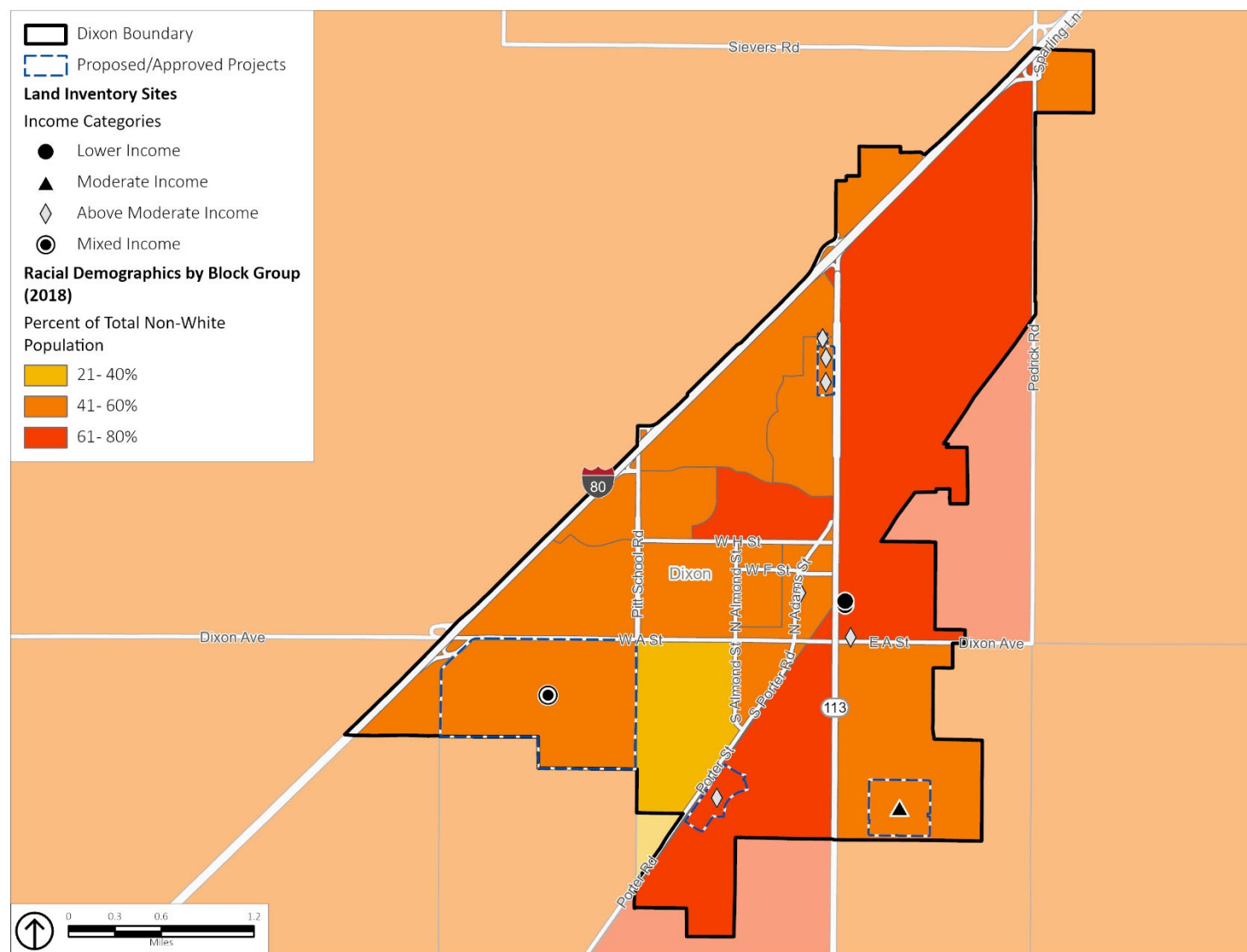
Dixon does not contain any R/ECAPs, as defined by HUD, nor does it contain any RCAAs. While there is a concentration of poverty in north Dixon, identified previously, this area has a median income ranging from \$81,182 to \$93,467, which is relatively average to high for the city and has a non-white population ranging from 49.2 percent to 71.0 percent. The highest rate of non-White households is in the southwest corner of this area, bounded by Parkgreen Drive to the west, Strafford Avenue to the north, Adams Street to the east, and H Street to the south. This area has a median income of \$81,182 which, while the lowest in the larger tract, is within a hundred dollars of the median incomes in neighboring block groups suggesting that this is not a concentration of lower-income households. In the whole of the tract, there are two affordable housing complexes (Lincoln Street Apartments and Dixon Manor Apartments), out of nine total affordable

complexes in the city and accounting for 24.4 percent of affordable units citywide. Both of these complexes include market-rate units, resulting in mixed-income communities. According to CHAS data, there are approximately 2,023 households in this tract. Therefore, deed-restricted affordable units represent approximately 7.3 of all units in the area. While there is not a concentration of affordable housing in this tract, there are also five market rate multifamily complexes: Watson's Ranch Apartments, The Mews at Dixon Farm, Townview Commons, Birchwood Place, and Meadowood Village. These account for most, if not all, market-rate multifamily units in Dixon. Typically, multifamily housing is more affordable than single-family housing and more accessible for renters. Therefore, the concentration of multifamily housing in general may be a factor in the higher poverty rate in this portion of the city. However, while the southeastern area of this tract has a higher proportion of non-White households, the similarities in income to other portions of the tract indicate that this is not a concentrated area of poverty. Overall, the economic and demographic conditions of this area are reflected of the rest of Dixon, suggesting that this is not a potential R/ECAP area, but there is a concentration of multifamily housing in those area closest to commercial services and employment opportunity.

As part of the Homestead Specific Plan, affordable and age-restricted multifamily units will be constructed in the southern portion of the city, offering housing mobility opportunities in a new area of the city. Further, all sites to accommodate lower- and moderate-income housing to meet the RHNA have been identified in the eastern and southern areas of the city, to provide new housing opportunities for these households elsewhere in areas of the city outside of the tract with higher rates of poverty (see Figure 2 in the Housing Element). Additionally, to improve access to areas of high opportunity for lower-income households, and households of color, the City will continue to work with potential developers to support construction of high-density housing in areas with higher median income and greater access to opportunity to facilitate economic mobility for lower-income residents reduce concentrations of existing multifamily housing (**Programs 3.1.1 and 3.2.3**).



### FIGURE 3-16: LOCAL RACIAL DEMOGRAPHICS



*Source: Esri, 2018; City of Dixon, 2022*

## Familial Status

### Regional Patterns

Patterns of familial status present a potential indicator of fair housing issues, as it relates to availability of appropriately sized or priced housing when certain family types are concentrated. As a protected characteristic, concentrations of family types may also occur as a result of discrimination by housing providers, such as against families with children or unmarried partners. Furthermore, single-parent female-headed households are considered to have a greater risk of experiencing poverty than single-parent male-headed households due to factors including the gender wage gap and difficulty in securing higher-wage jobs.

In 2021, HUD Office of Fair Housing and Equal Opportunity (FHEO) reported the number of housing discrimination cases filed with HUD since January 2013. Of the 41 cases in Solano County that were not dismissed or withdrawn, approximately 12.1 percent (5 cases) alleged familial status discrimination (**Table 3-1, Regional Familial Status Discrimination, 2013-2021**). While it is important to note that some cases may go unreported, five cases in eight years reflects significantly low rates of familial status discrimination in Solano County. Further, the incidence of discrimination against familial status in Solano County is relatively low compared to the region, with only Sacramento, San Francisco, and Sonoma Counties having lower rates.

**TABLE 3-1: REGIONAL FAMILIAL STATUS DISCRIMINATION, 2013-2021**

County	Total Cases*	Cases Alleging Familial Status Discrimination	
		Number	Percentage of Total Cases
Alameda County	125	21	16.8%
Contra Costa County	94	12	12.8%
Marin County	52	10	19.2%
Napa County	28	12	42.9%
Sacramento County	158	15	9.5%
San Francisco County	133	13	9.8%
San Joaquin County	30	4	13.3%
San Mateo County	64	29	45.3%
Santa Clara County	139	44	31.7%
<b>Solano County</b>	<b>41</b>	<b>5</b>	<b>12.2%</b>
Sonoma County	44	3	6.8%
Yolo County	25	4	16.0%

*Source: HUD, 2021*

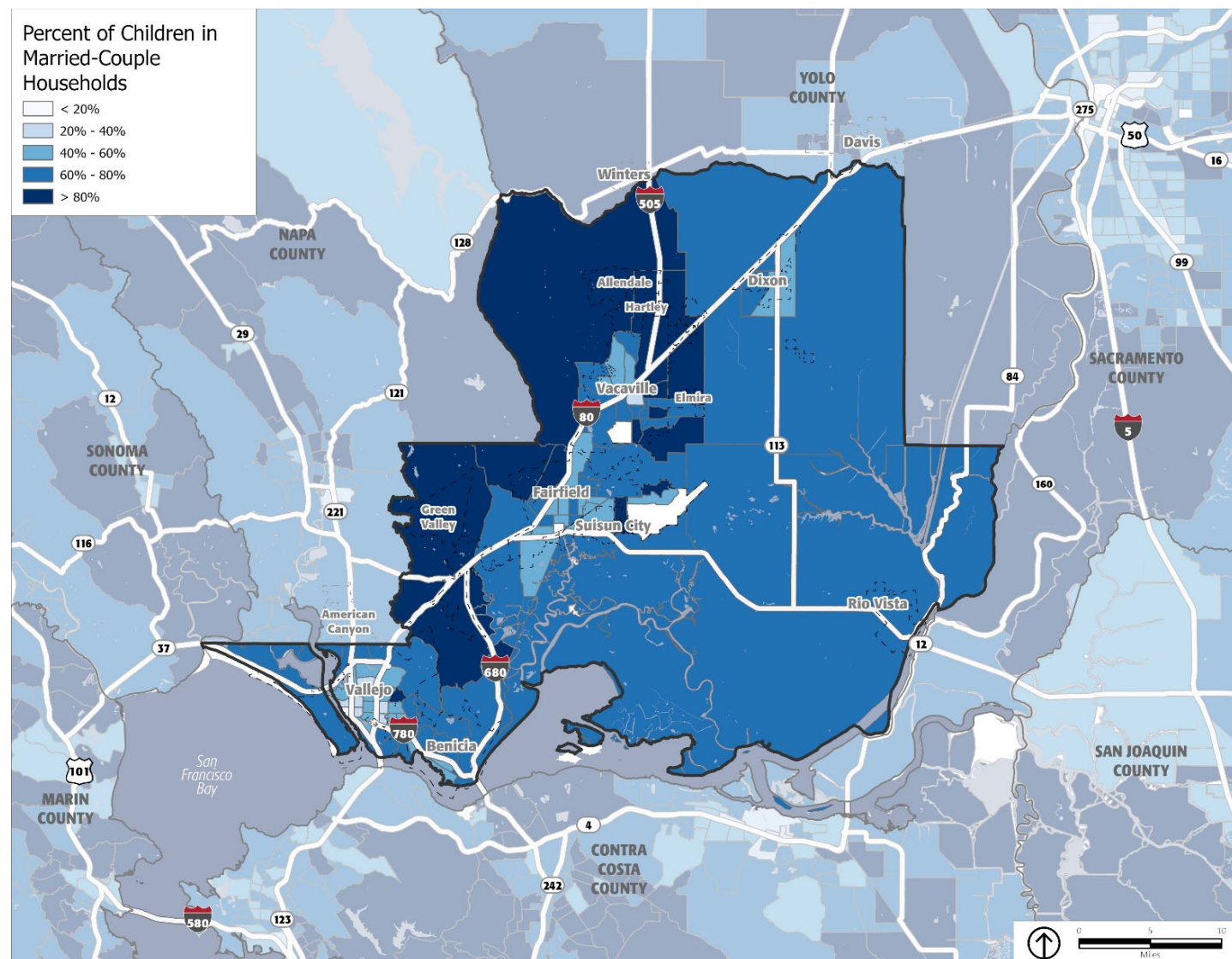
*\*Cases that were withdrawn by the complainant without resolution, resulted in a no cause determination, or were not pursued as a result of failure of the complainant to respond to follow-up by HUD are not included in this total*

While discrimination against familial status does not pose a fair housing issue in Solano County, particularly compared to the region, there are still notable patterns of distribution for varying family types. As seen in **Figure 3-17, Percentage of Children in Married Couple Households in the Region**, most of Solano County has markedly lower rates of this family type, particularly compared to ABAG jurisdictions. The lower rate of families with children found in eastern Solano County is more reflective of northern portions of Yolo and Marin Counties, where residences are typically more dispersed and uses are more agricultural or limited by topography. The highest rates of female-headed households with children in Solano County are in, or immediately adjacent to, incorporated cities, likely where there is better access to schools, transit, and jobs, as well as a greater range in housing types to meet a variety of needs (**Figure 3-18, Percentage of**

**Children in Female-Headed Households in the Region).** This pattern is seen throughout the ABAG and Sacramento Region, with greater concentrations of female-headed households in and near cities, and higher rates of married couples further from urban centers.

Within Solano County, the highest concentration of female-headed households is in the City of Vallejo, with one pocket in the City of Fairfield. In line with this, these cities also have the lowest concentrations of married couple households with children, which is the dominant family type in the northeastern portion of Vacaville and nearby areas of the unincorporated county. In other jurisdictions in the county, there is a more balanced representation of a variety of family types, though married couples are still the primary family type throughout Solano County and the region.

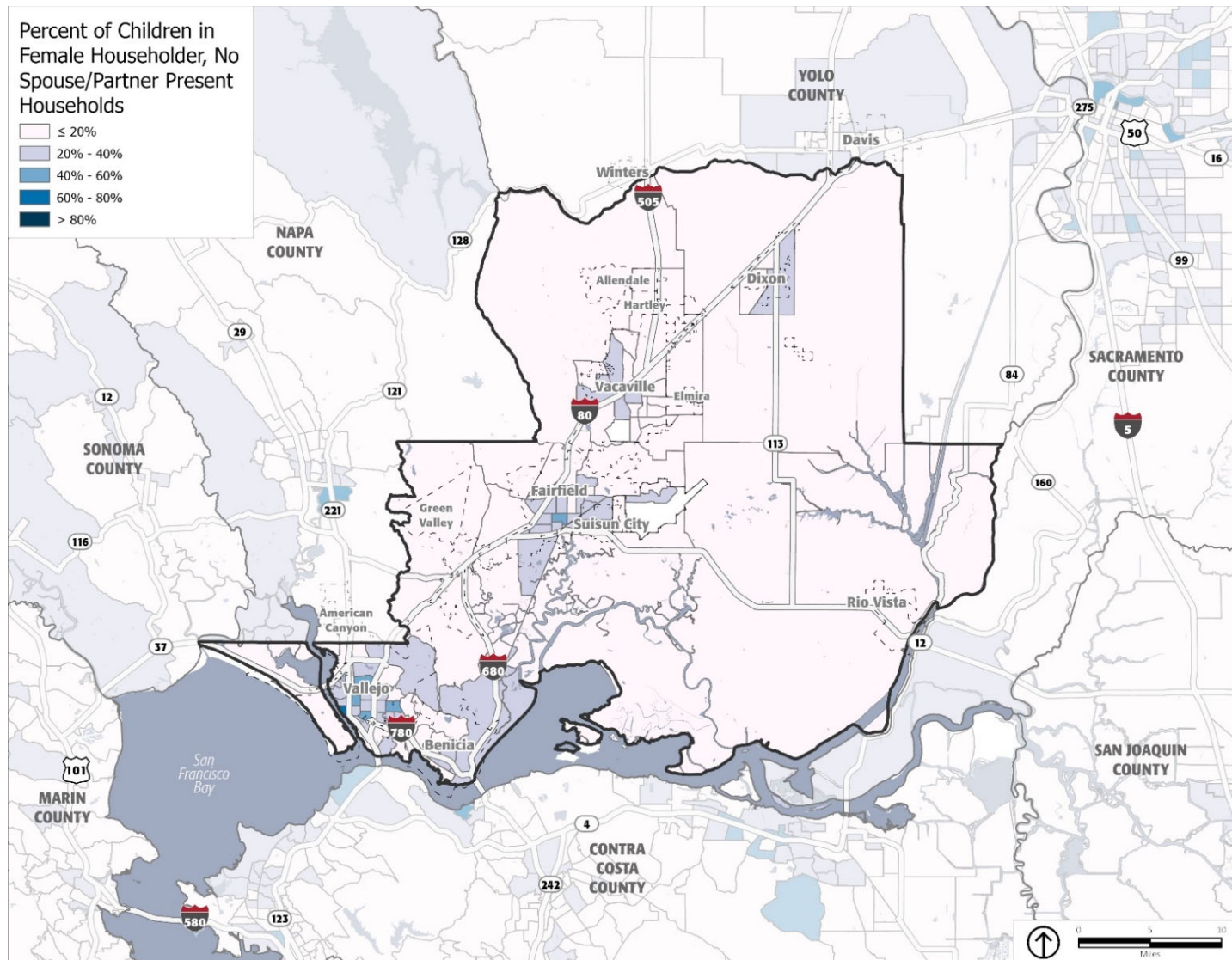
**FIGURE 3-17: PERCENTAGE OF CHILDREN IN MARRIED COUPLE HOUSEHOLDS IN THE REGION**



Source: 2015-2019 ACS



**FIGURE 3-18: PERCENTAGE OF CHILDREN IN FEMALE-HEADED HOUSEHOLDS IN THE REGION**



Source: 2015-2019 ACS

### Local Patterns

Like several other jurisdictions in Solano County, a large proportion of Dixon's households are families. Approximately 85.2 percent of Dixon households are family households, defined by California law as a household two or more persons, regardless of relationship status.<sup>2</sup> In Dixon, 14.8 percent of residents live alone. Single-parent households are at particular risk of fair housing access issues and displacement due to income and childcare challenges. In Dixon, 16.8 percent of households (1,017 households) are female-headed family households, a lower rate than Vallejo (17.2 percent) and similar rate as Suisun City (16.1 percent), but higher than Fairfield (14.6 percent), Vacaville (13.0 percent) Benicia (10.2 percent), the unincorporated area (7.9 percent), and Rio Vista (5.7 percent). Overall, Dixon's proportion of female-headed households is not significantly different than the nearby jurisdictions of Vacaville, Suisun City, and Fairfield, likely reflecting the suburban nature and availability of more housing affordable to lower- and moderate-income households in these jurisdictions. Of the female-headed households in Dixon, 63.4 percent of these households (645 households) include children, a group that, like other single-parent households, often has specific needs such as housing units with multiple bedrooms that are affordable on a single income and proximity to parks, schools, day care, and other services and amenities related to children.

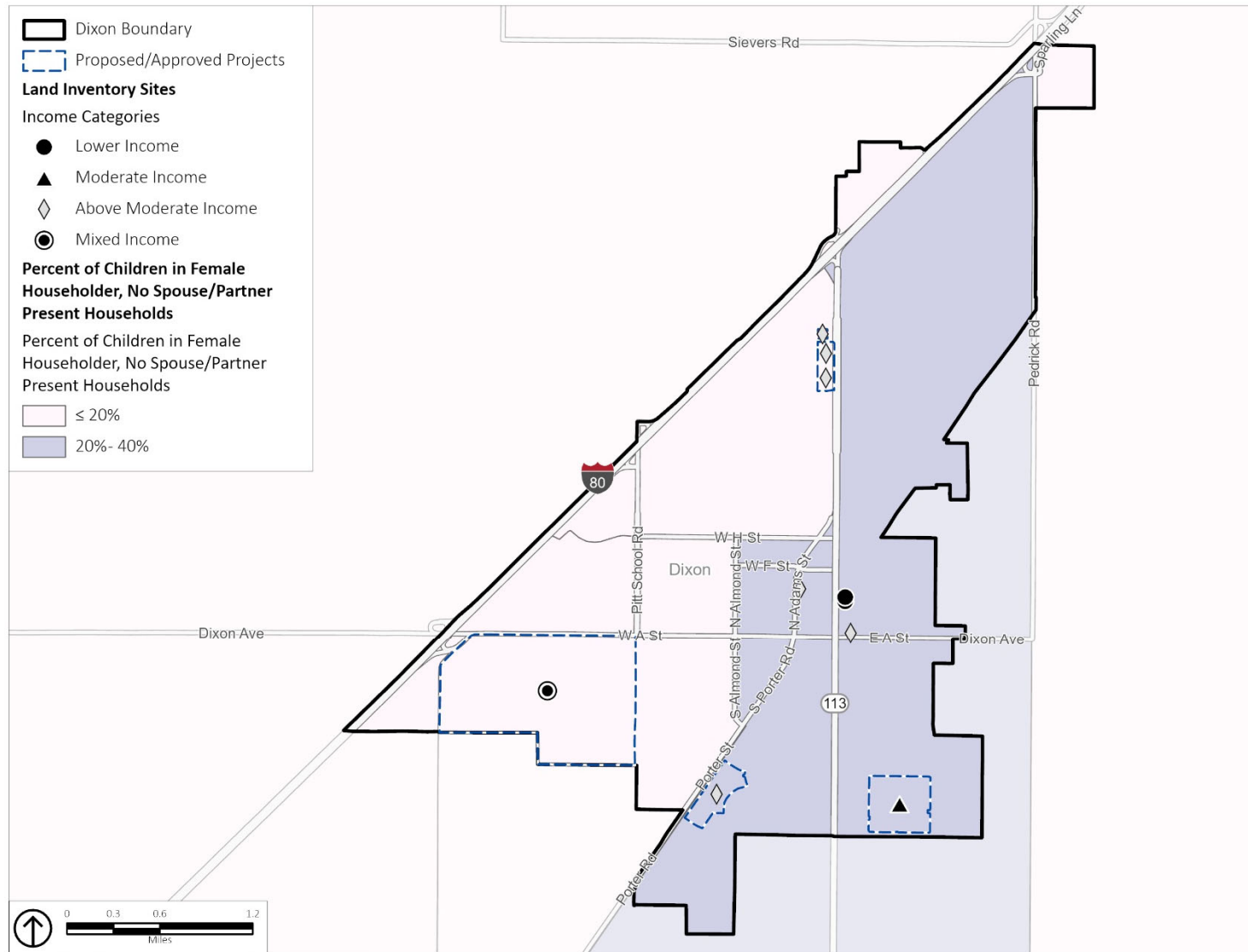
The percent of children in single-parent female-headed households in each census tract ranges from 10.2 to 31.4 percent citywide (**Figure 3-19, Single-Parent Female-Headed Households with Children in Dixon**). The eastern portion of the city, where 31.4 percent of children are in female-headed households, coincides with moderate-resource TCAC/HCD designations. In this tract, approximately 22.1 percent are female-headed with an average household size among these families of 4.23, higher than all other household types. While this is the largest concentration of children in female-headed households, the tract to the west, bounded by SR 113 to the east, I-80 to the west, and H Street to the south, has a similar proportion of female-headed households, at approximately 14.8 percent of all households, and in the tract to the south, which includes the Homestead Specific Plan area, 10.1 percent of households are female-headed. However, in these two more western tracts, the average household size of female-headed households is 4.17 and 3.78, respectively. Further, in these tracts the percent of children in female-headed households is 12.1 percent and 10.2 percent, respectively. Therefore, while the rate of children shown in **Figure 3-19** is significantly higher in the eastern area of the city, the percent of female-headed households overall is not notably different in each tract. However, throughout the city, the average household size of female-headed households is higher than other household types, indicating a need for larger, more affordable housing units, and access to resources to support single-parents during non-school hours.

The city's highest resource tract, along with all but one of the city's high resource tracts, coincide with areas where the rate of single-parent, female-headed households with children is 10.0 to 12.0 percent. In these highest-income neighborhoods, the primary type are households in which householders live together with spouses, with the majority of children living in married-couple households. The City will implement **Program 4.1.1** to improve access to affordable housing for single-parent female-headed households in areas of higher opportunity by encouraging construction of affordable units in a range of sites, and improve opportunities in low-opportunity areas.

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<sup>2</sup> Housing Needs Assessment, Table 2-3

**FIGURE 3-19: SINGLE-PARENT, FEMALE-HEADED HOUSEHOLDS WITH CHILDREN IN DIXON**



Source: 2015-2019 ACS

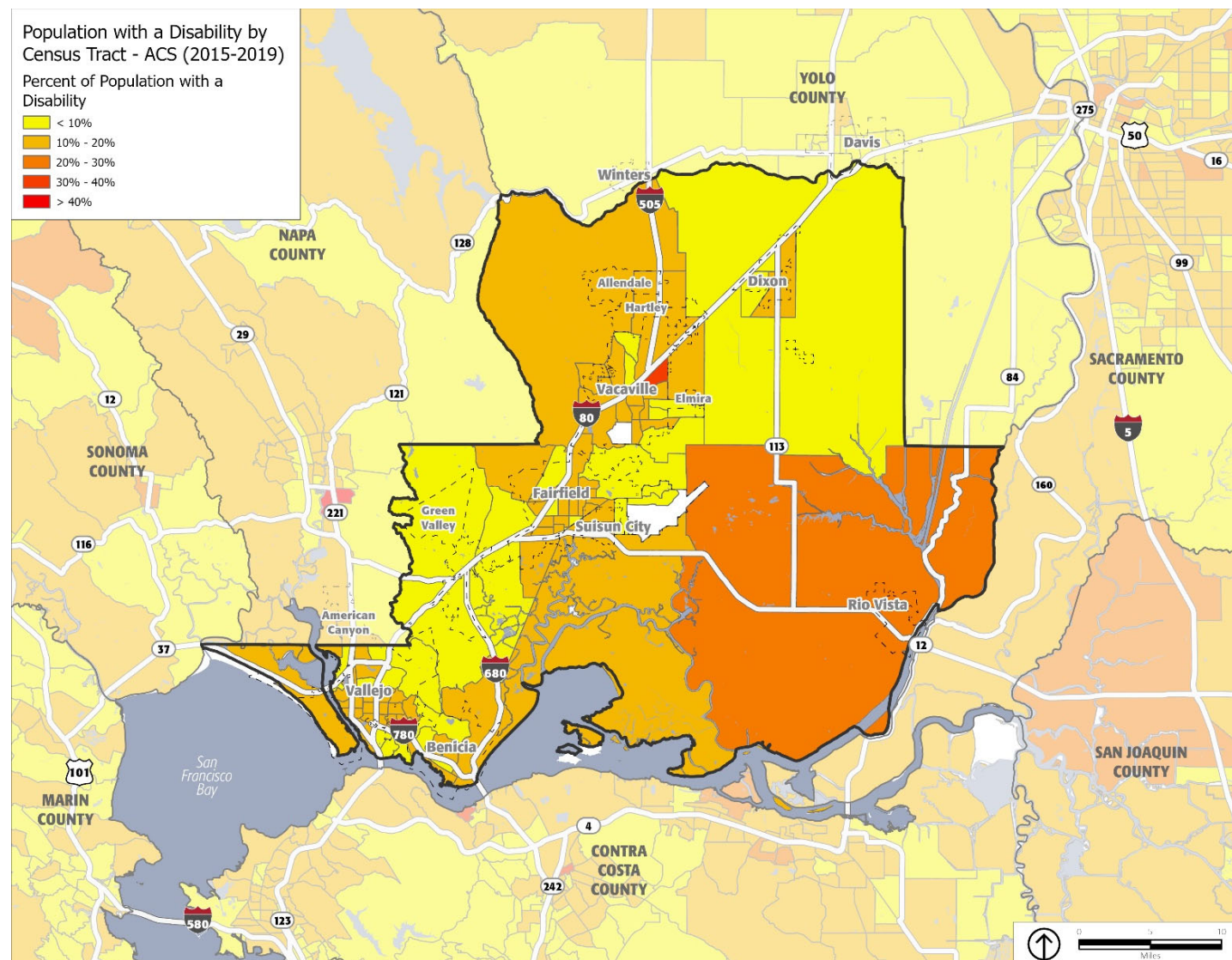


## Disability Rates

### Regional Patterns

**Figure 3-20, Population with a Disability in the Region**, presents the percent of the population in each census tract that has a disability. As shown, a large area of eastern Solano County in which nearly 23.8 percent of the population has a disability, one of the largest areas with a high disability rate in the region. However, this tract includes the City of Rio Vista, where nearly half of the population is 65 years or older (see **Appendix 2-Regional Housing Needs Assessment**, Table 2-2, Population by Age, 2019). As shown in **Table 3-2, Demographic Characteristics of the Population with a Disability**, 44.3 percent of the population in Solano County with a disability falls into this age group, suggesting that the high rate of disability in the southeastern portion of the county is likely due to the concentration of seniors. The second area of concentrated disability in Solano County is in the City of Vacaville, in the tract encompassing Leisure Town, a retirement community restricted to residents aged 50 and older. With the exception of these two areas of senior populations, disability rates in Solano County largely reflect patterns seen throughout the Bay Area (see **Table 3-2, Demographic Characteristics of the Population with a Disability**), with slightly higher rates of disability in more developed areas (**Figure 3-20, Population with a Disability in the Region**). This is likely due to proximity to services and accessible housing options that are often desirable to persons with disabilities. Regional service providers indicate that residents living with disabilities prefer to live independently but limited housing options may restrict options to care facilities. Additionally, senior residents typically make up a substantial share of residents living with disabilities.

FIGURE 3-20: POPULATION WITH A DISABILITY IN THE REGION



Source: 2015-2019 ACS

**TABLE 3-2: DEMOGRAPHIC CHARACTERISTICS OF THE POPULATION WITH A DISABILITY**

<b>Demographic Characteristic</b>	<b>Solano County</b>	<b>Bay Area</b>
Population with a disability	52,642	735,533
<i>Race and Ethnicity</i>		
White, alone	57.0%	56.2%
Black or African American, alone	16.3%	9.8%
Alaska Native/Alaska Native, alone	0.8%	1.0%
Asian, alone	14.3%	20.1%
Native Hawaiian/Pacific Islander, alone	0.9%	0.6%
Some other race or multiple races	10.8%	12.4%
Hispanic or Latino	16.5%	19.4%
<i>Age</i>		
Under 18 years	7.3%	6.3%
18 to 34 years	10.2%	11.5%
35 to 64 years	38.2%	33.9%
65 years and over	44.3%	48.4%
<i>Disability Type</i>		
Hearing Difficulty	29.7%	28.5%
Vision Difficulty	15.1%	17.2%
Cognitive Difficulty	36.1%	38.1%
Ambulatory Difficulty	51.5%	50.3%
Self-Care Difficulty	20.4%	22.8%
Independent Living Difficulty	34.9%	40.7%

*Source: 2015-2019 ACS*

The characteristics of the population with a disability in Solano County closely reflects patterns throughout the Bay Area (**Figure 3-20, Population with a Disability in the Region**). This is also reflected in the geographic distribution of persons with disabilities, with no notable concentrations of high disability rates in Solano County compared to the ABAG and Sacramento regions, with the exception of the City of Rio Vista (see **Appendix 2-Regional Housing Needs Assessment**, Table 2-32, Population by Disability Status, 2015-2019).

### Local Patterns

Approximately 11.1 percent of Dixon's population lives with one or more types of disabilities, close to the Solano County average of 12.3 percent and the Bay Area average of 9.6 percent.<sup>3</sup> Dixon residents living with disabilities are not meaningfully concentrated in any part of the city, with rates ranging between 9.0 to 13.2 percent by census tract (**Figure 3-21, Percent of the Population with a Disability in Dixon**). However, the census tract with the highest citywide rate, 13.2 percent, coincides with moderate-resource TCAC/HCD designations. The city's highest-resource tract, along with all but one of the city's high-resource tracts, coincide with areas where the rate of disability is 9 to 10 percent. This data indicates that a smaller proportion of residents in Dixon's high and highest-resource areas are living with disabilities, and that those residents who are living with a disability are primarily in moderate-resource areas, where they may have more limited access to opportunities. The spatial distribution of Dixon residents living with disabilities has not meaningfully shifted between 2014 and 2019.

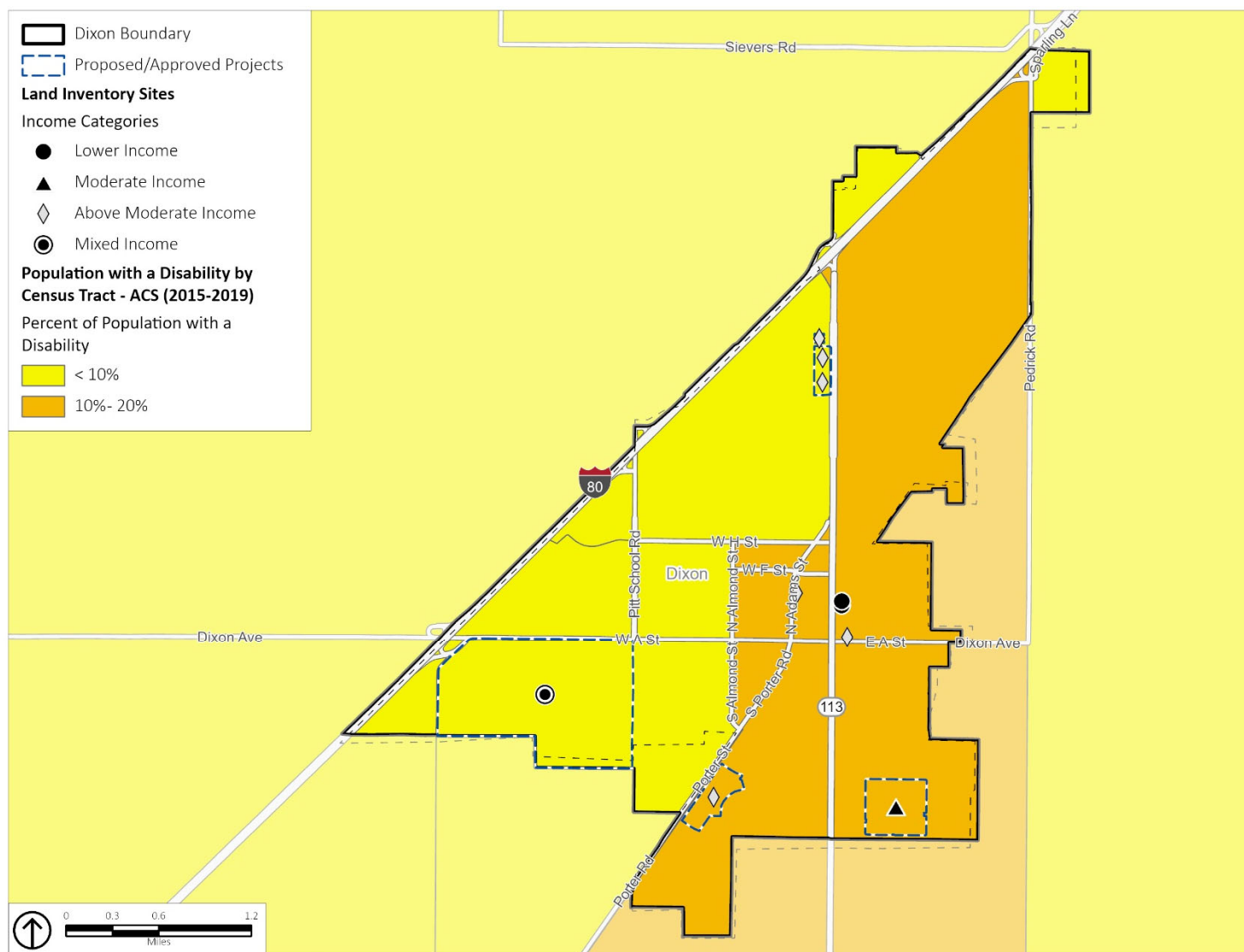
During the consultation process, stakeholders expressed a need for more accessible housing for older adults and persons with disabilities. Further, FHANC reported that during testing for discrimination, they found that approximately half of landlords did not accept service animals, excluding persons that rely on service animals for independent and safe living conditions, and FHANC and LSNC both reported that the primary fair housing complaint they receive is regarding disability discrimination, primarily denials of reasonable accommodations. While stakeholders reported that these are not an isolated issues in Dixon, they do present barriers to housing mobility for these populations and indicate discrimination against persons with disabilities. The City has included Program 7.2.1 contract with fair housing service providers to biannual trainings for landlords and tenants on fair housing rights and responsibilities, which will include requirements regarding reasonable accommodations.

Further, to improve access to housing for senior residents and other residents with disabilities, the City has included **Program 4.1.2** to encourage all new units to be universally designed so they are accessible for both occupants and visitors. Additionally, when funds are available, the City will support services and developments targeted for developmentally disabled persons and households (**Programs 4.1.1 and 5.3.1**).

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<sup>3</sup> Housing Needs Assessment, Table 2-32

FIGURE 3-21: POPULATION WITH A DISABILITY IN DIXON



*Source: 2015-2019 ACS; City of Dixon, 2022*

## Access to Opportunity

### Transit Mobility

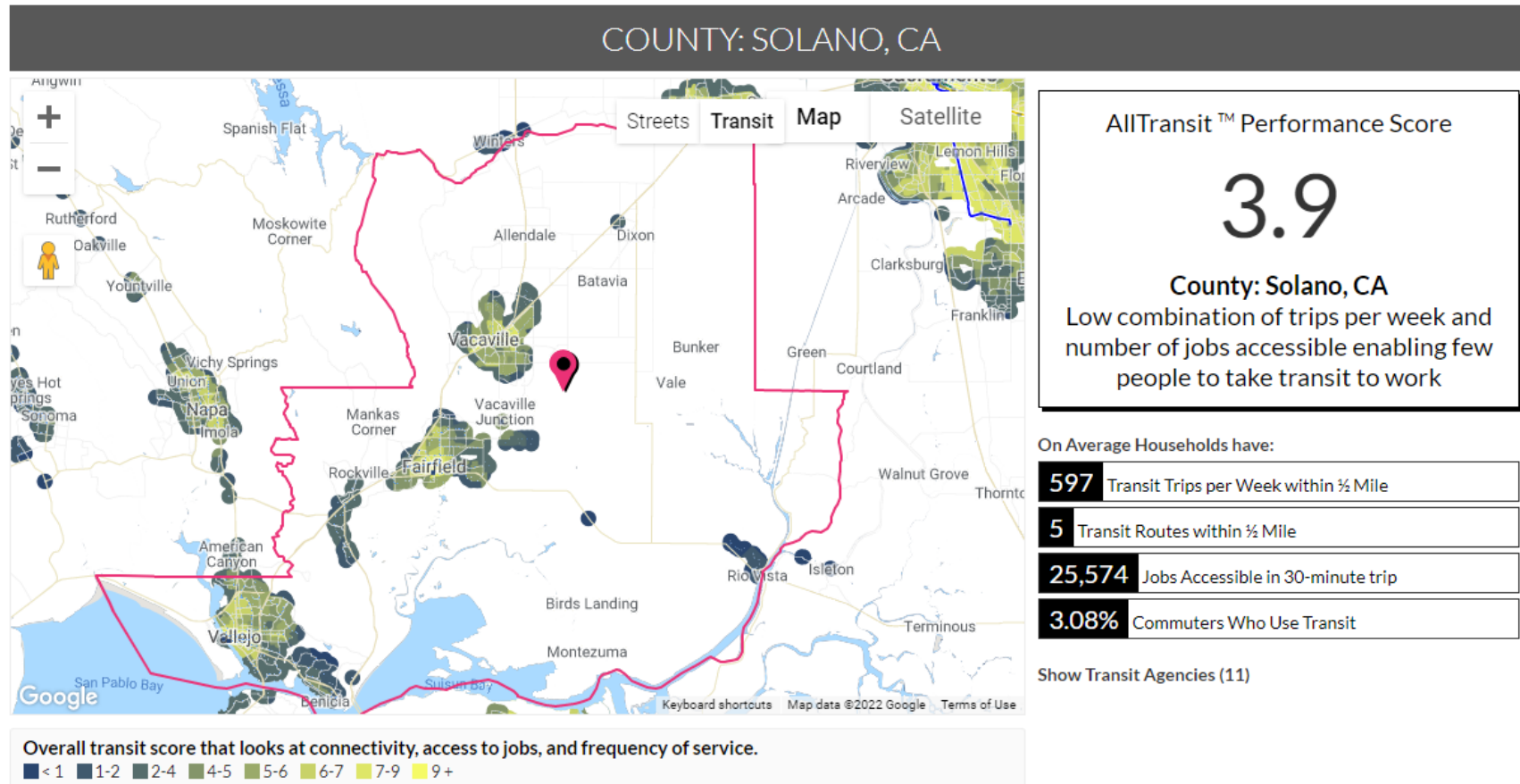
Transit mobility refers to an individual's ability to navigate the city and region on a daily basis to access services, employment, schools, and other resources. Indicators of transit mobility include the extent of transit routes, proximity of transit stops to affordable housing, and frequency of transit.

#### Regional Patterns

AllTransit is a transit and connectivity analytic tool developed by the Center for Neighborhood Technology for the advancement of equitable communities and urban sustainability. The tool analyzes the transit frequency, routes, and access to determine an overall transit score at the city, county, and regional levels. **Figure 3-22, AllTransit Transit Access in the Region** depicts where in Solano County transit is available and areas with higher connectivity scores. As shown, public transit in Solano County is largely isolated within incorporated jurisdictions, with little to no available transit between cities or within unincorporated areas. While transit companies such as Amtrak and Greyhound offer connections from Sacramento to San Francisco that have stops along the I-80 corridor, these are not typically used as transit opportunities for daily activities. All residents of Solano County have access to the Clipper Card, a program that works for 24 transit services within the San Francisco Bay Area, including Solano County Transit (SolTrans), Fairfield and Suisun Transit (FAST), and Vacaville City Coach.



FIGURE 3-22: ALLTRANSIT TRANSIT ACCESS IN THE REGION



Source: AllTransit.cnt.org, 2022

AllTransit scores geographic regions (i.e., cities, counties, Metropolitan Statistical Areas [MSAs], etc.) on a scale of 0 to 10. The lowest scores in Solano County are in the cities of Dixon (0.9), Rio Vista (1.8), and Benicia (2.5), and higher scores are found in the cities of Fairfield (4.1), Suisun City (4.7), Vacaville (4.9), and Vallejo (5.0). As shown in **Table 3-3, Regional AllTransit Performance Scores**, transit accessibility in Solano County reflects the scores of neighboring counties with large agricultural industries, such as Napa, San Joaquin, and Sonoma Counties, and is far more limited than more urban jurisdictions in the Bay Area and Sacramento regions.

**TABLE 3-3: REGIONAL ALLTRANSIT PERFORMANCE SCORES**

<b>Jurisdiction/Region</b>	<b>Score</b>
Alameda County	7.1
Contra Costa County	5.0
Marin County	4.8
Napa County	3.3
Sacramento County	4.8
San Francisco County	9.6
San Joaquin County	3.0
San Mateo County	6.1
Santa Clara County	6.5
<b>Solano County</b>	<b>3.9</b>
Sonoma County	3.4
Yolo County	4.6

*Source: AllTransit.cnt.org, 2022*

In Solano County, there are several transit options available to residents, depending on where they are located within the county. SolanoExpress, managed by the Solano Transportation Authority (STA), provides express intercity bus service throughout the county, with many routes operated by local transportation agencies, such as FAST. Transportation services in Solano County include the following:

- SolTrans serving Fairfield, Vallejo, and Benicia with connections outside of the county
- FAST serving Fairfield, Travis Air Force Base, and Suisun City
- Rio Vista Delta Breeze serving Rio Vista, Fairfield, and Suisun City with connections outside of the county
- Vacaville City Coach serving Vacaville
- Solano Mobility serving older adults and persons with disabilities throughout Solano County



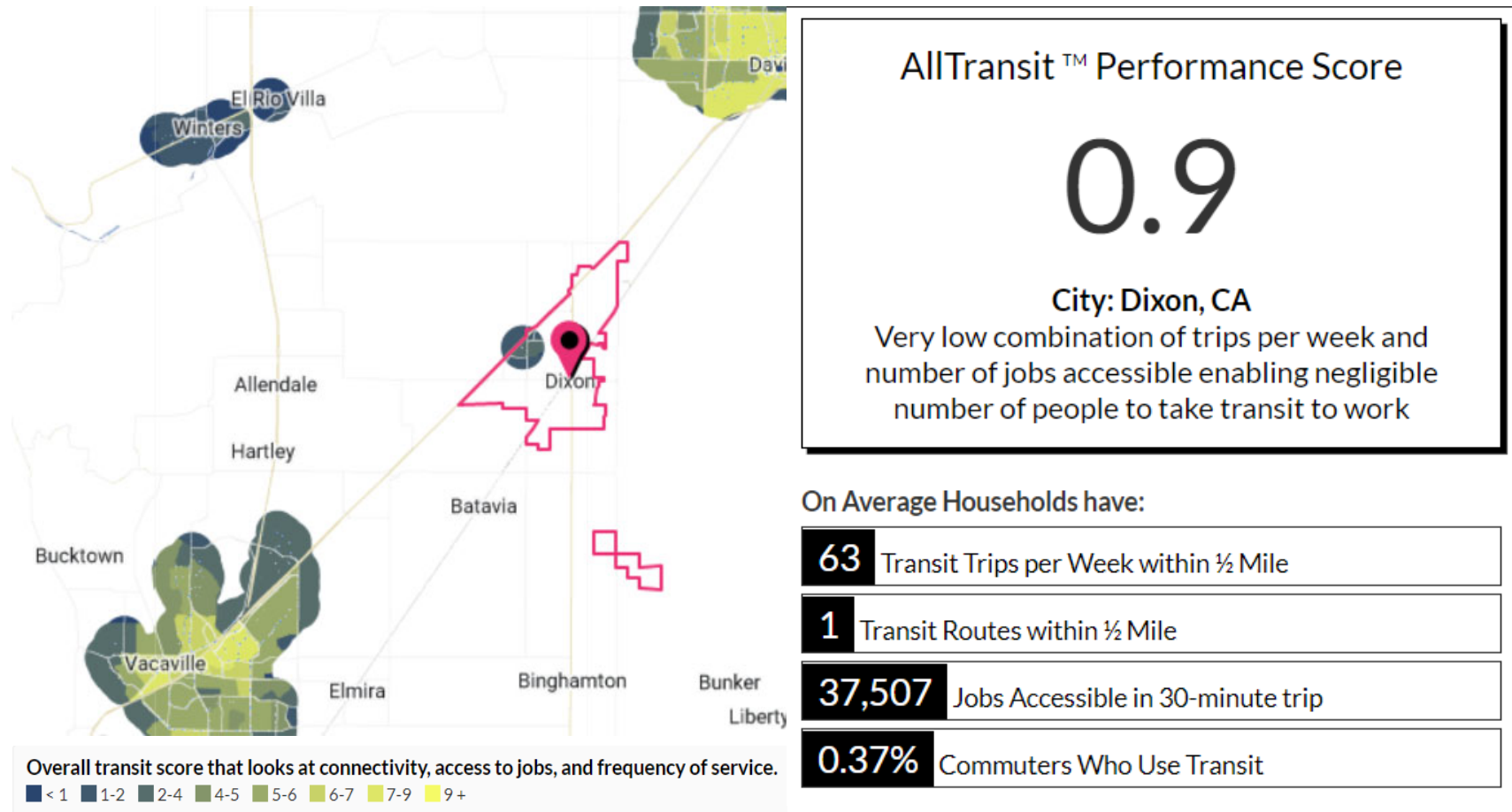
In addition to standard fixed routes offered by each transportation agency, there are several specialized programs available as well. SolTrans offers the Subsidized Lyft Program that pays a portion of Lyft rides throughout the City of Benicia and to the Springstown Center in Vallejo for seniors, veterans, and persons with disabilities. The GoGo Grandparent program is a partnership between SolTrans and Solano Mobility that offers help to older adults to access and use Uber and Lyft without a smartphone by scheduling rides for them. Solano Mobility independently offers four additional programs: Travel Training, Solano Older Adults Medical Trip Concierge Service, Vehicle Share Program, and Solano County Intercity Taxi Card Program. The Travel Training program offers individuals or groups training on how to board and ride public transit, navigate routes, and use bus features such as bike racks and wheelchair lifts. The medical concierge service subsidizes Uber and Lyft rides for Solano County residents aged 60 and over to travel to and from medical appointments while the Intercity Taxi Card Program issues pre-paid debit cards to certified riders with disabilities to be used for taxi rides between transit service areas. These cards are loaded with \$100 and available for riders to purchase for \$40, or \$20 for qualified low-income individuals. Faith in Action, the American Cancer Society/Road to Recovery, and Veteran's Affairs (VA) also offer free door-to-door rides for ambulatory seniors aged 60 and older and those under age 60 with specific medical issues. These programs are available to all Solano County residents regardless of location, unless otherwise specified.

In the ABAG region, transit mobility opportunities are typically more readily available in dense urban areas such as the East Bay and San Francisco. In more suburban areas, such as the I-680 corridor in Contra Costa County, there is more limited transit mobility, with AllTransit scores matching those found throughout Solano County. While there are a variety of transit options available in Solano County, residents in many suburban, agricultural, and rural communities are more limited than elsewhere in the ABAG region, which may limit employment opportunities and present a barrier to housing mobility for those households reliant on transit. In the following analysis of transit mobility, the individual jurisdictions have identified programs to address access specific to their transit needs.

### Local Patterns

Dixon is served primarily by intercity public transportation through Solano Express's Blue Line, which travels from Sacramento to the Walnut Creek Bay Area Rapid Transit (BART) station, with stops at University of California (UC) Davis and in Fairfield, Vacaville, and Dixon. **Figure 3-23, Transit Score in Dixon**, depicts where transit is available in Dixon. As shown, public transportation connectivity is only on Pitt School Road and Market Street where the Blue Line picks up and drops off riders traveling to and from Dixon. The City of Dixon also offers a public dial-a-ride transit system, the Dixon Rendi-Ride, which provides curb-to-curb transit during the weekdays. More information on the Dixon Rendi-Ride is covered later in the Dixon's Disability Services section. According to AllTransit, Dixon has a transit score of 0.9, likely due to very limited public transportation options and accessibility. Given the limited public transportation options in Dixon, the City will improve marketing of Solano Mobility programs to help connect seniors and other residents to services within the city and throughout the county (**Program 7.2.1**).

FIGURE 3-23: TRANSIT SCORE IN DIXON



Source: AllTransit, 2021

## Housing Mobility

### Regional Patterns

Housing mobility refers to an individual's or household's ability to secure affordable housing in areas of high opportunity, move between neighborhoods, and purchase a home if they so choose. Indicators of housing mobility include distribution of HCVs, availability of rental and ownership opportunities throughout the city, and vacancy rates. A “healthy” vacancy rate is considered to be approximately 5.0 percent, indicating that there are available housing units for those seeking housing, but not an oversaturated market that results in homes left unused. In Solano County, the vacancy rate in 2021 was approximately 5.3 percent, indicating a relatively “healthy” vacancy rate and reflecting a similar rate as most counties in the surrounding region (**Table 3-4, Regional Vacancy Rates**). This suggests that residents living in Solano County, or seeking to live in Solano County, have similar mobility options overall compared to most of the region. Mobility based on vacancy varies within Solano County by jurisdiction and is discussed further below.

**TABLE 3-4: REGIONAL VACANCY RATES**

Geography	Total Housing Units	Occupied Housing Units	Vacancy Rate
Bay Area	3,402,378	3,213,576	5.6%
Alameda County	617,415	585,588	5.2%
Contra Costa County	420,751	398,387	5.3%
Marin County	112,690	105,395	6.5%
Napa County	54,982	48,684	11.5%
Sacramento County	583,631	552,252	5.4%
San Joaquin County	252,686	238,577	5.6%
San Mateo County	282,299	266,650	5.5%
Santa Clara County	680,298	648,665	4.6%
<b>Solano County</b>	<b>161,371</b>	<b>152,877</b>	<b>5.3%</b>
Sonoma County	206,768	189,316	8.4%
Yolo County	79,472	76,555	3.7%

*Source: Department of Finance E-5 City/County Population and Housing Estimates, 2021*

HCVs, or Section 8 vouchers, provide assistance to lower-income households to secure housing in the private market that might otherwise be unattainable. In Solano County, vouchers are allocated by the Vacaville Housing Authority, Suisun City Housing Authority, Vallejo Housing Authority, Fairfield Housing Authority, and the Solano County Housing Authority to residents of the unincorporated areas and to the cities of Dixon and Rio Vista. Section 8 participants can use their voucher to find the housing unit of their choice that meets health and safety standards established by the local housing authority. The housing authority will then subsidize an amount up to the Fair-Market Rent (FMR) established by HUD toward the contract rent, with any remainder to be paid by the participant. The subsidy increases housing mobility opportunities for Section 8 participants and ensures that they are provided safe housing options. Solano County falls within the Vallejo-Fairfield MSA, for which HUD establishes FMRs annually to be used as the baseline for Section 8 subsidies (**Table 3-5, Vallejo-Fairfield MSA FMRs, 2022**).

**TABLE 3-5: VALLEJO-FAIRFIELD MSA FMRS, 2022**

Unit Size	FMR
Studio	\$1,232
1-bedroom	\$1,408
2-bedroom	\$1,677
3-bedroom	\$2,382
4-bedroom	\$2,870

*Source: HUD, 2022*

### Local Patterns

As discussed in the Housing Tenure section of **Appendix 2-Regional Housing Needs Assessment**, approximately 30.1 percent of households in Dixon are renters. The rental vacancy rate in Dixon is 8.0 percent, while the ownership unit vacancy rate is 0.6 percent. The very low ownership unit vacancy rate indicates a shortage of for-sale homes available in Dixon for those who would like to purchase a home. Additionally, while renters are the minority tenure in Dixon, HCV holders represent 5.0 to 15.0 percent of the renter-occupied housing units east of N. Almond Street and north of W. H Street. No voucher households were reported west of N. Almond Street and south of W. H Street. The census tract east of I-80, west of North 1st Street, and north of W. H Street had the highest concentration of HCV participants (9.5 percent of renters). Dixon rent ranges from \$1,850 to \$3,549 for two-bedroom units, three-bedroom units, and four-bedroom units (see **Appendix 2-Regional Housing Needs Assessment**, Table 2-28: Rental Rates, 2021). The median contract rent is \$1,277 for Dixon (see **Appendix 2-Regional Housing Needs Assessment**, Table 2-27: Contract Rents for Renter-Occupied Units,

2015-2019). Even with high vacancy rates, many units may be unattainable to lower-income households without governmental subsidies. To promote mobility with vouchers, the City has included **Program 5.4.2** to work with fair housing providers to ensure landlords and rental management entities are aware of the requirement to accept HCVs as a source of income.

## Employment Opportunities

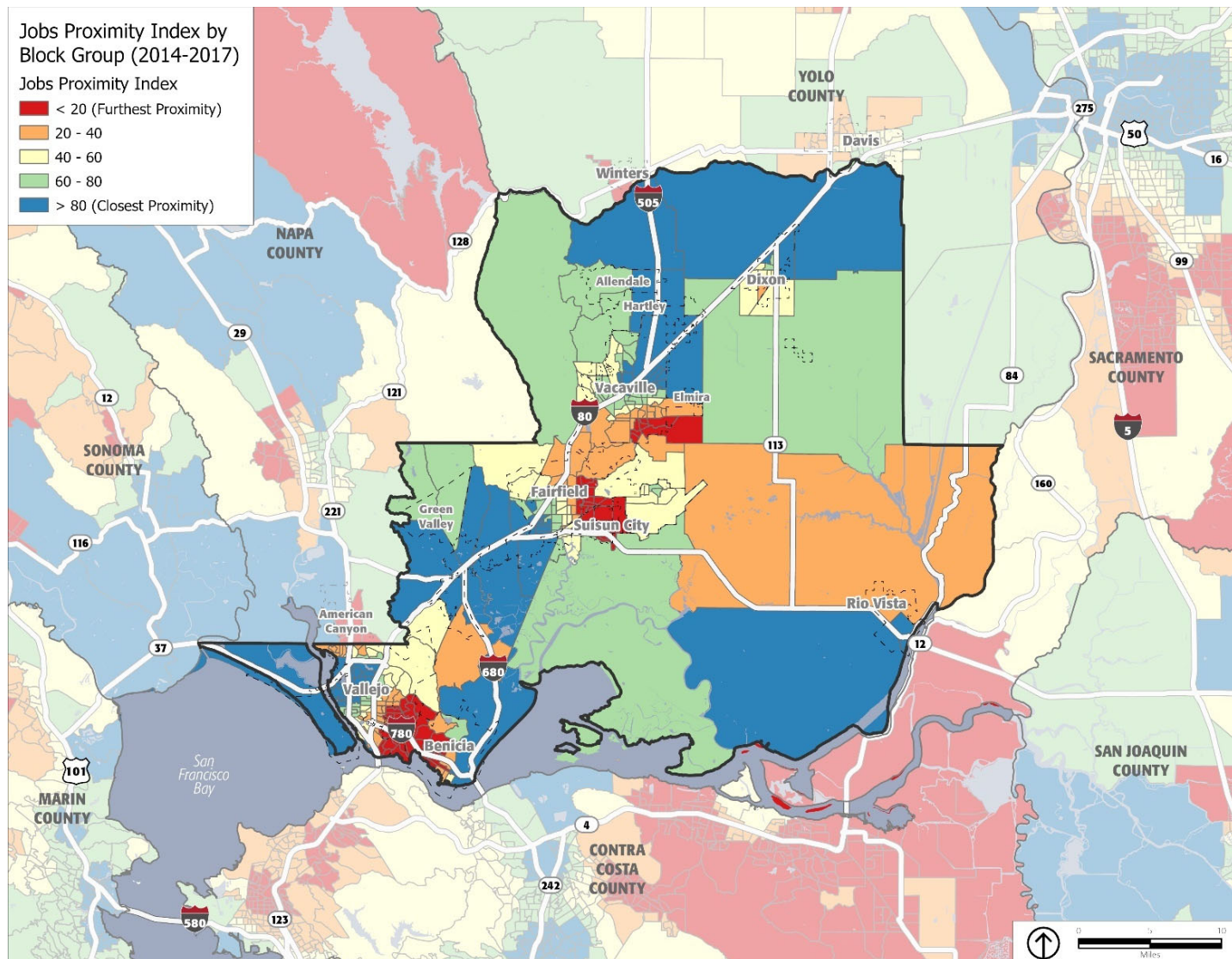
### Regional Patterns

HUD developed two indices to analyze access to employment opportunities: the jobs proximity index and the labor market engagement index. The jobs proximity index identifies census tracts based on their proximity to employment opportunities and the labor market engagement index scores labor force participation and human capital in each tract, with consideration of unemployment rates and educational attainment. For both indices, a higher score indicates stronger job proximity or labor force participation.

According to these indices, Solano County has more consistent proximity to jobs but lower labor force engagement than many other counties in the ABAG region (**Figure 3-24, Regional Jobs Proximity**, and **Figure 3-25, Regional Labor Market Engagement**). Labor force engagement patterns in Solano County more closely reflect the neighboring counties of Yolo and San Joaquin in the Sacramento region, where population distribution and industries are similar to most of Solano County. The area with the lowest labor force engagement in Solano County, however, is in the tract that includes the City of Rio Vista where there is a sizable senior population, which may include residents who retired early. As shown in **Table 3-6, Regional Unemployment Rates, 2010-2021**, the unemployment rate in Solano County in 2021 was one of the highest in the Bay Area and Sacramento regions, at 5.4 percent. However, Solano County saw one of the largest decreases in unemployment since 2010, surpassed only by San Joaquin and Yolo Counties.

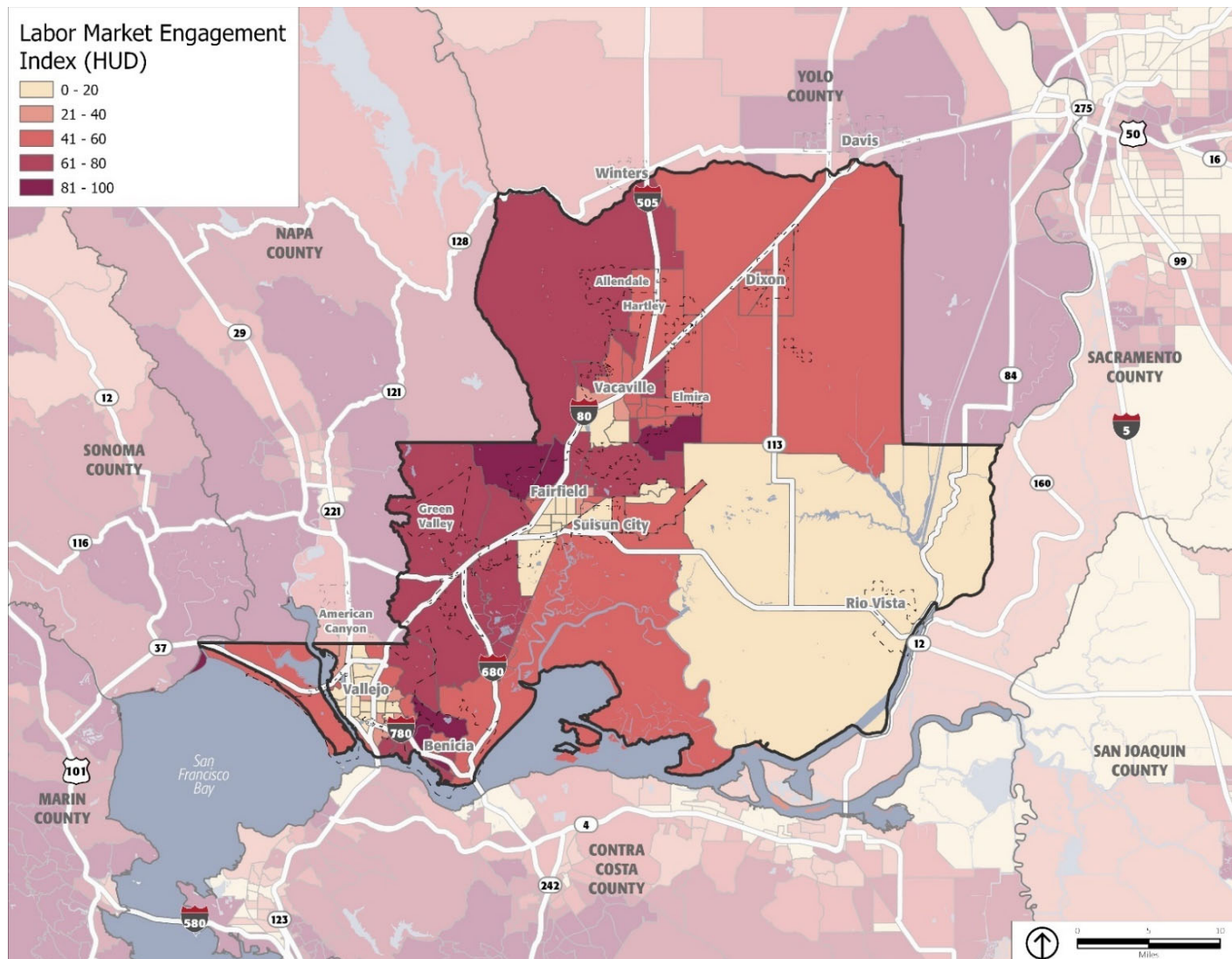


FIGURE 3-24: REGIONAL JOBS PROXIMITY



Source: HUD, 2017

FIGURE 3-25: REGIONAL LABOR MARKET ENGAGEMENT



Source: HUD, 2017

**TABLE 3-6: REGIONAL UNEMPLOYMENT RATES, 2010-2021**

County	2010	2021
Alameda County	11.0%	4.2%
Contra Costa County	11.1%	4.5%
Marin County	8.0%	3.0%
Napa County	10.9%	4.2%
Sacramento County	13.1%	5.1%
San Francisco City and County	9.1%	3.3%
San Joaquin County	17.2%	6.5%
San Mateo County	8.4%	3.0%
Santa Clara County	10.3%	3.2%
<b>Solano County</b>	<b>12.8%</b>	<b>5.4%</b>
Sonoma County	10.9%	3.8%
Yolo County	12.6%	4.3%

*Source: California Employment Development Department, 2021*

The U.S. Census Longitudinal Employer-Household Dynamics (LEHD) reports the distance and direction between home and work for residents of each jurisdiction and the ratio between jobs and households. According to LEHD, approximately 40.6 percent of Solano County residents live within 10 miles of their job, with the greatest concentration of these jobs in Fairfield (13.5 percent) and Vacaville (13.5 percent). Approximately 18.1 percent of Solano County residents report commuting more than 50 miles to their job, with 38.2 percent of these residents commuting southeast into San Joaquin County. Overall, approximately 50.4 percent of the individuals that work in Solano County commute in from areas outside of the county. On average, in the comparison jurisdictions that comprise the Bay Area and a portion of the Sacramento region, 42.5 percent of residents live within 10 miles of their job, 15.4 percent live more than 50 miles from their job, and 49.4 percent live outside of the county in which they work. In Solano County, the jobs-household ratio, which is an indicator of whether there is a balance between the number of jobs and the number of households, was 0.93 in 2018 according to LEHD Workplace Area Characteristics (WAC). This ratio suggests that there was a shortage of jobs in Solano County to support the number of households, which may partially contribute to the number of residents that commute outside of the county for work. In comparison, in the Bay Area, the jobs-household ratio was 1.47, indicating that there is a shortage of housing to support the job base in this region. Generally,



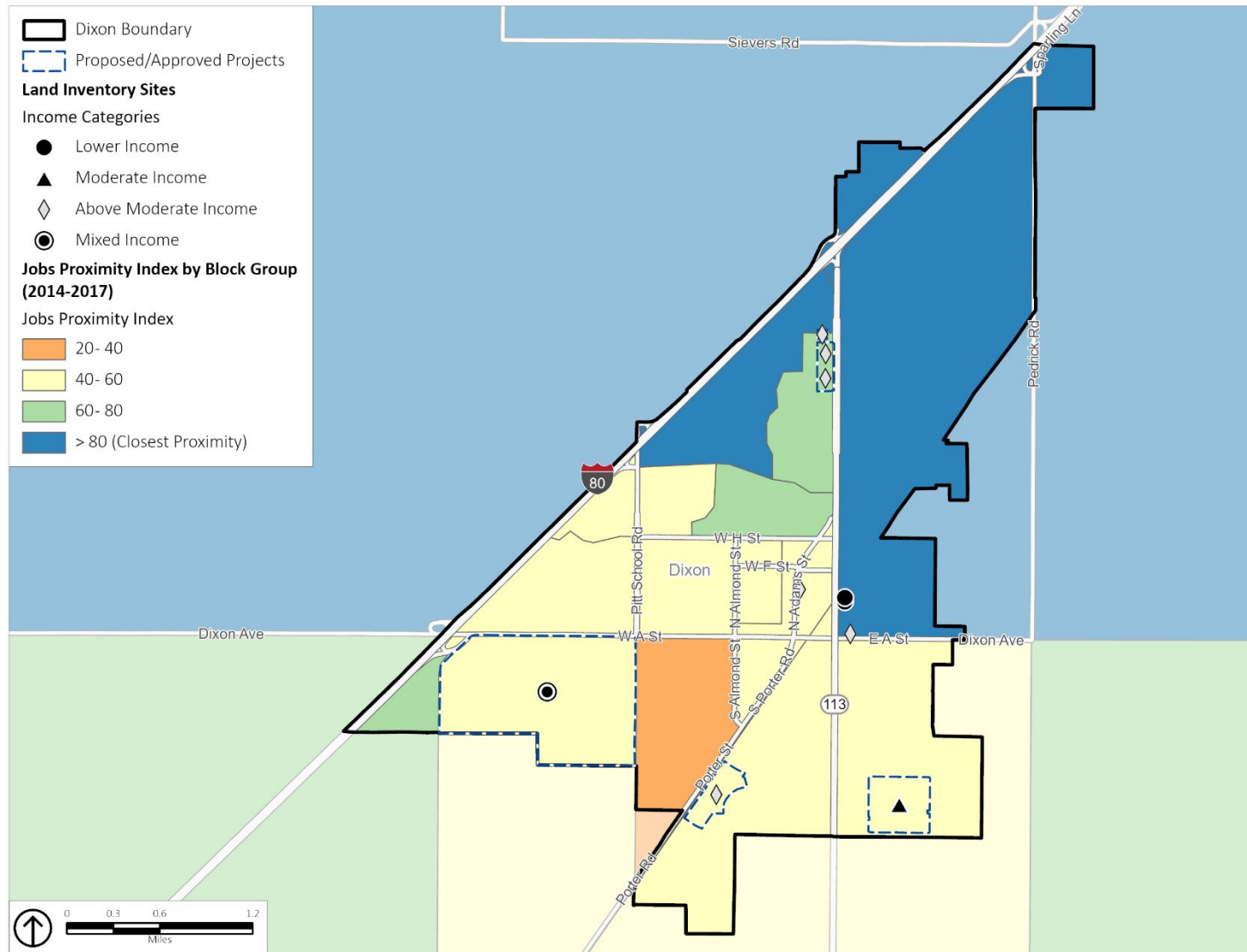
Solano County appears to have sufficient housing for those jobs in the county, but still has a slightly higher rate of persons that commute into the county than the region overall.

### Local Patterns

According to HUD, the closest proximity to jobs in the City of Dixon is in the northern-most portion, with proximity decreasing moving toward the southern border (**Figure 3-26, Local Jobs Proximity Index**). Northern Dixon has a concentration of commercial and industrial areas that support this increased proximity to jobs, while the remainder of the city is predominantly residential with commercial uses incorporated through lower-intensity uses. Despite the small geographic size of the city and concentration of jobs, only approximately a third of Dixon residents live within 10 miles of their place of employment. According to LODES data, approximately 86.4 percent of employed residents in Dixon commute to areas outside of the city for work. However, the Labor Market Engagement Index scores in Dixon range from 48 to 57, indicating low participation in the labor force among all residents. With an unemployment rate of 5.2 percent (see **Appendix 2-Regional Housing Needs Assessment**, Figure 2-5, Unemployment Rate), which mirrors most jurisdictions in the county, it is unlikely that those residents in Dixon that are seeking employment do not have access to opportunities. However, in 2018, Dixon had a jobs-household ratio of 0.9, suggesting a slight shortage of jobs compared to households. The combination of employment factors in Dixon indicates that the jobs in the city may not meet the needs of residents, based on those commuting out of the city, while the housing stock presents a barrier to those employed in the city, based on the jobs-household ratio. However, the current housing development market, in part due to SB 330 and other State laws, has resulted in a push to build housing in areas designated for mixed use, commercial, or industrial uses. This has resulted in less space designated for uses that may result in employment opportunities near higher density residential. While residential development under laws such as SB 330 are largely outside of the control of the City, the City has included the following policies, among others, in Chapter 4, Economic Development of the 2040 General Plan in an effort to maintain a balance between residential uses and employment opportunities:

- Policy E-1.2: Maintain a mix of land uses that allows the opportunity for a balance of retail, commercial/industrial, and residential development within the City of Dixon.
- Policy E-2.2: Partner with existing Dixon businesses, the Chamber of Commerce, and other groups to stimulate the growth and expansion of local businesses and address the City's economic development needs.
- Policy E-3.1: Focus business attraction efforts on primary employment sections that have been identified as targets, demonstrate strong growth potential, and pay higher than average wages or provide significant tax revenue generation opportunities.

**FIGURE 3-26: LOCAL JOBS PROXIMITY**



Source: HUD, 2017; City of Dixon, 2022

## Educational Opportunities

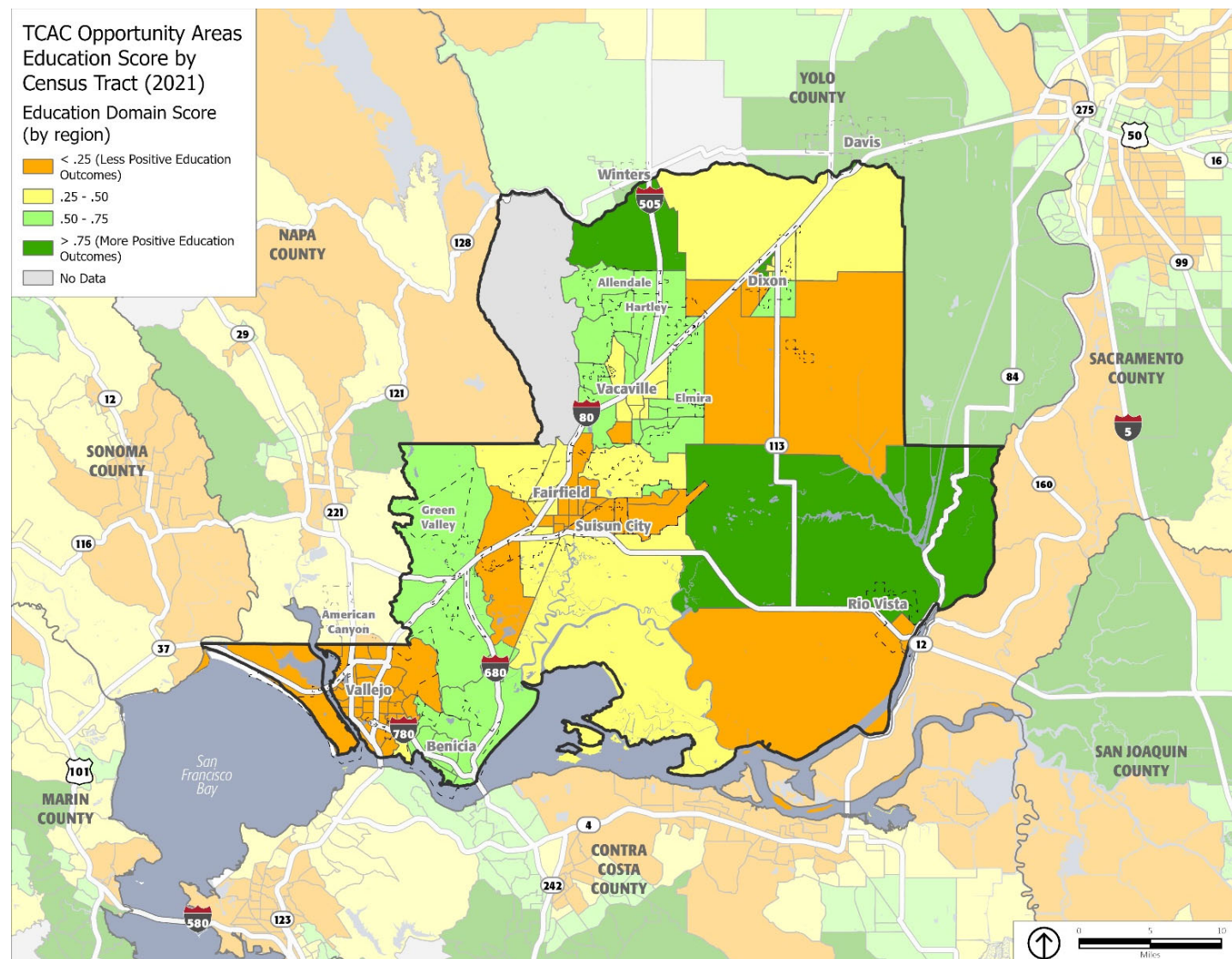
### Regional Patterns

School quality is often tied to housing, with neighborhoods or communities with higher median incomes and home values often having access to higher-performing schools than residents of lower-income neighborhoods. Income distribution influences home values and property taxes, and therefore funding for public schools. As such, school districts with higher concentrations of affordable housing typically have lower test scores in schools, creating a cyclical problem of not offering these students equal educational opportunities. Therefore, disparities in access to strong school opportunities serves as an indicator of fair housing and equal access to opportunities.

Each year, the California Department of Education (DOE) publishes performance metrics for public schools in the state, including student assessment results for English Language Arts and Mathematics as they compare to the state grade-level standards and demographic characteristics of each school's student population. The characteristics reported on include rates of chronic absenteeism and suspension, percentage of students that are socioeconomically disadvantaged, percentage of students that are in foster care, percentage of students learning the English language, and the percentage of high school students that are prepared for college. Chronic absenteeism refers to the percentage of students who are absent for 10.0 percent or more of instructional days that they were enrolled at the school, with the state average being 10.1 percent of students. Students who are eligible for free or reduced-priced meals, or who have parents or guardians who did not receive a diploma, are considered socioeconomically disadvantaged. TCAC and HCD rely on this data from DOE to determine the expected educational outcome in each census tract and block group within the state. TCAC and HCD's educational domain score reflects mathematics proficiency, reading proficiency, high school graduation rates, and student poverty rates of all schools for which this data is available, culminating in a score ranging from 0 to 1, with higher values being the most positive expected educational outcome.

In 2021, TCAC/HCD reported the strongest projected educational outcomes for students in the cities of Benicia and Dixon as well as the unincorporated areas around the City of Vacaville and all eastern portions of the county (**Figure 3-27, Regional TCAC/HCD Educational Domain Scores**). TCAC and HCD's educational domain score is based on math and reading proficiencies for elementary school students, high school graduation rate, and student poverty rate. Based on these indicators, a higher score is expected to suggest higher access to resources or opportunities for students. **Figure 3-27** presents the distribution of these scores in Solano County. However, the eastern portions of the county, with the highest educational scores according to TCAC/HCD, also have the lowest population density in the county and only one school. As such, for a regional analysis, the TCAC/HCD map may not accurately compare educational opportunity in Solano County to the ABAG region. At the local level, data based on school performance is more readily available and likely more accurate.

FIGURE 3-27: REGIONAL TCAC/HCD EDUCATIONAL DOMAIN SCORES

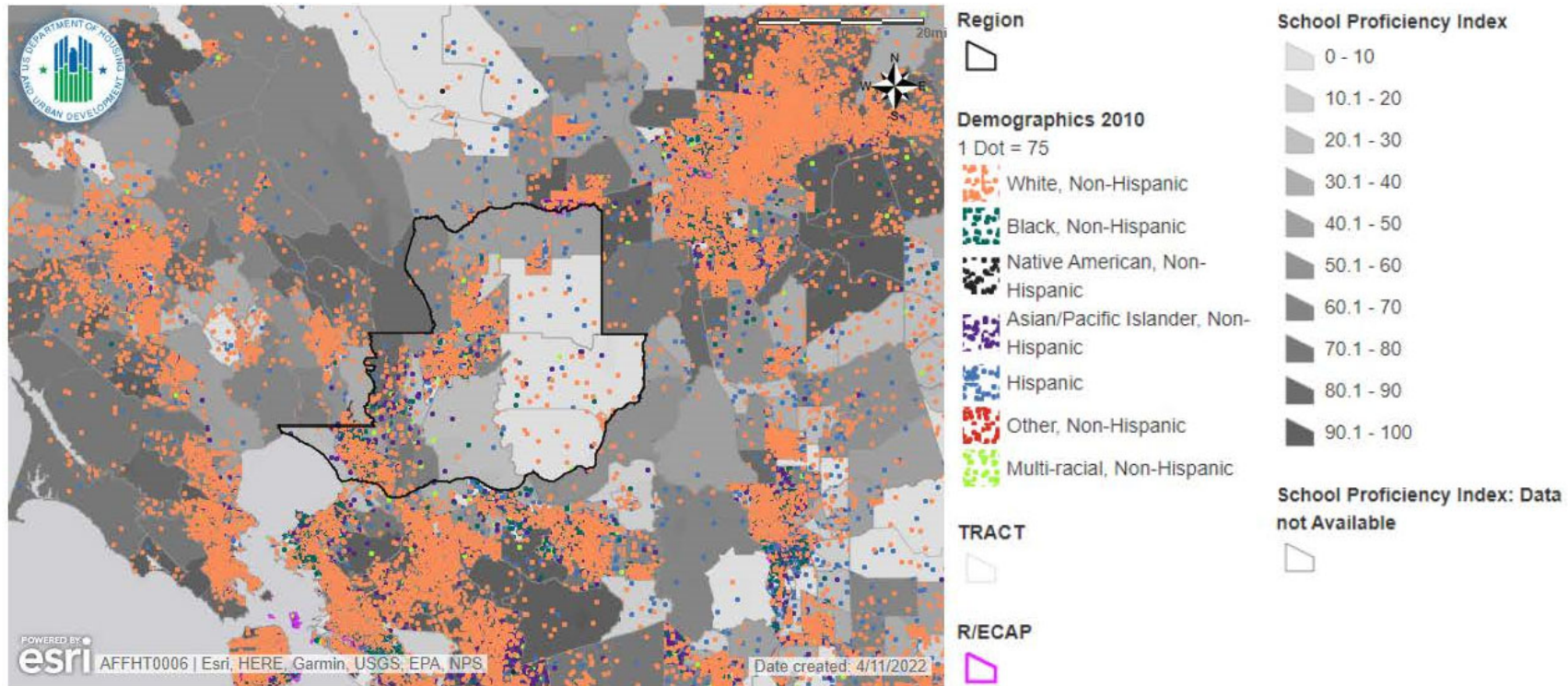


Source: TCAC/HCD, 2021



The HUD School Proficiency Index more accurately reflects school performance by residential living patterns in the region. The HUD School Proficiency Index ranges from 0 to 100, with higher values indicating better school performance. Though demographic patterns have changed throughout the region slightly since 2010, as discussed for each jurisdiction in this assessment, typically schools in Solano County and throughout the region are more proficient in areas of increased population density and affluence (see **Figure 3-28, HUD School Proficiency Index**). Residents of western Solano County have access to higher-performing schools than the eastern portion, but schools throughout Solano County generally score lower than those in much of Sacramento, Yolo, Marin, and Contra Costa Counties. To ensure all students have access to a quality education, each jurisdiction has identified appropriate programs within the individual assessments.

**FIGURE 3-28: HUD SCHOOL PROFICIENCY INDEX**



Source: HUD Affirmatively Furthering Fair Housing Data and Mapping Tool, 2017

### Local Patterns

The Dixon Unified School District (DUSD) has seven public schools in the city reported on by the DOE, including three elementary schools, one middle school, two high schools, and one continuation school (Community Day). Performance scores are limited for the Community Day school. Of the seven schools for which English Language Arts (ELA) and Mathematics performance scores were available in 2019, DOE reported that most of the schools in the DUSD are below the state grade-level standards for ELA and mathematics (see **Table 3-7, Performance Scores for Dixon Unified School District, 2019**). The proportion of each school's population that was considered socioeconomically disadvantaged in 2019 ranged from 30.1 percent at the Dixon Montessori Charter to 77.9 percent at Linford L. Anderson Elementary. Dixon Montessori Charter is in an area with a median income of \$89,115 and where there TCAC/HCD Educational Domain score, or projected educational outcome, is in the 76<sup>th</sup> percentile. In contrast, Linford L. Anderson Elementary is in an area with a slightly lower median income of \$76,191 and a lower expected educational outcome, scoring in the 29<sup>th</sup> percentile. However, the tract in which Linford L. Anderson Elementary is located includes a large geographic area of agricultural uses in the unincorporated area, which may skew the data. The area in which this school is located also has a higher percentage of children in a female householder, a group that is considered to be more likely to be lower-income due to single incomes and childcare costs. The relatively low ELA and math scores among all schools, however, indicates that students generally have access to similarly performing schools. To identify whether housing instability impacts school performance, particularly in areas in which the schools have a high proportion of socioeconomically disadvantaged students, and to ensure students are able to live and work in Dixon, the City has included Program 7.2.1 to pursue solutions, which may include:

- Promote acquisition and rehabilitation of affordable housing units in high resource areas to facilitate housing mobility opportunities for lower-income households so that they can access the wide range of programs offered across DUSD schools and so that all schools can benefit from increased diversity
- Support applications by DUSD or individual schools to secure grant funding for teacher recruitment and retention bonuses, classroom materials, and other incentives for teachers.
- Support investment of additional resources directly into math and reading proficiency in northeastern and southwestern areas to improve the performance of the entire district by focusing resources on student populations which may be homeless, foster youth, or socioeconomically disadvantaged.

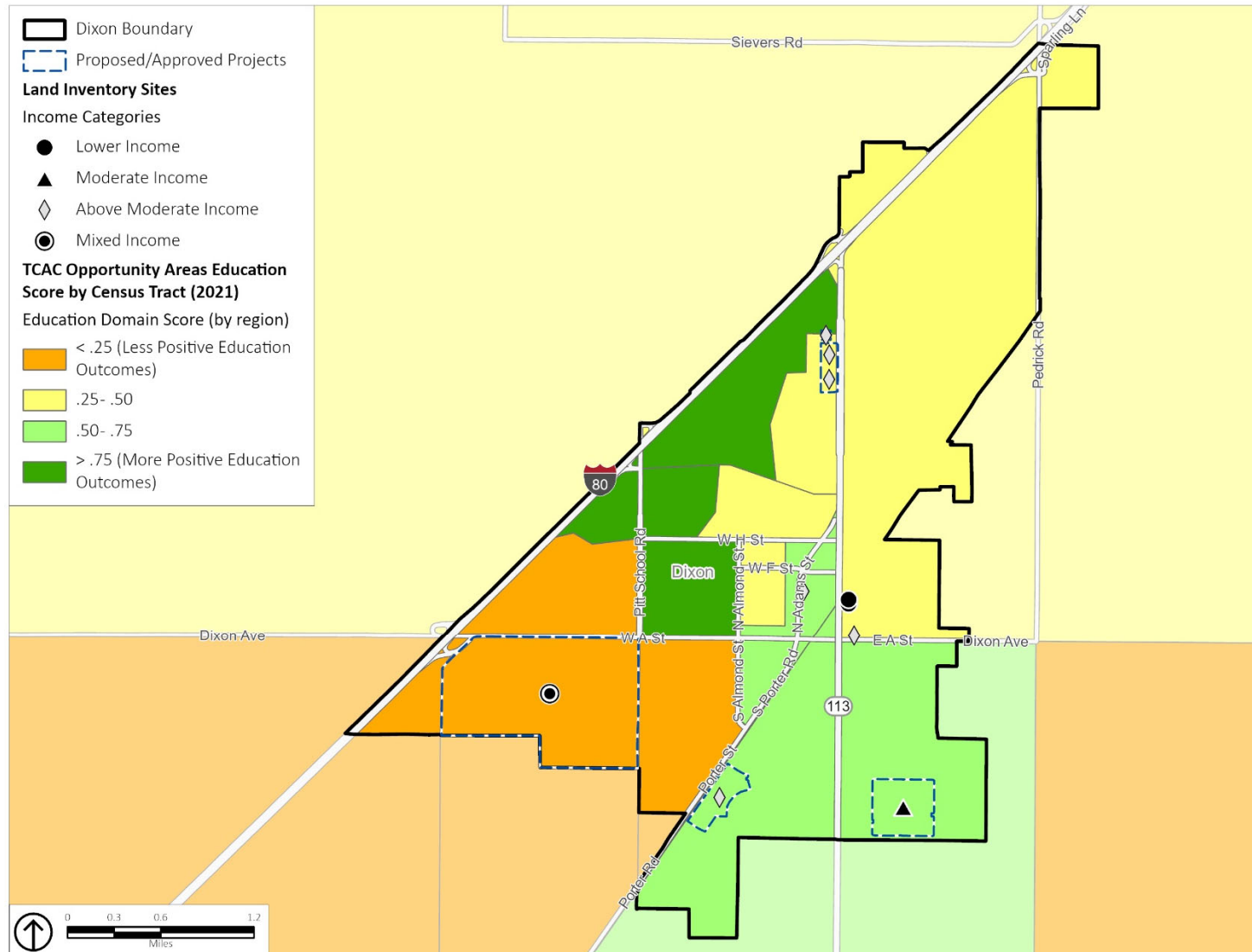
**TABLE 3-7: PERFORMANCE SCORES FOR DIXON UNIFIED SCHOOL DISTRICT, 2019**

School Name	ELA Score	Math Score	Chronic Absenteeism Rate	Suspension Rate	Socioeconomically Disadvantaged	Foster Youth	English Learners
Dixon High	+21.6	-45	N/A	6.5%	48.0%	0.1%	10.3%
Dixon Community Day	-	-	-	-	50.0%	8.3%	25.0%
Dixon Montessori Charter	-7.7	-3.5	7.2%	2.9%	30.1%	0.5%	9.9%
Anderson (Linford L.) Elementary	-45.1	-40.9	11.4%	1.8%	77.9%	0.0%	35.3%
John Knight Middle	-38.0	-42.0	11.2%	15.8%	60.6%	0.3%	22.2%
Gretchen Higgins Elementary	-38.5	-42.1	10.5%	1.6%	71.2%	0.0%	32.0%
Tremont Elementary	-5.4	-16.9	10.9%	1.9%	50.4%	0.0%	15.4%

*Source: California Department of Education, 2019*

The anticipated educational outcome, according to TCAC and HCD, varies throughout the city (**Figure 3-29, Local TCAC/HCD Educational Domain Score**). In Dixon, the highest expected educational outcome, in the 76<sup>th</sup> percentile, is expected in neighborhoods north of W. A Street, primarily adjacent to I-80. Southeast Dixon, including the Hall Memorial Park neighborhood, educational outcome is in the 52<sup>nd</sup> to 57<sup>th</sup> percentile. The lowest expected educational outcome, according to TCAC and HCD, is in southwest Dixon, where scores are below the 20<sup>th</sup> percentile. The only school in this area is Tremont Elementary, which, as presented in **Table 3-7, Performance Scores for Dixon Unified School District**, has better performance scores than all other elementary schools in Dixon with the exception of Dixon Montessori. Therefore, the low educational outcome score may be based primarily on proximity to schools rather than performance. To ensure students have access to educational opportunities, regardless of where they reside within the city, the City has included Program 7.2.1, as identified previously.

**FIGURE 3-29: LOCAL TCAC/HCD EDUCATIONAL DOMAIN SCORE**



Source: TCAC/HCD, 2021; City of Dixon, 2022



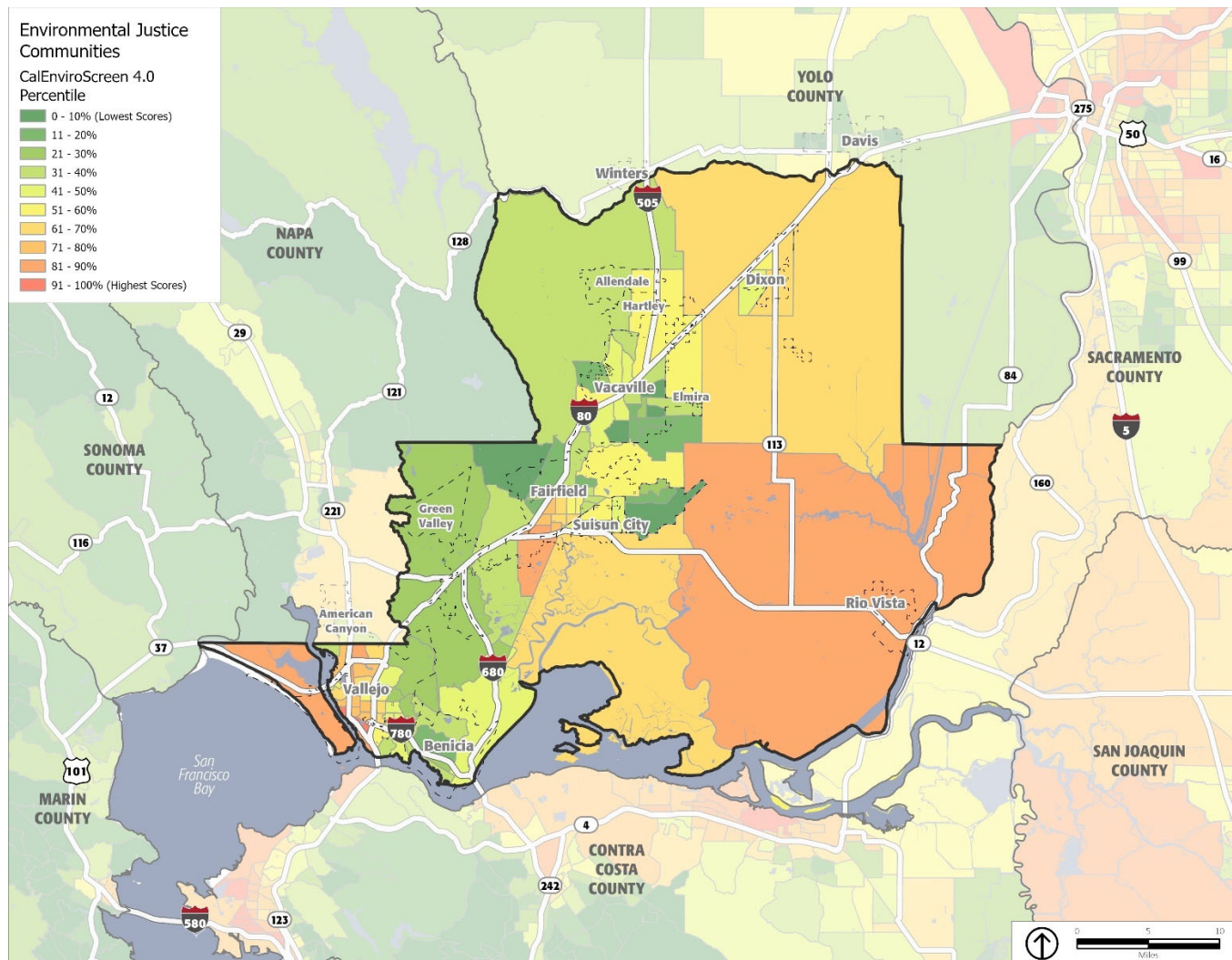
## Environmental Health

### Regional Patterns

A disadvantaged community or environmental justice community (EJ Community) is identified by the California Environmental Protection Agency (Cal EPA) as “areas that are disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation,” and may or may not have a concentration of low-income households, high unemployment rates, low homeownership rates, overpayment for housing, or other indicators of disproportionate housing need. In February 2021, the California Office for Environmental Health Hazard Assessment (COEHHA) released the fourth version of CalEnviroScreen, a tool that uses environmental, health, and socioeconomic indicators to map and compare community environmental scores. In the CalEnviroScreen tool, communities that have a cumulative score in the 75th percentile or above (25.0 percent highest score census tracts) are those that have been designated as disadvantaged communities under Senate Bill (SB) 535. The cumulative score that can result in a disadvantaged community designation is calculated based on individual scores from two groups of indicators: Pollution Burden and Population Characteristics. Pollution Burden scores exposure to negative environmental hazards, such as ozone concentrations, PM<sub>2.5</sub> concentrations, drinking water contaminants, lead risk from housing, traffic impacts, and more. Population Characteristics scores the rate of negative health conditions and access to opportunities, including asthma, cardiovascular disease, poverty, unemployment, and housing cost burden. For each indicator, as with the cumulative impact, a low score reflects positive conditions.

Much of Solano County, particularly the eastern area and the City of Vallejo, have high cumulative scores, as shown in **Figure 3-30, Regional CalEnviroScreen Percentiles**. CalEnviroScreen’s percentiles are calculated based on an area’s pollution burden and population characteristics. **Figure 3-30** identifies areas with higher cumulative scores. This is a result of high scores for indicators of both pollution burden and negative population characteristics, though the eastern area is primarily agricultural land with limited residential development so these scores may be a result of agricultural industry practices. In the ABAG region, high percentiles are mostly concentrated in highly urbanized communities along the San Francisco Bay, such as in the cities of Emeryville, Alameda, Oakland, and San Jose. It is unlikely that the factors that contribute to environmental scores in Solano County reflect the factors in urbanized ABAG jurisdictions. Rather, Solano County more closely reflects the agricultural areas of Yuba, Sacramento, and San Joaquin Counties. Within each jurisdiction of Solano County, patterns differ, as described below, as a result of increased urbanization; however, regionally, Solano County reflects areas to the east rather than western ABAG jurisdictions.

**FIGURE 3-30: CALENVIROSCREEN PERCENTILES IN THE REGION**



Source: OEHHA, 2021

### Local Patterns

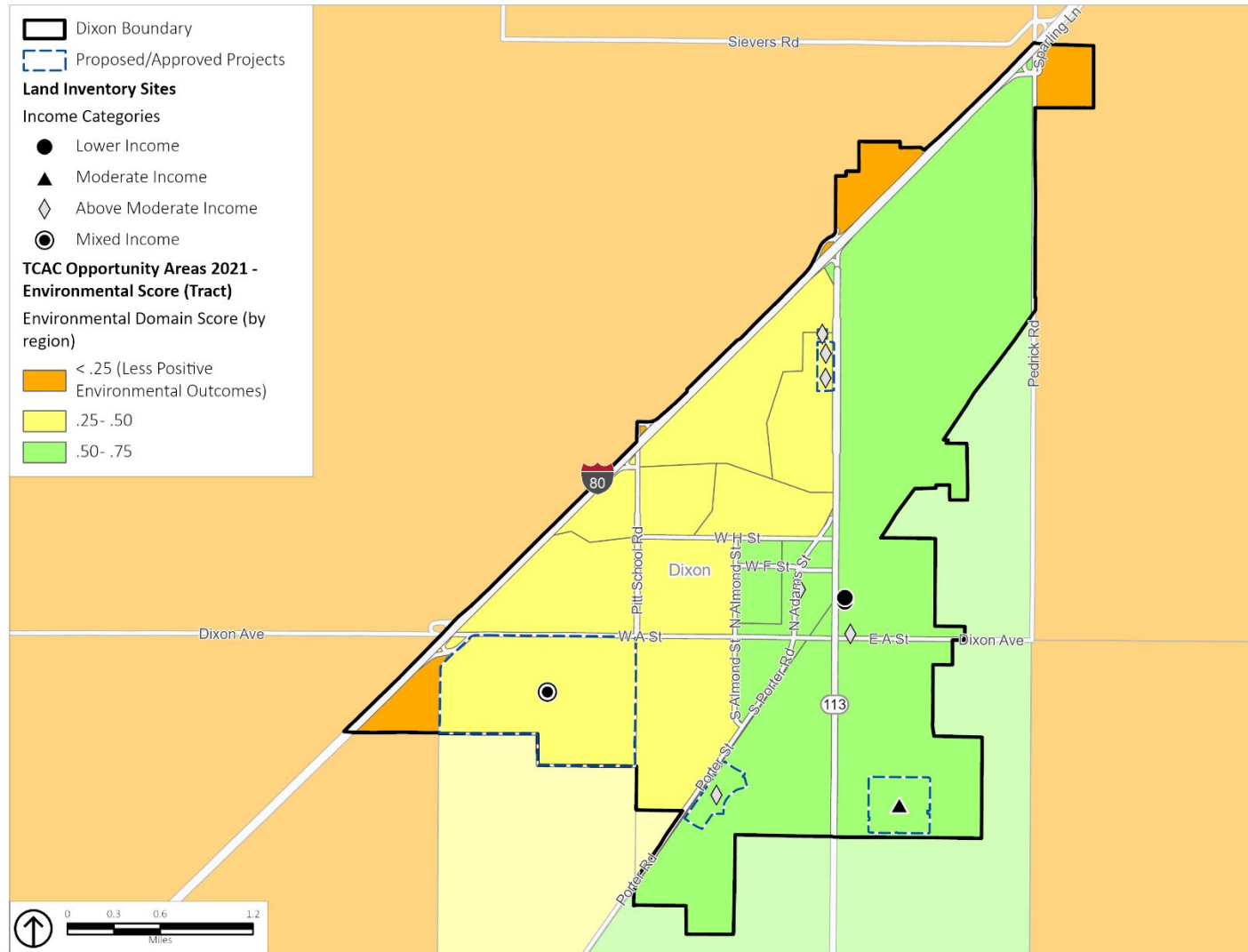
According to TCAC/HCD, the eastern portion of the City of Dixon has an environmental score in the 62<sup>nd</sup> percentile, the western portion north of W. H Street in the 43<sup>rd</sup> percentile, and the western portion south of W. H Street in the 29<sup>th</sup> percentile, while all areas surrounding the city fall below the 25<sup>th</sup> percentile (**Figure 3-31, Local TCAC/HCD Environmental Domain**). The primary indicators leading to the low scores outside of city limits, as reported by OEHHA's CalEnviroScreen, are pesticides, groundwater threats, hazardous waste, impaired waters, and solid waste. As most of this area is agricultural land, these conditions are not surprising, and have been managed so as to not negatively impact residents of Dixon.

Within the city, the higher score in the eastern portion is based on both population characteristics and pollution burden. As shown in **Figure 3-32, CalEnviroScreen Percentiles in Dixon**, the eastern portion of the city scores in the 69<sup>th</sup> percentile for CalEnviroScreen. While this area does not qualify as a disadvantaged community, there are high rate of unemployment (80<sup>th</sup> percentile), low rates of educational attainment (79<sup>th</sup> percentile), and high rates of medical conditions including asthma (69<sup>th</sup> percentile) and cardiovascular disease (64<sup>th</sup> percentile), as well as increased exposure to hazardous waste (89<sup>th</sup> percentile), groundwater threats (81<sup>st</sup> percentile), and pesticides (83<sup>rd</sup> percentile). While these factors may not reflect all neighborhoods in east Dixon, they do represent an area of potential concern regarding fair housing, including disproportionate exposure to environmental hazards and a concentration of vulnerable populations. As discussed previously, there is a higher rate of children in female headed households in this area of the city. Further, in the northern portion of east Dixon (north of A Street), approximately 71.4 percent of the population identifies as non-White, the highest concentration in Dixon, the median income is \$76,191, on the lower end of Dixon neighborhood median incomes, and 45.9 percent of households are lower- to moderate-income, a slightly higher proportion than other areas of the city. While the income characteristics of this area are not significantly different than other neighborhoods, the concentration of non-White households and female-headed households may both contribute to the population characteristics that inform the CalEnviroScreens score, and also indicate disproportionate exposure to pollution from sources such as major agricultural and industrial uses located east of SR 113.

The City has included **Programs 1.1.1 and 7.2.1** to reduce these issues, including:

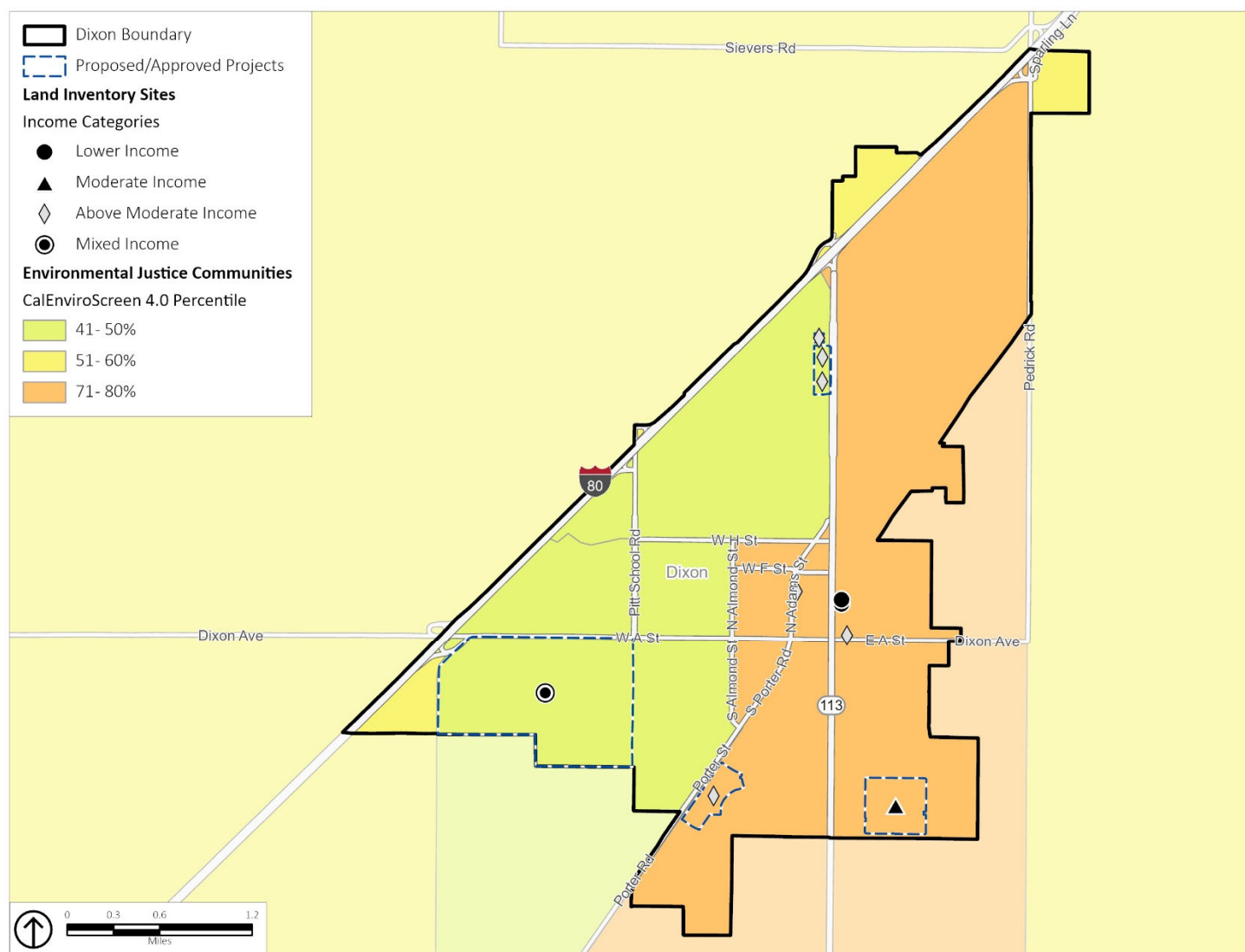
- Market rehabilitation assistance, which includes replacing lead-based paint, for lower-income households;
- Evaluate transitional buffers or screening between residential and major transportation corridors, heavy industrial, or agricultural uses in new development;
- Work with Solano County to reduce impacts associated with solid waste and agricultural uses.

**FIGURE 3-31: LOCAL TCAC/HCD ENVIRONMENTAL DOMAIN**



Source: TCAC/HCD, 2021; City of Dixon, 2022

**FIGURE 3-32: CALENVIROSCREEN PERCENTILES IN DIXON**



Source: OEHHA, 2021; City of Dixon, 2022

## Services for Persons with Disabilities

While there are no CDSS licensed adult residential care facility in the City of Dixon, there is one elderly assisted living facility with the capacity for 38 residents. To aid in mobility for persons with disabilities and seniors, the City of Dixon operates Read-Ride, a public dial-a-ride transit system that provides curb-to-curb transit services within Dixon city limits. The dial-a-ride transit system requires users to schedule services in advance. This service is available to anyone and operates from 7 am to 5 pm on weekdays and on Saturdays from 9 am to 3 pm. For riders compliant with the Americans with Disabilities Act (ADA), Read-Ride acts as a paratransit service and takes riders to the cities of Vacaville and Davis during the weekday for appointments. Fares are \$2.75 for adults, \$1.25 for children (under 5), \$2.25 for a single ride, \$4.50 for a day pass for seniors, and \$2.25 for youth (ages 5-17). For seniors and those living with an eligible disability, qualified riders can show the bus drivers their Medicare identification card, Division of Motor Vehicles (DMV) Disability ID card, or Regional Connection Discount Card. For paratransit service, fares are \$7.50 per ride. To increase the opportunity for persons with disabilities to remain in their communities, the City has included Programs 4.1.1 to incentivize construction of housing suitable for persons with disabilities throughout Dixon through reduced setbacks, parking reductions, or other incentives and encourage universal design for all new units.

## Disproportionate Housing Need and Displacement Risk

### Overcrowding

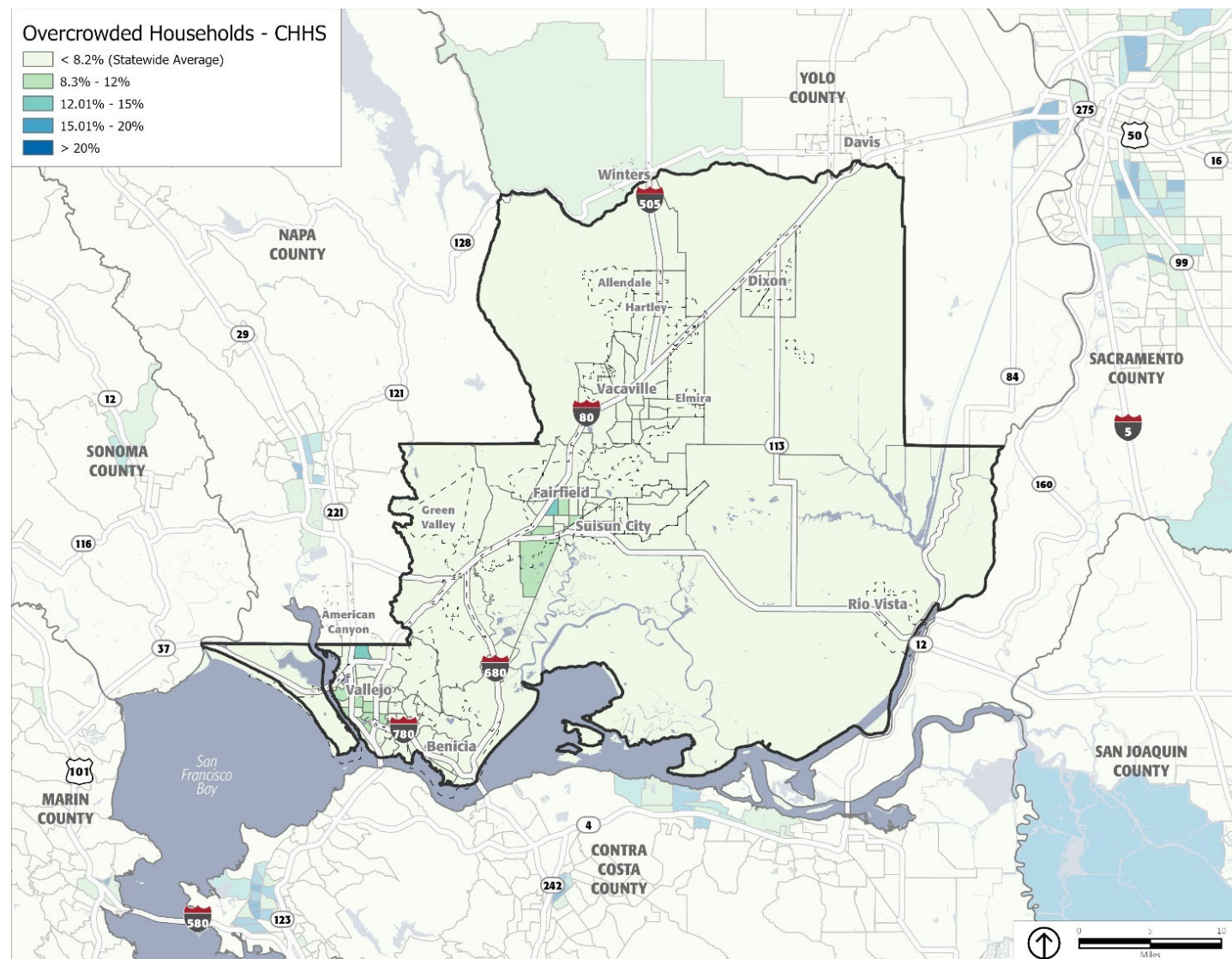
#### Regional Patterns

Overcrowding occurs when the number of people living in a household is greater than the home was designed to hold. The U.S. Census Bureau considers a household overcrowded when there is more than one person per room, excluding bathrooms, hallways, and kitchens, and severely overcrowded when there are more than 1.5 occupants per room. A typical home might have a total of five rooms that qualify for habitation under this definition (three bedrooms, living room, and dining room). If more than five people were living in the home, it would be considered overcrowded. Overcrowding is strongly related to household size, particularly for large households, and the availability of suitably sized housing. A small percentage of overcrowded units is not uncommon, and often includes families with children who share rooms or multi-generational households. However, high rates of overcrowding may indicate a fair housing issue resulting from situations such as two families or households occupying one unit to reduce housing costs (sometimes referred to as “doubling up”). Situations such as this may indicate a shortage of appropriately sized and affordable housing units as overcrowding is often related to the cost and availability of housing and can occur when demand in a jurisdiction or region is high.



In Solano County, as shown in **Table 2-7, Overcrowding by Tenure**, of **Appendix 2-Regional Housing Needs Assessment**, approximately 3.7 percent of households experience overcrowding and 1.6 percent experience severe overcrowding. Overcrowding is a slightly greater problem among renter-occupied households, at 2.5 percent of these households, compared to 1.2 percent of owner-occupied households, but still remains well below the statewide average of 8.2 percent. Further, the overcrowding rates in Solano County are lower than the greater Bay Area, in which 4.4 percent of households are overcrowded and 2.8 percent are severely overcrowded. **Figure 3-33, Overcrowded Households in the Region** presents the percent of households in each census tract that are overcrowded. As shown, there are very few areas of concentrated overcrowding in the county compared to jurisdictions to the south in the ABAG region. Solano County has significantly lower overcrowding rates, across tenures, than most Bay Area and Sacramento region counties (**Figure 3-34, Overcrowding Rates in the Region**). Typically, areas with higher rates of lower-income households and more dense housing types have higher rates of overcrowding, as is seen in census tracts adjacent to the San Francisco Bay and to the northeast in the City of Sacramento and southeast in the City of Stockton. The rate and pattern of overcrowding in Solano County reflects the suburban communities in the region, such as eastern portions of Contra Costa and Alameda Counties and all of Marin County. The relatively low rates of overcrowding in Solano County may indicate that there are more appropriately sized housing opportunities at a range of price points to meet housing demand than is found in more urbanized areas of the region.

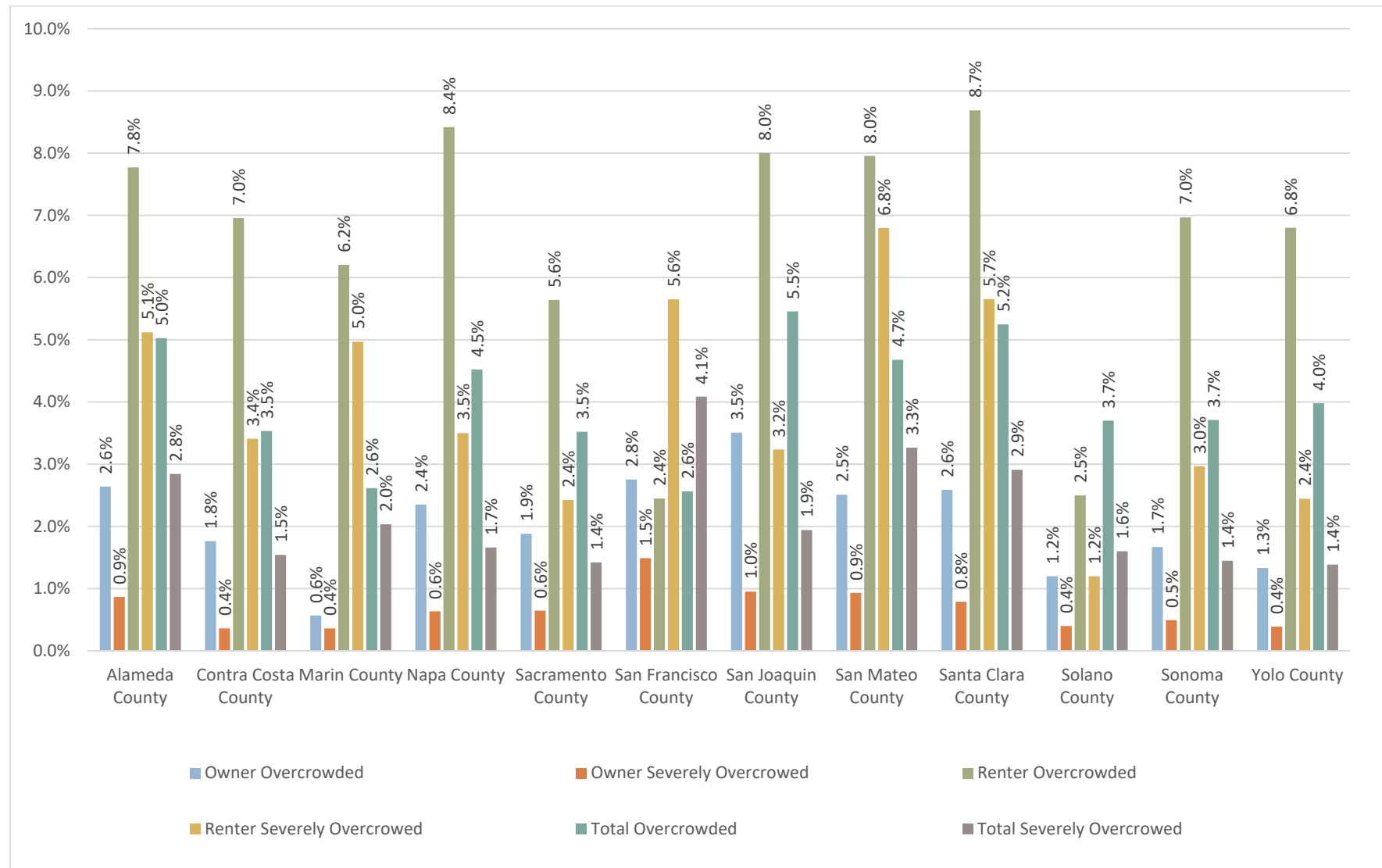
**FIGURE 3-33: OVERCROWDED HOUSEHOLDS IN THE REGION**



Source: California Health and Human Services (CHHS), 2020



**FIGURE 3-34: OVERCROWDING RATES IN THE REGION**



Source: 2015-2019 ACS

### Local Patterns

Overall, 7.6 percent of households in Dixon are considered overcrowded; a rate that is higher than the county average but reflects the greater ABAG region. In terms of severity of overcrowding, 5.7 percent of total households in the city are considered overcrowded and 1.9 percent are considered severely overcrowded. Approximately 19.4 percent of renters are living in overcrowded conditions, compared to just 2.5 percent of homeowners. As presented in **Table 2-7 in Appendix 2**, overcrowded owner-occupied households comprise approximately 1.5 percent of total while overcrowded renter households comprise approximately 4.2 percent of total households. Overall, overcrowding in Dixon presents a greater risk of displacement for renter households than owner households.

Overcrowding also often disproportionately impacts lower-income households. As discussed in the Income Distribution analysis, Dixon has relatively balanced income patterns compared to other areas of Solano County, though there are still distinct higher- and lower-income areas that correspond to TCAC/HCD resource designations. According to Comprehensive Housing Affordability Strategy (CHAS) data, 6.7 percent of households with income above the median and 2.0 percent of households between 81.0 and 100.0 percent of the median income experience some level of overcrowding (overcrowding or severe overcrowding). This rate increases for lower-income households, with approximately 8.1 percent of low-income households, 9.6 percent of very low-income households, and 32.0 percent of extremely low-income households experiencing some level of overcrowding. While some households reported as overcrowded may have chosen to double up inhabitants in one room and therefore the condition is not based on inability to find and secure adequate housing, severe overcrowding, particularly among lower-income households, may indicate a more significant potential for displacement. Severely overcrowded conditions exist in 6.5 percent of low-income households, 1.4 percent of very low-income households, and 4.8 percent of extremely low-income households. In comparison, only 0.6 percent of households above 100.0 percent of the median and 0.2 percent in households with incomes between 81.0 and 100.0 percent of the median experience severe overcrowding.

Households living below the poverty line, which accounts for approximately 7.8 percent of Dixon households, are more likely to live with other families or roommates to afford housing costs, which may result in a higher rate of overcrowding. Households in the lower western side of the city exhibit a lower incidence of households in poverty, increasing in the eastern side of the city east of S. 1st Street. Although a tract bounded by I-80, S. 1st Street, and W. H Street contains a higher incidence of poverty (15.7 percent), a 72 to 81.5 diversity index with a large Hispanic presence, 40.2 percent of the households are renters, and HCVs are used for 5.0 to 15.0 percent of rentals, it does not exhibit a higher proportion of overcrowding than the rest of the city. This could partially be attributed to the location of 141 affordable rental units at Lincoln Creek Apartments and 6 affordable units at Dixon Manor in this tract. Overall, overcrowding does not necessarily correlate to the incidence of households in poverty in Dixon.

Communities of color in Dixon experience overcrowding at a disproportionate rate, which may be the result of a variety of factors. The City of Dixon is relatively diverse, as described in the Racial and Ethnic Characteristics analysis; however, Black and African American residents experience the highest rate of overcrowding at 26.4 percent, approximately about 23 households, followed by 16.8 percent of Hispanic residents, 10.5 percent of Other Race or Multiple Races, and 3.2 percent of White Non-Hispanic households, the highest rate in Solano County, though low compared to other demographics within Dixon. The California Department of Public Health Healthy Communities Project 2019 reported that overcrowding closely aligns with block groups with higher diversity index scores east of S. Almond and Porter Streets, where six of the affordable multifamily complexes are located.

The availability of housing units in Dixon adequate to house large, lower-income families (five or more persons) within their affordability level may also be a contributing factor for overcrowded households. Household size helps determine the size of housing units needed within a jurisdiction and may contribute to overcrowded conditions, which is a concern in Dixon. The incidence of large family households is higher than most other cities in Solano County, at 23.0 percent, compared to a countywide representation at 13.6 percent, and 10.2 percent throughout the ABAG region. Large families are generally served by housing units with three or more bedrooms, to reduce rates of overcrowding, which comprise 75.0 percent of the housing stock in Dixon. Among these, large units with three or more bedrooms, 84.2 percent are owner-occupied and 15.8 percent are renter-occupied. If a city's rental housing stock does not include larger apartments, large households who rent could end up living in overcrowded conditions or rely on single-family units for rent, which may then put them in a cost-burdened position. There is a relatively large proportion of rental units with three or more bedrooms in Dixon, comprising 39.4 percent of rental stock. However, a recent survey of rental listings in Dixon, shown in **Table 2-28 in Appendix 2, Rental Rates, 2021**, indicates that the median rent for two-bedroom and above units is \$2,982 per month, with a range from \$1,850 to \$3,549. Therefore, many of these larger rental units are unaffordable to lower-income households. As a result, lower-income households, particularly large households in the very low- and extremely low-income ranges, may experience challenges in finding adequately sized units within their affordability range, leading to overcrowded conditions in more affordable units.

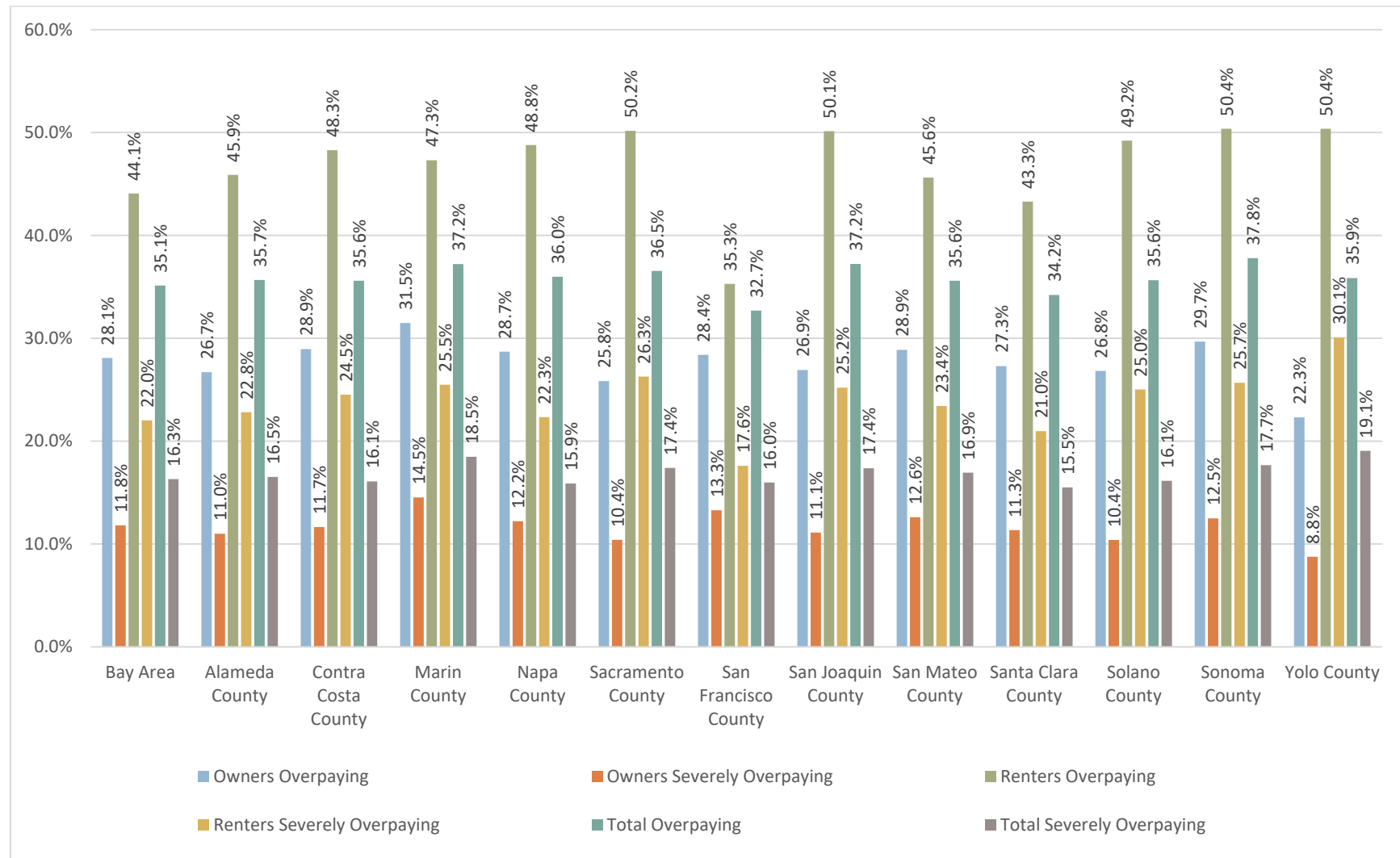
While there are no geographic areas of concentrated overcrowding in Dixon, any household that is experiencing overcrowding, with the possible exception of households with children sharing a room by choice, has a disproportionate need for affordable housing units and is at risk of displacement from their housing unit or community. For larger families, which is a sizeable portion of the Dixon community, the potential for overcrowding overall may be attributed to the cost of larger units, which are outside of the affordability range for lower-income large households rather than an actual shortage of larger units, or the trend of smaller households desiring larger homes, which reduces the available stock at various price points. However, by encouraging and supporting the development of a diverse range of housing types, the City will increase housing mobility opportunities for all household types and incomes (**Programs 4.1.1 and 5.6.1**). The City will also provide incentives to developers, such as streamlined review or parking waivers, that construct affordable housing with larger units in areas of concentrated overcrowding to alleviate housing pressure on households that may be doubling up (**Program 5.6.1**).

## Overpayment

### Regional Patterns

HUD considers housing to be affordable for a household if the household spends less than 30.0 percent of its income on housing costs. A household is considered “cost-burdened” if it spends more than 30.0 percent of its monthly income on housing costs, while those who spend more than 50.0 percent of their income on housing costs are considered “severely cost-burdened.” In the Bay Area, approximately 35.1 percent of all households were cost-burdened in 2019, and 16.3 percent were severely cost-burdened (**Figure 3-35, Overpayment Rates in the Region**). Of these households, a significantly larger proportion of renters experienced overpayment than owners. This trend can be seen throughout both the Bay Area and Sacramento region, on average 27.7 percent of owners and 47.1 percent of renters are cost burdened, and 11.6 percent owners and 24.1 percent of renters are severely cost burdened. In comparison, in Solano County, 26.8 percent of owners and 49.2 percent of renters are cost burdened and 10.4 of owners and 25.0 percent of renters are severely cost burdened. While owner overpayment rates in Solano County are slightly lower than the regional average, renter overpayment rates are slightly higher. This reflects feedback from local organizations and service providers throughout the region that reported a shortage of rental opportunities resulting in disproportionately high prices for tenants.

FIGURE 3-35: OVERPAYMENT RATES IN THE REGION



Source: CHAS 2014-2018

### Local Patterns

A relatively high percentage of both renter and homeowner households in Dixon report overpaying for housing. In Dixon, approximately 18.7 percent of the households are cost burdened and 11.8 are severely cost burdened, for a total of 30.5 percent of the households experiencing some level of overpayment. In total, approximately 27.3 percent of total homeowners are overpaying for housing, compared to 37.9 percent of renters are cost burdened. While a higher proportion of owner households are paying between 30 and 50 percent of their income on housing (20.9 percent), compared to 13.8 percent of renters, this pattern does not hold when considering rates of severe overcrowding. Approximately 24.2 percent of renters are severely cost burdened, while 6.5 percent of owners are severely cost burdened.

As discussed in the Overpayment section in **Appendix 2**, in most circumstances, overpayment is closely tied to income. Lower-income households are most at risk of displacement due to overpayment, as presented in **Table 2-12 in Appendix 2**. In Dixon, 34.0 percent of households are lower income, of which, 53.3 percent are renters and 46.7 percent are owners. Of lower-income households, approximately 31.1 percent overpay for housing and 38.1 percent severely overpay. Further, approximately 27.1 percent of lower-income renters are overpaying and 44.0 percent are overpaying, compared to 36.1 percent of lower-income homeowners overpaying and 30.9 percent severely overpaying. In comparison to lower-income households, approximately 28.7 percent of all households earning between 80.1 and 100.0 percent to the AMI are overpaying and 6.6 percent are overpaying. Approximately 11.5 percent of all households earning more than the AMI are overpaying and 1.2 percent are severely overpaying. This indicates that lower-income households experience overpaying and a greater rate, though differences between overpayment by tenure are more apparent in higher income households.

Among residents that identify as Black or African American, 71.8 percent of households overpay for housing and 41.0 percent severely overburdened. In comparison, approximately 55.0 percent of Asian households overpay for housing and 32.5 severely overpay, 45.5 percent of Hispanic households are overpaying, and 18.6 percent severely overpay, and 29.2 percent of White households overpay and 11.0 percent severely overpay. This indicates that non-White households are disproportionately burdened by overpayment in Dixon. To combat this, the City has included Programs 3.1.1 and 3.2.3 to increase the supply of affordable housing, and will prioritize projects in areas of higher proportions of non-White households to reduce displacement risk for existing households from their neighborhood.

There are nine areas of the city that exhibit diversity scores between 50.0 and 80.0 percent, located predominantly in neighborhoods with a prevalence of rental housing opportunities. Two of these concentrations exist in the central older residential area west of Porter Street, previously discussed as exhibiting a higher rate of poverty and median incomes considerably lower than the city median. The neighborhoods adjacent to, and west of these older neighborhoods in the vicinity of Pitt School Road exhibit high diversity scores, low median incomes, and proportions of renter households over 50.0 percent, possibly corresponding to the existence of two market-rate multifamily rental complexes. The older neighborhoods east of Porter Street in the vicinity of downtown Dixon also reflect high diversity scores, proportions of rental households over 50.0 percent, and incomes below the city median. Within this area, 41.8 percent of the

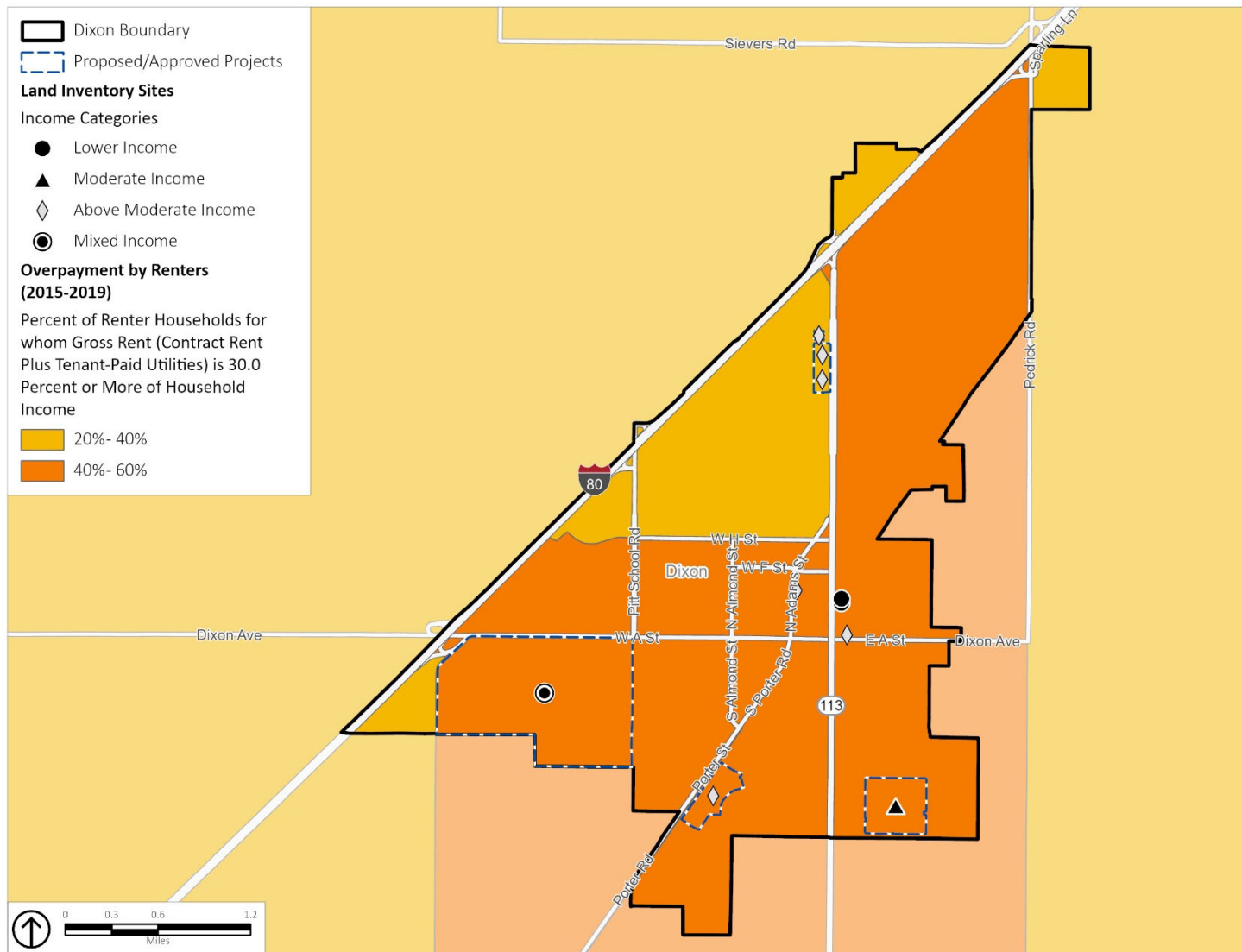
renters are cost burdened (**Figure 3-36, Local Renter Overpayment**, compared to **Figure 3-37, Local Homeowner Overpayment**). Of the cost-burdened households, 63.5 percent are severely cost burdened, which computes to almost one-quarter of renters being at risk of displacement.

Special-needs groups that are disproportionately affected by high housing costs include large families, single-parent households, and seniors. As discussed in the Overcrowding section, large family households often face special housing challenges due to a lack of adequately sized affordable housing available. In Dixon, 16.8 percent of large family households experience a cost burden of 30.0 to 50.0 percent, while 28.8 percent of large households spend more than half of their income on housing. Data also indicates that female-headed, single-parent households comprise 16.8 percent of households in Dixon, of which, 9.7 percent are below the poverty threshold, which indicates these households may have to spend a greater percentage of their income on housing. Seniors, comprising 12.9 percent of Dixon's households, are also a community at risk of displacement. The majority of seniors in Dixon are homeowners. As shown in Table 2-31 in **Appendix 2-Regional Housing Needs Assessment**, Senior Households by Income Level Overpaying for Housing, 26.4 percent of seniors overpay for housing and 10.4 percent are severely cost burdened, constituting 36.8 percent of the total senior households in Dixon. Very low-income seniors constitute 21.2 percent of the total senior population, of which, 62.3 percent are cost burdened and 13.2 percent are severely cost burdened. Additionally, low-income seniors comprise 15.2 percent of total senior households, of which, 28.9 percent are cost burdened and 18.4 percent are severely cost burdened. Although 4.3 percent of seniors are extremely low-income, 92.6 percent of seniors in this income group are severely cost burdened. For seniors making more than the AMI, only 11.5 percent are cost burdened and none are severely cost burdened.

The sudden loss of employment, a health care emergency, or a family crisis can quickly result in a heavy cost burden, with limited affordable options available, putting these populations at greater risk of displacement, overcrowding, or residing in low-resource areas. Residents finding themselves in one of these situations may have had to choose between commuting long distances to their jobs and schools or moving out of the region. To reduce displacement risk as a result of overpayment, the City has identified the following programs:

- Allocate all unused Measure B allotments at the end of each 5-year period to affordable housing (**Program 3.2.1**);
- Educate housing providers on benefits of marketing to Section 8 HCVs (**Program 5.4.2**);
- Encourage the construction ADUs, particularly in areas of concentrated affluence or single-family homes (**Program 3.2.3**);
- Develop a program to connect lower-income households with housing opportunities (**Program 7.2.1**); and
- Market availability of the first-time homebuyer assistance program (**Program 6.1.1**).

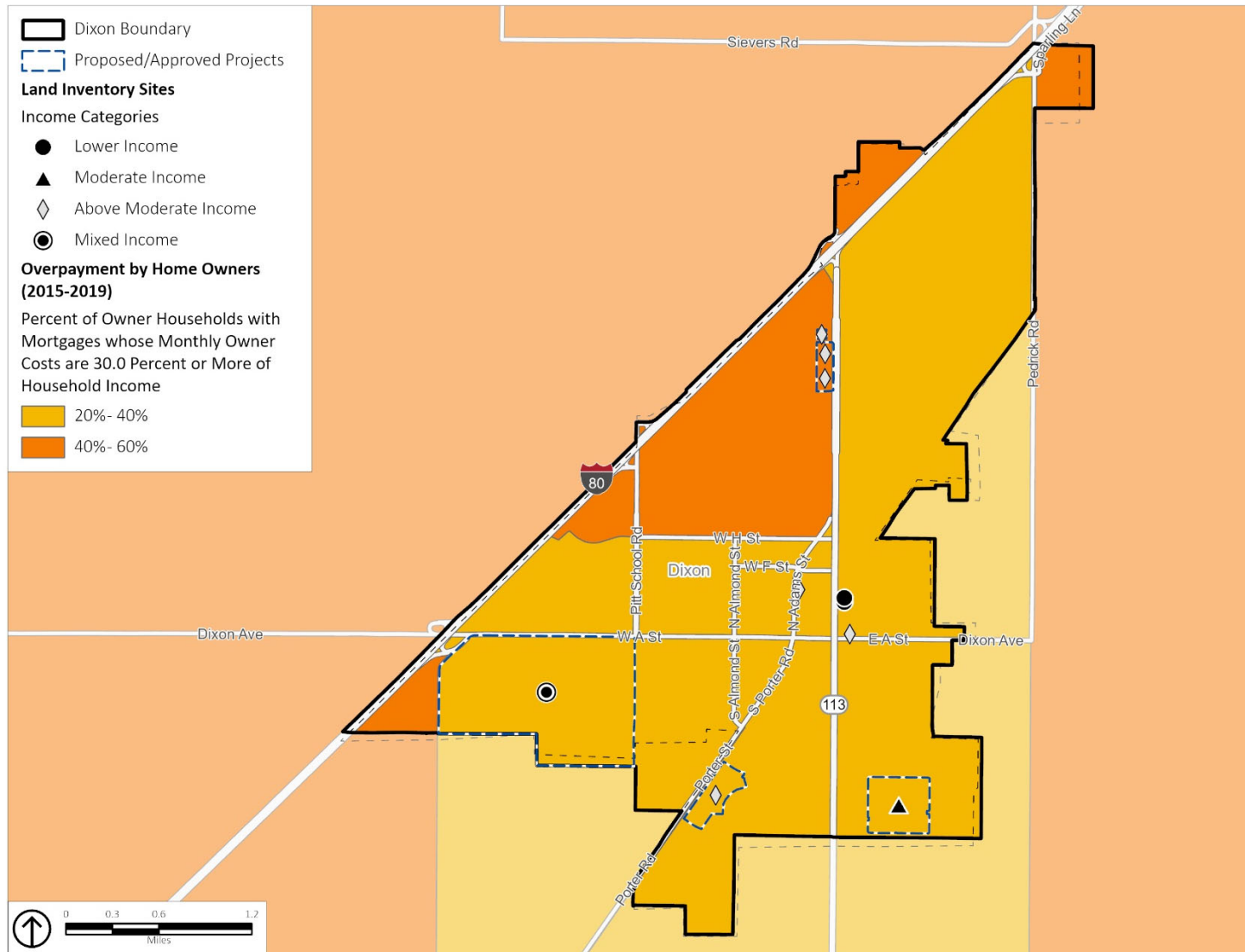
**FIGURE 3-36: RENTER OVERPAYMENT IN DIXON**



Source: 2015-2019 ACS; City of Dixon, 2022



**FIGURE 3-37: HOMEOWNER OVERPAYMENT IN DIXON**



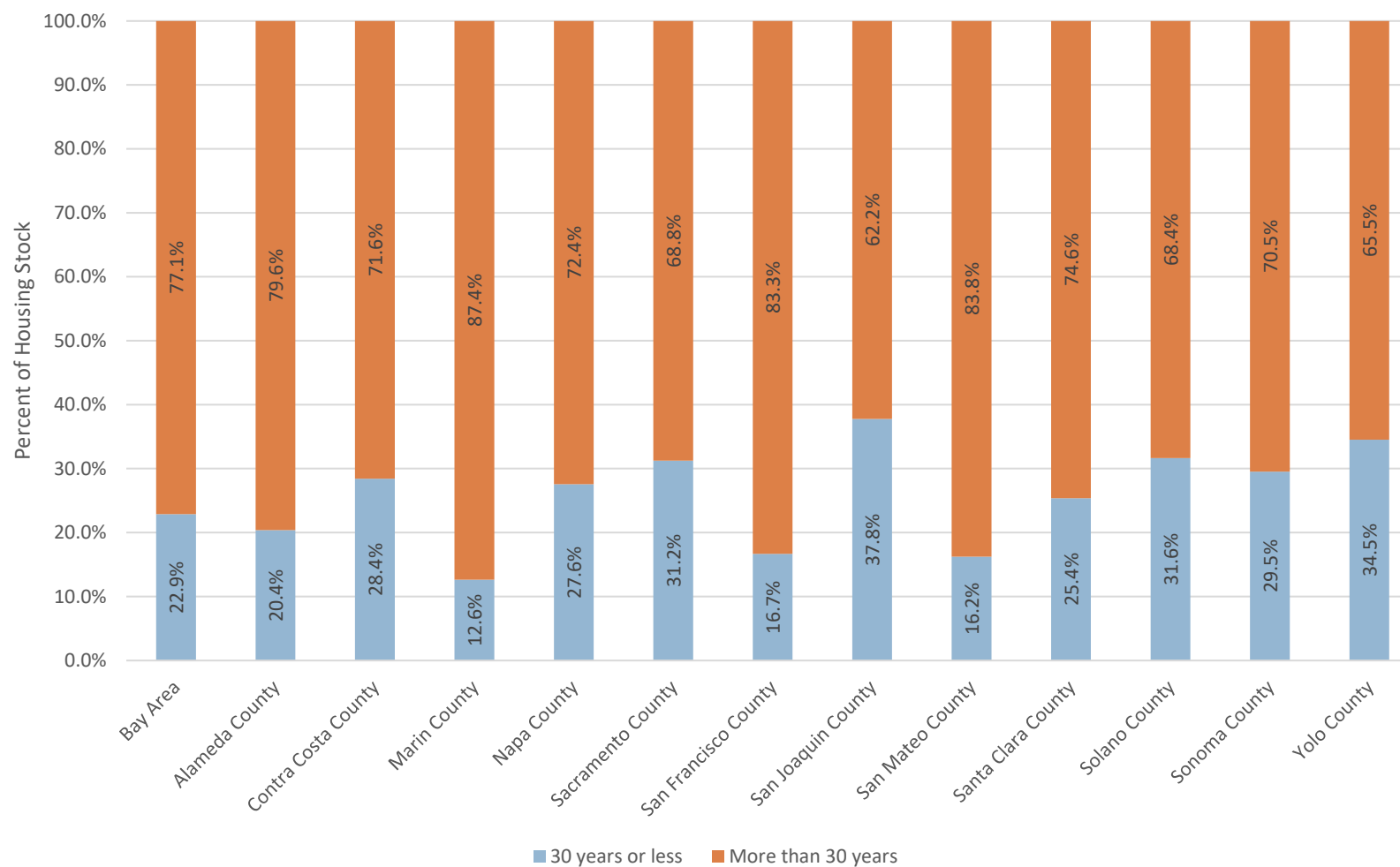
Source: 2015-2019 ACS; City of Dixon, 2022

## Substandard Housing

### Regional Patterns

As discussed in the **Appendix 2-Regional Housing Needs Assessment**, housing condition can be an indicator of quality of life. Substandard conditions present a barrier to fair housing as occupants are susceptible to health and safety risks associated with poor housing conditions, as well as at risk of displacement if conditions make the unit uninhabitable or if property owners must vacate the property to conduct repairs. As housing units age, they deteriorate without ongoing maintenance, which can present a fair housing issue for occupants, reduce property values, and discourage private reinvestment in neighborhoods dominated by substandard conditions. Typically, housing over 30 years is more likely to need repairs or rehabilitation than newer units. As shown in **Figure 3-38, Age of Housing Stock in the Region**, approximately 31.6 percent of housing units in Solano County are older than 30 years and may need repairs. This is notably higher than the Bay Area as a whole, where 22.9 percent of units are older than 30 years but is comparable to individual jurisdictions in the ABAG and Sacramento regions, including Sacramento, Sonoma, and Yolo Counties. However, with the exception of San Joaquin and Yolo Counties, all other counties in the region have a younger housing stock than Solano County. This may indicate a greater need for rehabilitation in Solano County compared to the greater region. Within individual Solano County jurisdictions, this need has informed the inclusion of several programs in each Housing Element, including rehabilitation assistance, relocation assistance, and more.

**FIGURE 3-38: AGE OF HOUSING STOCK IN THE REGION**



Source: 2015-2019 ACS

### Local Patterns

As presented in Table 2-22 in **Appendix 2-Regional Housing Needs Assessment**, Housing Units by Year Structure was Built, almost all of Dixon's housing stock was built prior to 2000, with 66.5 percent built between 1960 and 1999, and well over 50 percent of the units older than 30 years. Given the age of Dixon's housing stock, housing condition may present a risk of displacement for residents. However, in March 2022, the City of Dixon conducted a windshield survey of housing conditions on 283 lots in the city across 3 general areas: the northwest portion of Central Dixon, northwest of N. Adams Street and north of W. F Street; the Hall Memorial Park neighborhood and dwelling units to the north across E. A Street; and the Dixon Northwest Park neighborhood, south of W. F Street and east of N. Almond Street. Of the 283 lots surveyed, 89.2 percent were found to be in sound condition, with the lowest proportion of sound units in the northwest Central Dixon area (72.0 percent of units).

As shown in **Table 3-8, Housing Conditions by Neighborhood Demographics**, the Central Dixon area also had a slightly higher rate of units needing minor repairs, though there was a high percentage of units needing moderate repairs in the Dixon Northwest Park neighborhood. There was one house in each neighborhood that was considered to be dilapidated. **Table 3-8** also compares the characteristics of the population in each of the surveyed areas. As shown, the median income in Central Dixon, where there were the greatest proportion of units in need of some degree of repairs, was the lowest among the surveyed areas. Further, this area had a slightly higher proportion of residents that identify as non-White and a larger population that falls into the low- to moderate-income categories. While the differences between areas were not significant, the greater need for minor repairs in a lower-income area may indicate that households defer maintenance when it does not necessarily impact habitability due to cost or time. These areas were identified for the windshield survey by the Building Department based on concentration of older homes and areas of greater rehabilitation need in the city based on inspections. Based on the results, rehabilitation need even in these areas is relatively low. However, the patterns identified in **Table 3-8** may hold in other neighborhoods, with a greater need for minor repairs in lower- to moderate-income neighborhoods. As such, while there is a relatively small percentage of units in the city that are estimated to be in need repairs as of 2022 (less than 15.0 percent), there is a slightly greater need for repairs or rehabilitation in neighborhoods with lower median incomes. Therefore, the City has identified **Program 1.1.1** to promote the availability of rehabilitation assistance in neighborhoods with comparably lower median incomes, such as through mailers to these neighborhoods or posted information at community gathering spots such as libraries, parks, and other locations.

**TABLE 3-8: HOUSING CONDITIONS BY NEIGHBORHOOD DEMOGRAPHICS**

	Dixon Northwest Park	Hall Memorial Park	Central Dixon
<b>Housing Conditions</b>			
Sound Condition	80.0%	98.7%	72.0%
Minor Repairs Needed	15.7%	0.0%	24.0%
Moderate Repairs Needed	2.9%	0.6%	2.0%
Full Replacement Needed	1.4%	0.6%	2.0%
<b>Demographic Characteristics</b>			
Non-White Population	47.1%	52.0%	54.5%
Poverty Rate	5.0%	8.9%	8.9%
Median Income	\$89,115	\$91,319	\$64,712
Low- to Moderate-Income Population	36.0%	44.0%	59.0%
Disability Rate	9.0%	13.2%	13.2%

*Sources: City of Dixon, 2022; 2015-2019 ACS*

## Homelessness

In 2022, Housing First Solano, with the support of the Community Action Partnership (CAP) Solano Joint Powers Authority (JPA), conducted a Point-in-Time (PIT) survey of Solano County. This count, conducted in January in communities across the county, assesses the size and characteristics of the homeless population. Typically, the PIT survey is conducted in person every two years to estimate both the sheltered and unsheltered population. In 2022, the survey counted 35 unsheltered residents and no sheltered residents in Dixon, accounting for approximately 3.8 percent of the unsheltered population in Solano County and 3.0 percent of the total homeless population (unsheltered and sheltered). The homeless population in Solano County as a whole has increased from 1,151 persons in 2019 to 1,179 in 2022, though the population peaked at 1,232 in 2017.

Of the total homeless population in Solano County in 2022, approximately 78.0 percent were unsheltered, 73.0 percent had been homeless for less than a year compared to 6.0 percent that had been homeless or more than three years, and 16.5 percent were chronically homeless, meaning they had been homeless for a year or longer or had experienced at least 4 episodes of homelessness, totaling 12 months in the last 3 years.

The 2022 PIT surveyed for the following protected characteristics: veteran status, race and ethnicity, disability status, and age. However, the 2022 PIT does not report the proportion of the homeless population that identifies as each racial or ethnic group. Therefore, **Table 3-9, Demographic Composition of Homeless Population, 2019**, identifies the proportion of each of these protected characteristics from the 2019 PIT compared to the proportion of each jurisdiction's population, to identify whether any protected classes are disproportionately represented as part of the homeless population. The percentages for a protected characteristic population in **bold** are overrepresented in the homeless population compared to that jurisdiction's total population. It is worth noting that, given the small proportion of the homeless population that reported sleeping in Dixon, it is unlikely that all protected characteristics are represented in the homeless populations of these jurisdictions. However, without data available at the jurisdiction level, it is assumed that the percentages of each protected class apply to the local homeless population.

**TABLE 3-9: DEMOGRAPHIC COMPOSITION OF HOMELESS POPULATION, 2019**

Protected Characteristic	Homeless Population	Benicia	Dixon	Fairfield	Rio Vista	Suisun City	Vacaville	Vallejo	Uninc. Solano County
Veteran	13.0%	<b>7.7%</b>	<b>8.0%</b>	<b>9.4%</b>	19.4%	<b>11.4%</b>	<b>12.4%</b>	<b>7.8%</b>	<b>10.0%</b>
Senior	18.0%	19.8%	<b>12.9%</b>	<b>12.2%</b>	48.9%	<b>11.7%</b>	<b>14.0%</b>	<b>15.8%</b>	21.5%
Disabled	31.0%	<b>11.1%</b>	<b>11.1%</b>	<b>11.6%</b>	<b>26.2%</b>	<b>12.5%</b>	<b>11.8%</b>	<b>12.5%</b>	<b>12.7%</b>
White	39.0%	65.1%	45.0%	<b>31.5%</b>	74.8%	<b>26.0%</b>	50.5%	<b>24.1%</b>	55.1%
Black	37.0%	<b>3.2%</b>	<b>1.9%</b>	<b>14.8%</b>	<b>7.6%</b>	<b>20.9%</b>	<b>9.5%</b>	<b>19.7%</b>	<b>5.5%</b>
American Indian or Alaska Native	3.0%	<b>0.0%</b>	<b>0.5%</b>	<b>0.4%</b>	<b>0.2%</b>	<b>0.4%</b>	<b>0.4%</b>	<b>0.1%</b>	<b>0.3%</b>
Asian /Asian Pacific Islander	7.0%	11.4%	<b>5.4%</b>	17.8%	7.5%	20.0%	84.0%	24.2%	<b>5.5%</b>
Multi-racial or other	14.0%	<b>7.5%</b>	<b>4.8%</b>	<b>6.2%</b>	<b>1.8%</b>	<b>4.9%</b>	<b>6.4%</b>	<b>5.6%</b>	<b>3.3%</b>
Hispanic/Latinx	16.0%	<b>12.8%</b>	42.4%	29.3%	<b>8.1%</b>	26.8%	24.8%	26.3%	30.2%

*Sources: Housing First Solano PIT, 2019; ABAG Data Packets, 2021; 2015-2019 ACS*

As seen in **Table 3-9: Demographic Composition of Homeless Population, 2019**, all protected characteristics are overrepresented in the majority of Solano County jurisdictions, with individuals with disabilities, American Indian or Alaska Native residents, and residents that identify as multi-racial or another race being overrepresented in all Solano County jurisdictions. It is likely that these proportions have not changed significantly since 2019, though the City has included Program 4.1.10 to continue to monitor overrepresentation and target resources as needed.

Approximately 30.0 percent of homeless individuals that responded to the survey reported that they believe employment assistance would have prevented homelessness for them, approximately 25.0 percent reported alcohol and drug counseling as a prevention tool, 24.0 percent reported rent or mortgage assistance, and 21.0 percent reported mental health services. For those that were interested in receiving assistance, 20.0 percent did believe they were eligible, 13.0 percent reported that paperwork for assistance was too difficult, and 11.0 percent reported that not having a permanent address was a barrier to assistance.

Homelessness is often a cross-jurisdictional issue, as represented by individuals reporting sleeping in multiple jurisdictions within the year. Therefore, the City participates in, and offers, several homelessness resources and programs that are available regionally and locally, including:

- Countywide Resources and Services:
  - **Shelter, Inc:** A Bay Area nonprofit focused on assisting residents experiencing or at risk of homelessness through wrap-around services, including assistance in searching for housing, skill building, and more. Shelter, Inc focuses their programs on three primary areas:
    - ***Inspiring People - Preventing Homelessness:*** Through donations, volunteer work, and partnerships with rental property managers and owners, Shelter, Inc. to create opportunities for employment and housing.
    - ***Changing Lives – Ending the Cycle of Homelessness:*** Includes a variety of services including eviction prevention through one-time financial assistance for move-in or stay-in costs, interim housing, long-term housing, and low-income housing. Shelter, Inc. provides case management, employment assistance, and assistance through the housing search process to help individuals and families end their personal challenge with homelessness.
    - ***Ending Homelessness – Providing Affordable Housing:*** Provides ongoing resources and referrals to help reduce the risk of homelessness.

- **Resource Connect Solano:** Provides assessment and referral services for individuals and families experiencing or at risk of homelessness and to identify the most appropriate response and services need to an individuals' needs.
- **211 Solano:** A one-stop-shop to connect Solano County residents with services including food, housing, substance abuse recovery support, medical and emotional counseling and services, and more.
- **Homeless Outreach Partnership and Engagement (HOPE) Team:** Coordinated by the Solano County Behavioral Health Services Department to go to homeless encampments to engage with homeless residents and offer mental health support.
- **Street Medicine Outreach Team:** A branch of the HOPE Team that has a medical team including a medical prescriber, clinician, and a specialist for psychiatric intervention and engagement to provide services in homeless encampments.
- **Beck Mental Health Facility:** Located in Fairfield but available to all Solano County residents, the County is constructing a new mental health residential treatment facility for adults either on jail diversion, homeless, or at risk of becoming homeless.
- **Fair Haven Commons:** Located in Fairfield but available to all Solano County residents, the County is constructing 72 affordable apartments that will include 44 permanently supportive units for homeless residents and those with mental health needs.
- **Sacramento Street Apartments:** Located in Vallejo but available to all Solano County residents, the County is constructing 75 affordable apartments that will include 23 permanently supportive units for homeless residents and those with mental health needs.
- **CAP Solano JPA:** Provides oversight and coordination of homeless services and secures and distributes funding to support projects to end homelessness.
- **Housing First Solano:** Coordinates multi-agency coordination to end homelessness and provides connections to housing, jobs, and medical resources for persons experiencing homelessness.
- **Food Bank of Contra Costa and Solano:** Distributes perishable and non-perishable foods to residents throughout Contra Costa and Solano Counties through partnerships with local foodbanks and service organizations. Programs include the College Pantry Program to serve junior and four-year colleges as well as adult education schools, delivery of fresh produce and shelf-stable pantry staples to local communities through the Community Produce Program and Community Produce



Program Plus, drive through distribution centers for local fresh and non-perishable foods, distribution of lunch and after-school foods to low-income schools through the Farm2Kid Program, provision of healthy foods at elementary through high schools where more than half of students receive free or reduced-price lunch, and a mobile food pharmacy for patients who have prescription for healthy shelf-stable foods from a medical provider. Physical locations are in Vallejo, Fairfield, Rio Vista, and Dixon, with mobile and distribution programs throughout the county.

- Local Resources and Services:
  - **Dixon Family Services:** Provides a range of supportive services for children and families in Dixon, including:
    - Basic Needs Program: Provides assistance low- to moderate-income families facing financial challenges due to job loss or other unexpected expenses that impact ability to pay rent or utilities
    - Food Pantry: Provides supplemental non-perishable groceries to Dixon residents in need and referrals to other local and regional food programs.
    - Outstation for Government Programs: Services as office space or temporary parking lot space for other services for Dixon residents such as Solano County Social Services (i.e., CalWORKS) and the Contra Costa and Solano County Food Bank Free Produce Truck.
    - Information and Referrals: Connects people to services they need that are not currently offered by Dixon Family Services.
    - Safety Net Services Program: Provides assistance with basic needs for Dixon residents without children as funding is available.
  - **Saint Vincent De Paul Food Locker:** Food distribution center out of Sant Vincent de Paul Church.

As the size of the homeless population is very small in Dixon, there are no established encampments or other concentrations of this population. However, the Police Department reports that if homeless person are discovered, they are typically found near off ramps of I-80, along landscaped trails, or, more infrequently, in vehicles parked in underutilized parking lots. To address this issue locally and throughout the region, **Program 4.1.5** has been included to coordinate with all other Solano County jurisdictions to increase the availability of emergency shelters, transitional housing, and homelessness service generally as well as develop targeted assistance and outreach for overrepresented populations.

## Displacement Risk

A combination of factors can result in increased displacement risk, particularly for lower-income households. These factors include those listed previously, as well as vacancy rates, availability of a variety of housing options, and increasing housing prices compared to wage increases. The Urban Displacement Project, a joint research and action initiative of UC Berkeley and the University of Toronto, analyzes income patterns and housing availability to determine the gentrification displacement risk at the census tract level. Six displacement typologies exist in Solano County:

- **Low-Income/Susceptible to Displacement:** These tracts are predominantly low- or mixed-income, susceptible to changes if housing prices increase.
- **Ongoing Displacement:** These tracts were previously low income, before seeing a significant loss of low-income households between 2000 and 2018.
- **At Risk of Gentrification:** These are low- or mixed-income tracts with housing affordable to lower-income households; however, the tract has seen increases in housing costs or rent values at a greater rate than regional increases or resulting in a larger rent gap locally than regionally.
- **Stable Moderate/Mixed Income:** These tracts are predominantly occupied by moderate-, mixed-moderate, mixed-high, or high-income households.
- **At Risk of Becoming Exclusive:** These tracts are also predominantly occupied by moderate, mixed, or high-income households, with housing affordable to middle- to high-income households but ongoing increases in prices.
- **Stable/Advanced Exclusive:** These are high-income tracts with housing only affordable to high-income households, and marginal or rapid increases in housing costs.

According to the Urban Displacement Project, eastern Dixon is generally considered “Low-Income/Susceptible to Displacement,” while western Dixon is considered to be “Stable Moderate/Mixed Income.” However, dramatic increases in home and rental prices have impacted residents throughout Dixon, though renters are typically disproportionately burdened by housing market increases in annual rate increases, compared to homeowners who have fixed-rate mortgages.

According to the Zillow Home Value Index (ZHVI), the average home value in Dixon increased by 150 percent between December 2012 and December 2021, from \$238,000 to \$595,000, for an average increase of approximately 16.7 percent annually. The median home price in Dixon is only affordable to above moderate-income households. While rent prices in Dixon have increased at a slower rate than home values, they still present a barrier for some lower-income households. Between 2015 and 2021, the average rent for a 2-bedroom unit, for example, increased from \$951 to \$1,575 according to a survey of online rent tracking platforms, resulting in an annual average increase of 10.9 percent. Unlike ownership opportunities, the median rent in Dixon in 2021 was affordable to low-income households. This suggests that lower-income renters have greater access to housing in Dixon than many other jurisdictions in the county and region.

While housing costs have increased rapidly, wages have not kept pace. The median income in Dixon has increased approximately 2.0 percent annually, from \$69,742 in 2010 to \$82,570 in 2019, according to the ACS. The difference in these trends indicates growing unaffordability of housing in Dixon. To address affordability challenges, the City will encourage and incentivize development of affordable housing units, particularly in higher resource areas, will develop a program to connect lower-income residents with affordable housing opportunities, and will market availability of homebuyer assistance programs such as first-time homebuyer programs (**Program 3.1.1, 3.3.2, 6.1.1, and 7.2.1**).

Displacement risk increases when a household is paying more for housing than their income can support, their housing condition is unstable or unsafe, and when the household is overcrowded. Each of these presents barriers to stable housing for the occupants. As discussed under Patterns of Integration and Segregation and Overpayment, the rate of poverty in Dixon is relatively low, with only a slightly higher rate north of W. H Street between I-80 and N. 1<sup>st</sup> Street. However, displacement risk due to overpayment for low-income renter households is not significantly higher in any one area of the city.

### Other Relevant Factors

In addition to the indicators analyzed above, there are several other factors that can influence housing mobility and access to opportunity in a jurisdiction. For example, historic development patterns may have resulted in neighborhoods that are largely or exclusively made up of single-family homes. Given current market trends, these neighborhoods would likely be inaccessible to lower-income households. Other factors may include mortgage lending patterns, public and private investment, and historic policies. Other factors that are considered relevant vary between jurisdictions and are described at the local level below.

## History of Development Trends

Dixon was first known as “Silveyville,” for the settler who established a halfway house along a well-traveled route between Sacramento and San Francisco at the height of the California Gold Rush in 1852. In 1870, the Central Pacific Railroad (Vaca Valley Railroad) inaugurated its new line through Solano County. However, it bypassed Silveyville, instead crossing the land of Thomas Dickson, a nearby landowner. When local leaders decided to physically relocate Silveyville closer to the railroad, Dickson donated 10 acres of his land for the new depot, and the community was renamed “Dicksonville.” With Dickson in charge of the re-location, the Silveyville buildings were raised and loaded on large flat cars with wooden rollers closer to the railroad tracks to the area now known as Downtown Dixon. When the first rail shipment of merchandise from San Francisco arrived in 1872, mistakenly addressed to “Dixon,” the spelling stuck. In 1874, the town was officially recorded by Solano County as “Dixon” on the new maps, and incorporated in 1878.

A city ordinance was adopted in 1883 following a fire that nearly wiped out the downtown area, which required building materials to be brick or tin rather than wood – the first design guidelines in Dixon. The rebuilding of the town occurred with expansion along Jackson Street, North Jefferson Street (where the Dixon Methodist Church still stands), and along First and A. Streets. Generating interest in horse harness racing provided further impetus for growth in Dixon with a partnership of businessmen purchasing 20 acres on First Street for a horse racing track and pavilion, now the site of the City’s annual May Day celebration. Dixon was also known in the early 1900s as “The Dairy City.” During this period, farming emphasized growing crops, primarily alfalfa, essential to successful dairying along with pure water, temperate climate, and clean surroundings, spurring the moniker “Certified Dairy.” By 1920, Dixon had over 30 dairy family farmers.

Dixon became a hub for miles of grain, alfalfa, and dairy farming in California. It also has a long history with the sheep industry, hosting an annual LambTown festival, as well as the State Fair. The railroad tracks and I-80 have been the defined development patterns within Dixon for decades following their installation, where the majority of the City’s non-residential uses and multifamily housing are located. Over the course of the 20th century, as populations in the state and Bay Area increased, Dixon transitioned into a hybrid agricultural/suburban bedroom community. Until recently, most development has been contained between the two rigid boundaries set by the railroad and the highway. Dixon has continued to see active homebuilding maintained through a regional slowdown, and proximity to Davis and Sacramento, along with available land, suggest potential for further housing growth.<sup>4</sup> There are vacant lots along I-80 and in the northeast quadrant of the city that provide potential for attracting new businesses. The City has been successful in attracting light industrial uses in the northern portion of the city, stimulating the employment base, and subsequently generating a need for additional residential resources at a variety of price points. Additionally, proximity to UC Davis presents potential in the northern quadrant for a mix of medical and research facilities as well as residential villages in a campus environment.

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<sup>4</sup> BusinessView, “Dixon, California: Fabulous and affordable”. 2019. <https://businessviewmagazine.com/dixon-california-fabulous-affordable/>.

## Land Use and Zoning Patterns

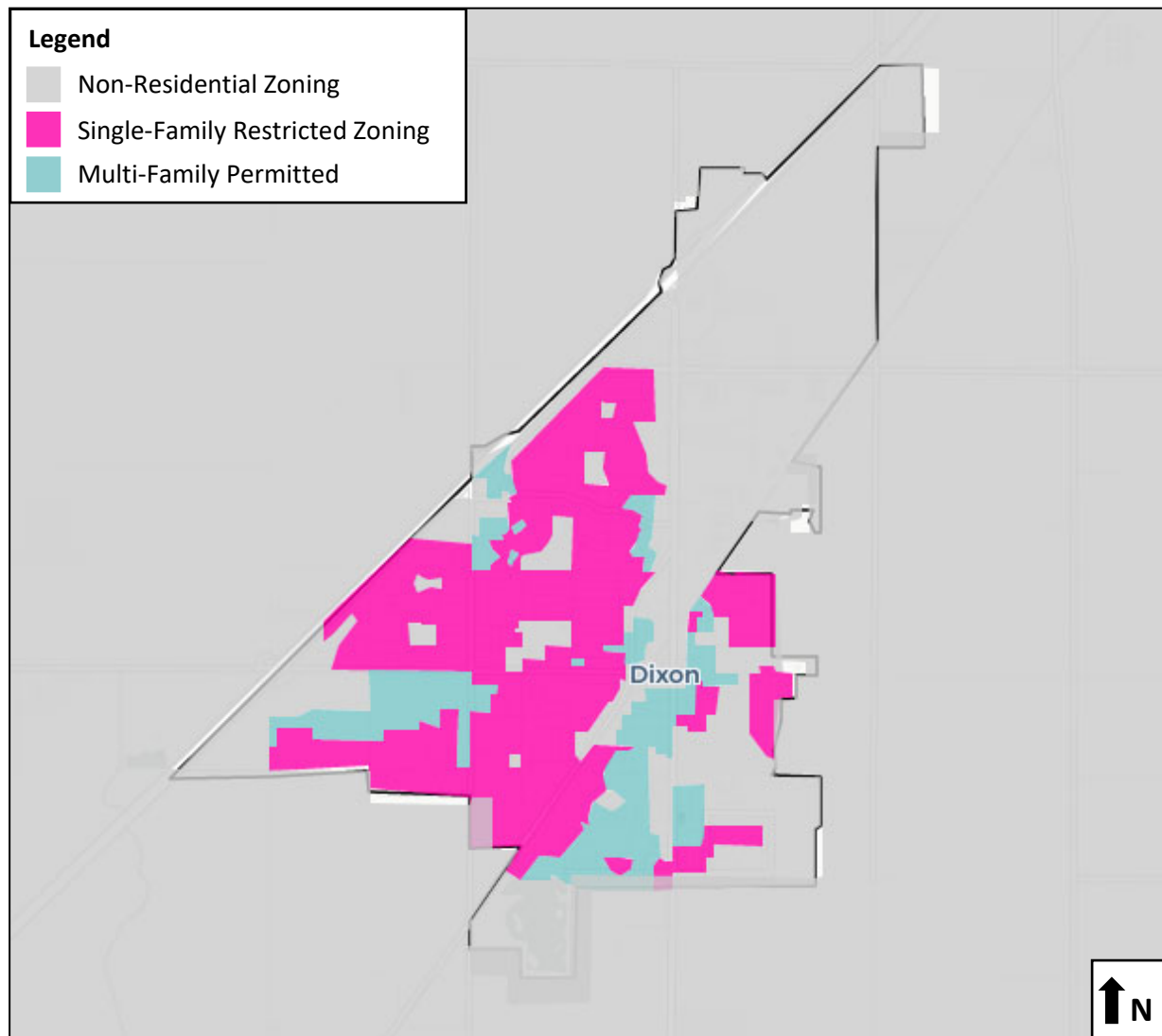
The Othering & Belonging Institute, a UC Berkeley research center, published a report in 2020 analyzing the characteristics of communities in the Bay Area in relation to the degree of single-family zoning.<sup>5</sup> The research findings identified that in Solano County, and across the Bay Area regionally, cities with high levels of single-family zoning see greater access to resources, resulting in positive life outcomes (this comparison is significant even when considering that the Bay Area region is generally wealthy and expensive). Predominance of single-family zoning aligned with higher median incomes, home values, proficient schools, and other factors that are similarly associated with the highest-resource designation in the TCAC/HCD opportunity maps. Single-family zoning predominates residential areas in the Bay Area; the average proportion of residential land zoned only for single-family housing in Bay Area jurisdictions was found to be 85.0 percent. Only in two jurisdictions of the 101 surveyed (Benicia and Suisun City) did single-family zoning make up less than 40.0 percent of the jurisdiction's land area. However, access to higher-quality resources was greatest in jurisdictions with at least 90.0 percent of the land area designated to single-family zoning.

Analysis identified Dixon as having 81.4 percent of developed land area, or 5,458 of the City's 6,708 housing units, designated to single-family unit zoning, categorizing it at a lower level of single-family zoning relative to Bay Area jurisdictions. Conversely, multifamily units (two or more units) make up approximately 18.0 percent of Dixon's housing units. In addition, small pockets of RM-1 zoning, which accommodate two-unit dwellings, typically single-family attached units, are scattered throughout the city at the edges of R-1 zones. While single-family zoning has historically created desirable places to live, higher entry costs associated with this housing type can pose a barrier to access for low- and moderate-income households, restricting access to economic, educational, and other opportunities that are available in higher-resource neighborhoods. As shown in **Figure 3-39, Residential Zoning in Dixon**, areas zoned for multifamily housing in Dixon are primarily found along railroad right-of-way and at the edges of the developed part of the city in the southwest area. As seen in **Figure 3-7 (Local TCAC/HCD Opportunity Areas)**, this distribution is consistent with a countywide pattern finding multifamily housing primarily in low- and moderate-resource areas, although there are only two census tracts in the city designated as low resource and they are developed with single-family unit neighborhoods. This data suggests that multifamily housing, which tends to be more affordable, is limited to areas in the city that currently do not support the highest quality of life. However, there is potential for mixed use with higher-density residential in the downtown and in association with increased employment opportunities in the northeast quadrant. To support and expand access to affordable housing in high opportunity areas, the City as included **Program 3.1.1 and 3.2.3**.

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<sup>5</sup> Menendian, Stephen, Samir Gambhir, Karina French, and Arthur Gales, "Single-Family Zoning in the San Francisco Bay Area," Othering & Belonging Institute, University of California, Berkeley, October 2020. <https://belonging.berkeley.edu/single-family-zoning-san-francisco-bay-area>.

**FIGURE 3-39: RESIDENTIAL ZONING IN DIXON**



*Source: Othering & Belonging Institute, 2021*

## Investment Patterns

Public and private investment typically includes construction, maintenance, and improvements to public facilities, including infrastructure, acquisition of land, and major equipment. Historically, investment in Dixon has been prioritized based on need and available funding, which has prevented disinvestment in any particular area of the city. However, one of the constraints the city faces is a lack of permanent infrastructure in the northeast quadrant to support current and potential development, which is a constraint to provision of additional housing opportunities in the future, which has been addressed through interim solutions to sustain the developments.

However, any infrastructure or facilities in need of improvement are identified for investment in the Dixon Five-Year Capital Improvement Plan (CIP) for Fiscal Years 2017/18 through 2021/22. The CIP is funded from a variety of sources that can each be used for specific purposes. These funds are allocated to improve roadways and other transportation infrastructure, expand waste facilities, and expand service capacity, amongst other projects. Projects identified for public investment are typically considered based on the following factors:

- Support for neighborhoods with the highest need
- Consistency with other formal long-range plans
- Recommendations of City Councils and/or Commissions
- Input from residents and business owners
- Consistency with General Plans
- Consistency with local Consolidated Plans for federal funds like Community Development Block Grants
- Consistency with adopted master plans
- State, federal, or other legal mandates
- Potential impacts on operating budgets
- Benefits to communities
- Mitigation of health or safety issues

Priority is based on projects that will result in the greatest community benefit, mitigate existing issues, and address public demand and need, therefore ensuring that projects occur throughout the city. Recent target areas for investment include, but are not limited to:

- ADA Compliance Program. The City's ADA specs require additional detail and compliance to meet ADA standards and requirements.

- Climate Change Action Plans (CCAP). The CCAP is a comprehensive roadmap that outlines the specific activities that an agency will undertake to reduce greenhouse gas emissions. Climate action plans build upon the information gathered by greenhouse gas inventories and generally focus on those activities that can achieve the relatively greatest emission reductions in the most cost-effective manner. The CCAP would also serve as a streamlining measure for individual development projects to not have to undergo their own individual greenhouse gas emissions study.
- Zoning Ordinance Update. A comprehensive update to the City of Dixon zoning ordinance and map is needed to: (1) make required amendments to zoning map and text to make consistent with new General Plan 2040 and reflect changes that are a result of the adoption; and (2) modernize and streamline the Zoning Ordinance and Map.
- Southwest Neighborhood Park. Construct a three-acre park serving the southwest area. The park will include open space, picnic area, playground equipment, lighting, and a path system. The project is scheduled to be developed with the southwest area development. The park will maintain 1.2 acres of neighborhood park land per 1,000 residents, as required in the Parks Master Plan and General Plan.
- Southwest Dixon Specific Plan Community Park. Support the development of a 20-acre community park as part of Phase 4 of the buildout of the Southwest Dixon Specific Plan. The park will include open space, recreational equipment and spaces, a pool, and other amenities.

These project areas, among others, improve connections between neighborhoods, availability of and accessibility to community resources and facilities, and more. Dixon will continue public investment throughout its neighborhoods, and will encourage the same from private investment, so all residents have access to improved transportation, safer streets, additional recreational amenities, and other outcomes of public and private investment.

### **Mortgage Lending Denial Rates**

Data related to home loan applications are made available annually through the Consumer Financial Protection Bureau Home Mortgage Disclosure Act (HMDA). It is important to note, however, that this data does not reflect all lenders, particularly local financial institutions, and does not provide a comparison of applicants based on qualifications, such as income and credit, to determine whether there are factors other than racial or ethnic identity that may have influenced the success rate of securing a mortgage loan. Additionally, the Consumer Financial Protection Bureau provides mortgage data specific to census tracts as opposed to jurisdiction boundaries, so data for Dixon includes portions of unincorporated Solano County in tracts that expand beyond city limits.



In 2020, White applicants accounted for 29.3 percent of all mortgage loan applications for home purchase and 45.4 percent of all originated loans in Dixon. While Hispanic and Latinx residents make up 42.4 percent of Dixon’s ethnic composition, Hispanic and Latinx applicants made up only 6.5 percent of loan applications and 10.1 percent of originated loans. Black residents represented 1.9 percent of Dixon’s racial composition; however, Black applicants made up approximately 1.4 percent of total loan applications and 2.2 percent of all originated loans. While Asian residents represented 5.4 percent of Dixon’s racial composition, Asian applicants made up 3.0 percent of loan applicants and 4.6 percent of originated loans. There were no applicants from other racial or ethnic groups, including American Indian, Alaskan Native, Native Hawaiian, or other Pacific Islander, and two or more races. The City plans to address some of these disproportionalities, particularly for Latinx residents, by seeking funding to support local fair housing organizations and other providers that provide linguistically accessible and culturally relevant housing assistance to lower- and moderate-income households and other households with special needs described in **Program 7.2.2**.

In 2020, applicants from Dixon applied for four types of loans for home purchase: conventional, Federal Housing Administration (FHA), Veterans Administration (VA), and United States Department of Agriculture (USDA). Denial rates, shown in **Table 3-10**, indicate that Asian residents were denied conventional and FHA loans at a higher rate than other racial and ethnic groups.

**TABLE 3-10: MORTGAGE LOAN DENIAL RATES, DIXON**

Loan Type	White	Latinx	Black	Asian	Native American or Pacific Islander	American Indian or Alaska Native	Two or More Minority Races	Total
<b>Conventional</b>								
Total Applications	127	34	6	15	0	0	0	182
Denial Rate	7.1%	11.8%	16.7%	20.0%	0.0%	0.0%	0.0%	9.3%
<b>Federal Housing Administration (FHA)</b>								
Total Applications	29	15	3	9	0	0	0	56
Denial Rate	10.3%	6.7%	0.0%	0.0%	0.0%	0.0%	0.0%	7.1%
<b>Veterans Administration (VA)</b>								
Total Applications	59	6	6	5	0	0	1	77

Loan Type	White	Latinx	Black	Asian	Native American or Pacific Islander	American Indian or Alaska Native	Two or More Minority Races	Total
Denial Rate	8.5%	33.3%	0.0%	0.0%	0.0%	0.0%	0.0%	10.4%
<b>United States Department of Agriculture (USDA)</b>								
Total Applications	1	0	0	0	0	0	0	1
Denial Rate	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

*Source: Federal Financial Institutions Examination Council's (FFIEC), Home Mortgage Disclosure Act (HMDA), 2020*

The low participation rate by residents of color and barriers to building capital necessary to pursue homeownership may be a result of both past policies, such as racially restrictive covenants, that prevented particular communities of color from building generational wealth, current inequities like occupational segregation, and existing barriers like language access and documentation requirements. Actions described in **Program 6.1.1**, including targeted and multilingual homebuyer education and outreach strategies and financial empowerment services, are just some of the ways the City hopes to address these disparities. The City will also work with legal service providers to ensure all residents have access to legal counseling and representation in cases of discriminatory lending practices and other fair housing issues (**Program 7.2.1**).

## Enforcement and Outreach Capacity

### Compliance with Fair Housing Laws

In addition to assessing demographic characteristics as indicators of fair housing, jurisdictions must identify how they currently comply with fair housing laws or identify programs to become in compliance. The City of Dixon enforces fair housing and complies with fair housing laws and regulations through a twofold process: review of local policies and codes for compliance with state law, and referral of fair housing complaints to appropriate agencies. The following identifies how the City complies with fair housing laws:

- **Density Bonus Law (Government Code Section 65915).** The City allows up to a 50 percent increase in project density depending on the proportion of units that are dedicated as affordable, and up to 80 percent for projects that are completely affordable.

- **No-Net-Loss (Government Code Section 65863).** The City has identified a surplus of sites available to meet the Regional Housing Needs Assessment allocation. In total, the City's surplus unit capacity is 510, composed of 17 lower-income units, 86 moderate-income units, and 407 above moderate-income units.
- **Housing Accountability Act (HAA) (Government Code Section 65589.5).** The City does not condition the approval of housing development projects for very low-, low-, or moderate-income households or emergency shelters unless specified written findings are made. Further, the City allows emergency shelters by-right in the ML zone district.
- **Senate Bill (SB) 35 (Government Code Section 65913.4).** The City will comply with SB 35 (Government Code Section 65913.4) by establishing a written policy or procedure, as well as other guidance as appropriate, to streamline the approval process and standards for eligible projects by September 2023 (**Program 6.2.1**).
- **SB 330 (Government Code Section 65589.5).** The City complies with SB 330 (Government Code Section 65589.5), relying on regulations set forth in the law for processing preliminary application for housing development projects, conducting no more than five hearings for housing projects that comply with objective general plan and development standards, and making a decision on a residential project within 90 days after certification of an environmental impact report or 60 days after adoption of a mitigated negative declaration or an environmental report for an affordable housing project.
- **California Fair Employment and Housing Act (FEHA) and Federal Fair Housing Act.** The City provides protections to residents through referrals to legal assistance organizations, such as LSNC, and has included Program 7.2.1 to provide biannual training to landlords on fair housing rights and responsibilities with the intent of reducing, or eliminating, discrimination, and consider entering into a consortium with other jurisdictions to contract with FHANC.
- **Review Processes (Government Code Section 65008).** The City reviews affordable development projects in the same manner as market-rate developments, except in cases where affordable housing projects are eligible for preferential treatment including, but not limited to, on sites subject to AB 1397.
- **Assembly Bill 686 (Government Code Section 8899.50).** The City has completed this Assessment of Fair Housing and identified programs to address identified fair housing issues in **Table 3-12, Factors that Contribute to Fair Housing Issues**.
- **Equal Access (Government Code Section 11135 et seq.).** The City has included Program 7.2.2 to provide translation services for public meetings and materials and currently offers accessibility accommodations to ensure equal access to all programs and activities operated, administered, or funded with financial assistance from the state, regardless of membership or perceived membership in a protected class.

## Fair Housing Outreach

In addition to assessing fair housing issues related to development standards, fair housing issues can include disproportionate loan rates by race, housing design that is a barrier to individuals with a disability, discrimination against race, national origin, familial status, disability, religion, or sex when renting or selling a housing unit, and more. The City of Dixon ensures dissemination of fair housing information and available services through the City's website and has identified programs to improve equal access to all governmental programs and activities. The City will make fair housing information available, updating annually or as needed, on their website and through annual distribution of printed materials at government buildings and community meetings (**Program 7.2.1**).

Dixon residents are served by two local fair housing organizations to help enforce fair housing laws, in addition to the California Department of Fair Employment and Housing (DFEH) and HUD Office of Fair Housing and Equal Opportunity (FHEO): Fair Housing Advocates of Northern California (FHANC) and Legal Services of Northern California (LSNC). While FHANC is contracted by the cities of Fairfield and Vallejo for direct services, Dixon residents can also contact the organization if they believe they are experiencing discrimination. FHANC offers fair housing counseling services, complaint investigation, and assistance in filing housing discrimination complaints to homeowners and renters, with resources available at no charge in English, Spanish, and Vietnamese. Between July 1, 2020, and June 30, 2021, FHANC provided counseling or education to 2,930 tenants, homeowners, homebuyers, housing providers, children, social service providers, and advocates across Marin, Sonoma, and Solano Counties. Of the fair housing clients assisted by FHANC, 94 percent of clients were extremely low, very low, or low income. In addition, 27 percent were Latinx, 13 percent of whom spoke no English, and 20 percent were Black or African American. LSNC provides free legal services and assistance to qualifying clients with cases involving tenants' rights, evictions and lock outs, foreclosures, quality of housing, mobile homes, mitigation of homelessness, termination of utilities, unsafe housing, and loss of shelter because of natural disasters. As part of regional outreach efforts, consultations were conducted with FHANC and LSNC for feedback both regionally and locally for each jurisdiction.

In December 2021, LSNC reported that they had received 450 discrimination cases in 2021 from residents of Solano County. The organization identified the most common issue as disability discrimination, most frequently due to failure to make reasonable accommodations, followed by gender-based discrimination, usually resulting from unfair treatment of victims of domestic violence, such as terminating the lease of the entire family for a domestic violence disturbance. LSNC identifies gender-based discrimination as the most common complaint they receive from residents of Vacaville and habitability issues as a greater issue among non-English speakers in Fairfield than White, English-speaking residents. The primary concerns related to barriers to fair housing the LSNC reported include a substantial lack of affordable housing, resulting in a myriad of other issues, including substandard units being the only affordable options remaining and absentee landlords due to low vacancy rates so little concern about having a tenant regardless of conditions. LSNC reported that the increase in real estate investors in Solano County has further depleted the limited affordable, substandard stock as properties are remodeled and sold at higher prices. As a result of these concerns and issues, LSNC expressed a need of mechanisms to promote

homeownership, reduce property turnover, and support tenants of units that are cited for negative conditions, such as requiring the owner to cover relocation costs. Overall, LSNC identified a need for stronger tenant protections throughout the region, better response to discrimination complaints through contracted service providers, a need for inclusionary housing ordinances, and other mechanisms to support affordable development.

In January 2022, FHANC provided extensive feedback on fair housing issues and needs in Solano County, particularly in Vallejo and Fairfield where the organization is contracted to provide services. Through testing and audits of housing providers, FHANC has identified a great need for more coordinated and extensive education and enforcement related to fair housing laws. For example, in 2021, FHANC tested housing providers to determine whether disability discrimination was an issue and found that approximately half of landlords did not allow exceptions for service animals. Further, FHANC reiterated what LSNC had reported, that the most common discrimination complaints are regarding denials of reasonable accommodations requests. Through testing, FHANC found that landlords and housing providers of fewer units discriminated at a higher rate, identifying a lack of understanding of laws as the most likely cause. The number of new laws related to fair housing has resulted in an increased need for education for both tenants and housing providers on requirements as well as resources available to them. FHANC expressed a need for coordinated resource management in Solano County so residents can easily access resources and know where to go to find services. The primary actions that FHANC recommended jurisdictions take to affirmatively further fair housing include contracting a fair housing organization to provide direct services to residents and adoption of tenant protections, such as a just-cause ordinance, and protections for residents with criminal backgrounds, such as an ordinance ensuring a fair chance to access housing. FHANC emphasized the importance of having fair housing service providers that are separate from the local housing authority, as the housing authority is also a housing provider, which may present a barrier to tenants who feel discriminated against. For example, in 2021, FHANC negotiated a settlement against the Suisun City Housing Authority on behalf of a client, as a result of disability discrimination.

In addition to general feedback, FHANC also shared the results of their 2019-2020 and 2021 audits of discrimination in rental units in Marin, Sonoma, and Solano Counties, as well as information on lawsuits they jointly filed with other fair housing organizations against banks for the maintenance and marketing of foreclosed properties. For their 2019-2020 audit, FHANC investigated 63 rental properties, through 139 individual tests, for discrimination against national origin and source of income. Forty-five tests were conducted on rental properties in Marin County, 29 in Solano County, and 45 in Sonoma County, testing the extent to which Latinx and HCV holders were discriminated against. FHANC found that approximately 82.5 percent of all housing providers tested discriminated on the basis of national origin and/or source of income. In Solano County, 81.0 percent of housing providers tested discriminated against one or both protected classes: 52.4 percent discriminated based on source of income, 19.0 percent on the basis of national origin, and 9.5 percent on both national origin and source of income. The remaining 19.0 percent of housing providers did not show discrimination against either protected class. The results of these tests indicate a need for education of landlords on source of income discrimination and requirements

to accept Section 8 vouchers, as well as providing information on the benefits of participating in the voucher program, such as dependable payments from the public housing authority and regular inspections to check on the condition of the units.

In the May 2021 Audit Report, FHANC reported on discrimination on the basis of disability in the tri-county region, based on testing of 111 rental properties: 32 in Marin County, 39 in Solano County, and 40 in Sonoma County. Solano County properties were in Fairfield, Vallejo, Vacaville, Benicia, and Suisun City. These tests were based on housing providers allowing emotional support animals and/or service animals at properties listed as prohibiting or limiting animals. Approximately 30.7 percent of housing providers in Solano County showed clear evidence of discrimination, 15.4 percent showed some or potential evidence of discrimination, and 53.8 percent showed no evidence of discrimination. The rate of discrimination in Solano County was the lowest in the tri-county region, with 59.4 percent of housing providers in Marin County and 60.0 percent in Sonoma County showing total discrimination. Across all tested properties, FHANC found that discrimination rates were higher among properties with fewer than 11 units, indicating a need for increased education for these housing providers.

In addition to the audit reports, FHANC shared press releases from 2016, 2017, and 2018 that reported on lawsuits filed by FHANC and other fair housing organizations against Fannie Mae, Bank of America, Deutsche Bank, Ocwen Financial, and Altisource companies, alleging racial discrimination based on how banks maintain and market foreclosed properties. In each case, the fair housing organizations compiled data from multiple metropolitan areas throughout the nation, including the Vallejo-Fairfield MSA, that clearly indicated that bank-held properties in neighborhoods of color were consistently neglected and poorly maintained compared to those in White neighborhoods. In the Fannie Mae lawsuit of 2016, 68 properties in the Vallejo-Fairfield MSA were investigated: 1 in a predominantly Hispanic community, 48 in predominantly non-White communities, and 19 in predominantly White communities. Approximately 47.0 percent of foreclosed properties in White communities in the Vallejo-Fairfield MSA had fewer than 5 maintenance or marketing deficiencies, compared to 35.0 percent of properties in communities of color. Further, 12.0 percent of foreclosed properties in communities of color had 10 or more deficiencies, while no properties in White communities had this extent of deficiencies. Similar findings were reported throughout the Bay Area and across the nation in the case against Fannie Mae, as well as the banks. While the findings reported are a national issue, the impacts are seen in Solano County and the greater Bay Area region, presenting fair housing issues for local communities of color. FHANC expressed that the City may help reduce impacts, and in turn affirmatively further fair housing, through strict code enforcement of Fannie Mae properties, and other foreclosed homes, to ensure they are properly maintained and do not negatively impact the neighborhood they are located in.

Throughout the region, local organizations and service providers identified a need for stronger enforcement of code violations related to substandard housing conditions and better communication of available resources for a range of programs. For example, the Agency for Aging expressed a need for better marketing of Solano Mobility program that helps connect seniors to necessary services. Urban Habitat and Habitat for Humanity both identified coordination and partnerships between jurisdiction and non-profit staff as an opportunity to



reduce barriers to housing through shared resources and outreach capacity. There are a range of services and programs available throughout the county and in individual jurisdictions; however, service providers and fair housing advocates expressed that they often hear from residents who are unaware of these opportunities. Improved outreach and communication efforts will help connect residents with appropriate services and programs, which may aid them in remaining in their home or identifying new opportunities.

### Discrimination Cases

In their 2020 Annual Report, DFEH reported that they received 8 housing complaints from residents of Solano County, approximately 0.9 percent of the total number of housing cases in the state that year (880). As part of the Fair Housing Assistance Program (FHAP), DFEH also dual-files fair housing cases with HUD's Region IX FHEO, which are reported by the origin of the issue.

HUD FHEO reported that eight cases were filed by residents of the City of Dixon between January 2013 and April 2021. No cases were filed against a public entity (i.e., public housing authority, city). Several cases alleged discrimination on multiple bases, resulting in four cases alleging discrimination on the basis of disability, five on the basis of race, and three on the basis of retaliation. Of the eight cases, two were closed after conciliation or a successful settlement, two were closed after the complaint was withdrawn after resolution, and four were closed after FHEO made a no cause determination. In addition to these cases, there were four inquiries made during the same time period, one of which were against public entities. One inquiry was found to not be a valid issue, two did not allege specific bases and were closed after the claimants failed to respond to HUD, and the fourth alleged discrimination on the basis of disability but the claimant decided not to pursue it further. While there were not many discrimination cases reported to HUD during this eight-year period, the most common issues raised were discrimination based on disability and race, reflecting feedback received from FHANC and LSNC that disability cases were the most common that their organizations handled. The City has identified **Program 7.2.1** to ensure residents and housing providers are aware of fair housing laws, rights, and requirements as well as resources available to residents should they experience discrimination. Further, the City will work with local and regional fair housing providers to facilitate a training for housing providers to prevent discriminatory actions and behaviors.

### SITES INVENTORY ANALYSIS

The location of housing in relation to resources and opportunities is integral to addressing disparities in housing needs and opportunity, and to fostering inclusive communities where all residents have access to opportunities. This is particularly important for lower-income households. Government Code Section 65583(c)(10)(A) added a new requirement for housing elements to analyze the location of lower-income sites in relation to areas of high opportunity. As discussed throughout this Assessment of Fair Housing, Dixon contains a range of census tracts with low, moderate, high, and highest resource access according to the HCD/TCAC Opportunity Area maps. This suggests that economic outcomes for Dixon households vary depending on the part of the city where a household is located. Areas with higher

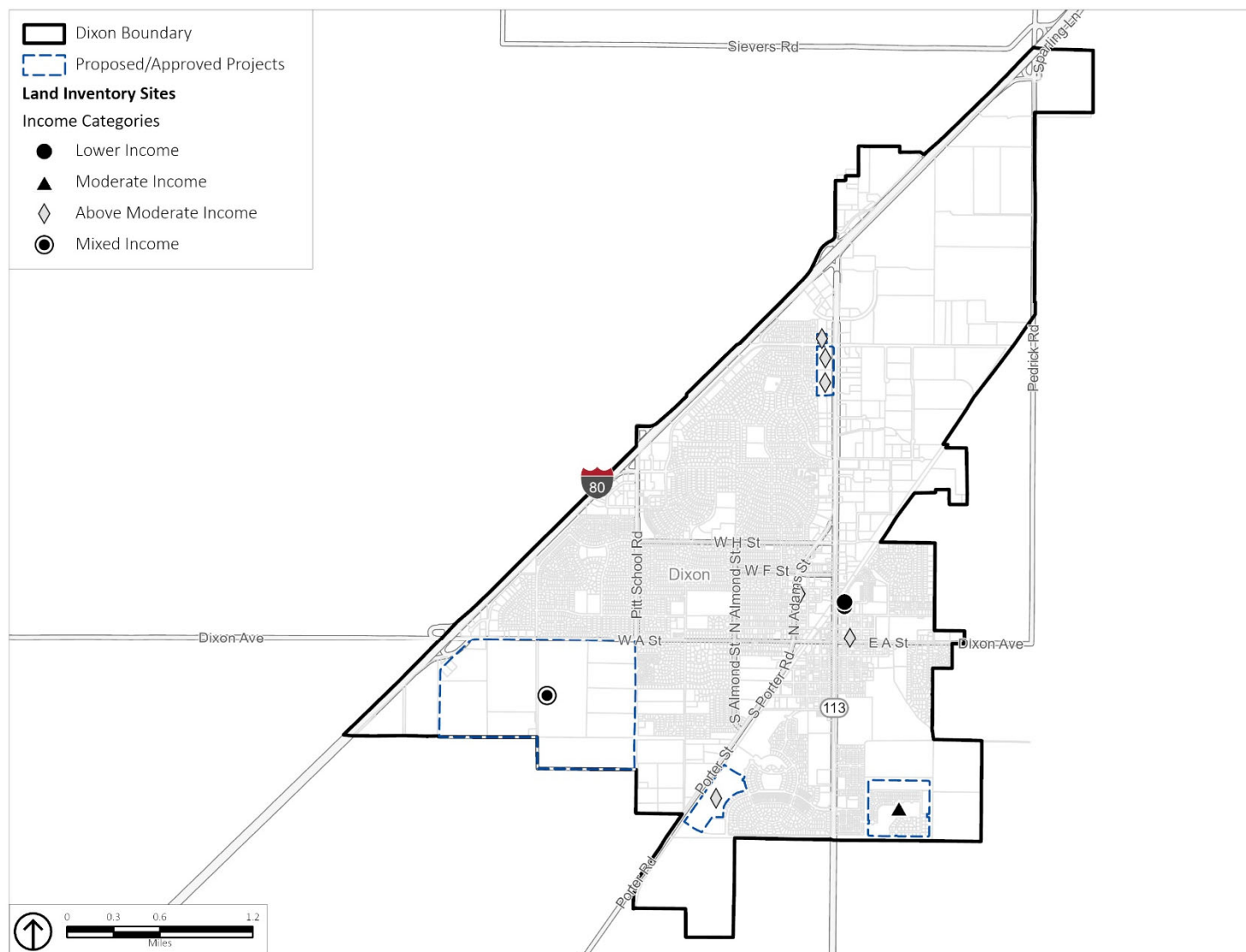
designations are located north of West A Street, west of North 1st Street (SR 113) in block groups with higher median incomes, and the vicinity of major interchanges with I-80 where the majority of the City's commercial and service amenities are located. As described throughout this assessment, Dixon has a distinct pattern of income distribution, with potentially better access to opportunities for households residing in the city's higher-income areas. To confirm if the sites identified in the Housing Element inventory will affirmatively further fair housing, the City examined geographic distribution of sites as they relate to a range of indicators of fair housing.

### Potential Effect on Patterns of Integration and Segregation

Capacity for 826 total units, including 192 lower-, 148 moderate, and 586 above-moderate income units, has been identified to meet the City's RHNA. Most of the identified capacity is within approved project sites, some of which are final phases of larger developments. As shown on **Figure 3-40, Land Inventory Sites**, and **Table 3-11, Land Inventory Site Capacity**, the site identified to accommodate the majority of the lower-income RHNA is located as part of a mixed-income neighborhood in the approved Homestead Phase 2B project in the southwestern corner of the city, with capacity for 180 lower-income units, and 128 above moderate-income units. In addition, capacity for 11 lower-income units on vacant sites are identified north of Dixon Avenue and east of West A Street, providing a total of 192 lower-income units.



**FIGURE 3-40: LAND INVENTORY SITES**



Source: City of Dixon, September 2022

Capacity for 145 moderate-income units is spread throughout the southern half of the city on moderate/above moderate mixed-income sites, with capacity identified in the Homestead villages, in the Valley Glen Orchards neighborhood and one in the Sutton at Parklane development. Sites with capacity for 581 above moderate-income sites are identified throughout the southern half of the city within approved projects in the Homestead neighborhoods in both low/moderate/above moderate and moderate/above-moderate mixed-income developments, and additional capacity for above moderate-income units within the Valley Glen Orchards III project. Additionally, three sites are identified with approved capacity for 144 above moderate-income units in the vicinity of the North 1<sup>st</sup> Street and I-80 interchange in the northwestern portion of the city.

**TABLE 3-11: LAND INVENTORY SITE CAPACITY**

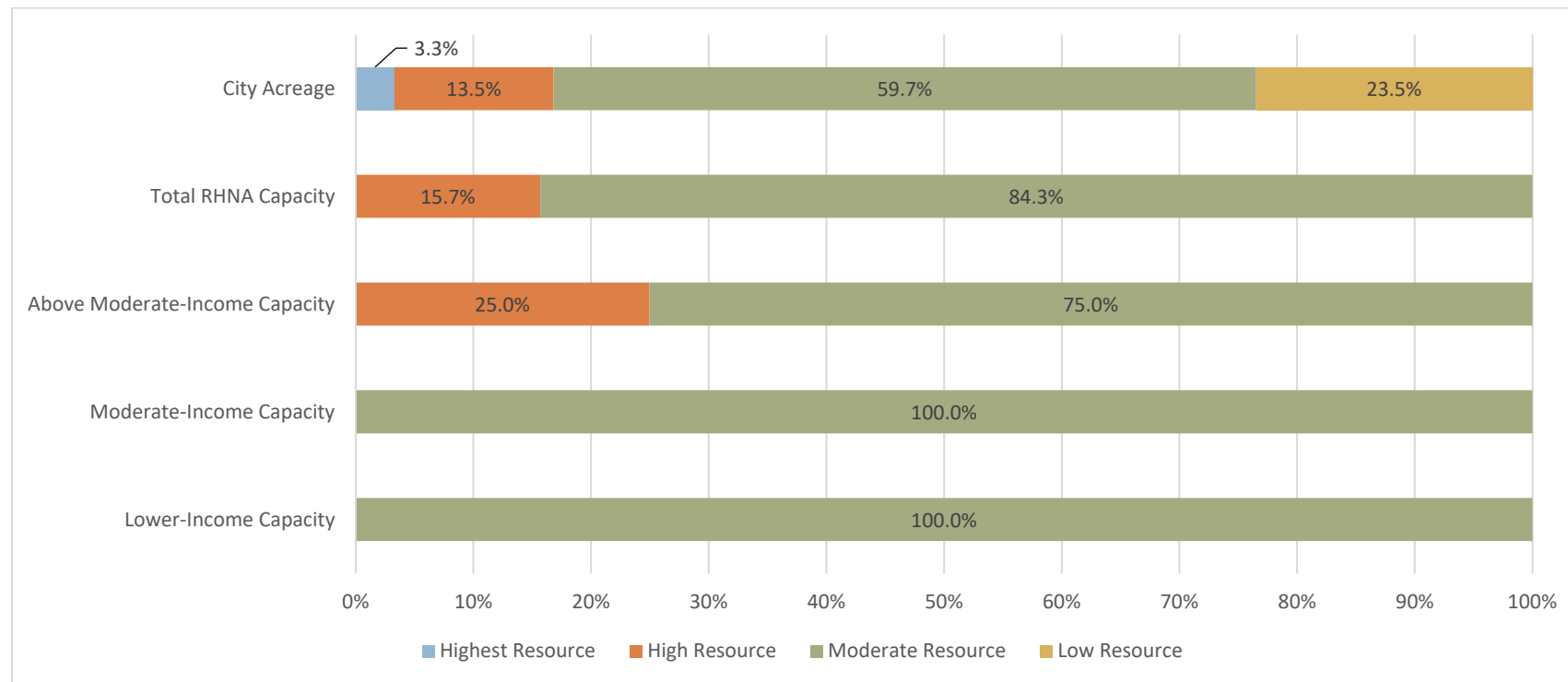
Approved Projects	Location	Approved Capacity	Affordability
Homestead	South of A Street between I-80 and Pitt School Road.	180 88 396	Lower Moderate Above Moderate
Lincoln Square	Mixed-use development west of North 1 <sup>st</sup> Street, south of Vaughn Road, with access to the intersection of SR 113 and I-80, designated as high resource	100	Above Moderate
Assisted Living on North Lincoln St.	Corridor mixed-use project west of North 1 <sup>st</sup> Street, south of Vaughn Road, with access to the intersection of SR 113 and I-80, designated as high resource	44	Above Moderate
Sutton at Parklane	Located south of Columbia Drive and north of Parkway Boulevard, near Dixon High School and Hall Memorial Park, and is part of new development occurring at Dixon's southeastern edge, designated as moderate resource.	57	Moderate
Valley Glen Orchards III	Phase 4 of project, east of Porter Street, north of Parkway Boulevard, which is designated moderate resource.	41	Above Moderate
<b><i>Lower-Income Capacity</i></b>		<b>180</b>	
<b><i>Moderate-Income Capacity</i></b>		<b>145</b>	
<b><i>Above Moderate-Income Capacity</i></b>		<b>581</b>	
<b>Total Approved Project Capacity</b>		<b>906</b>	

Vacant Land	Location	Approved Unit Capacity	Affordability
2 sites – one unit per site	West A Street near the intersection with South 1 <sup>st</sup> Street in vicinity of city center, designated as moderate resource.	2	Above Moderate
1 site – one unit	Valley Glen Orchards vacant site within existing single-family residential neighborhood designated as moderate resource.	1	Moderate
2 sites – multiple units per site	North of Dixon Avenue and east of West A Street, in the vicinity of city center, designated as moderate resource.	5 6	Lower
Lower-Income Capacity		11	
Moderate-Income Capacity		1	
Above Moderate-Income Capacity		<u>2</u>	
<b>Total Vacant Land Capacity</b>		<b>14</b>	
<b>Total Capacity</b>			
<b><i>Lower-Income Capacity</i></b>		<b>192</b>	<b>Lower</b>
<b><i>Moderate-Income Capacity</i></b>		<b>148</b>	<b>Moderate</b>
<b><i>Above Moderate-Income Capacity</i></b>		<b>586</b>	<b>Above Moderate</b>
<b>Total Approved/Pending Project and Vacant Site Unit Capacity</b>		<b>926</b>	

*Source: City of Dixon, September 2022*

As discussed in the analysis of displacement risk, Dixon is a relatively small city in terms of acreage, with four points of access from main city arterials and I-80. The City is primarily a bedroom community for Vacaville to the south and Davis to the north. There is a small City Center area north and south of East A Street along North and South 1<sup>st</sup> Street, with the major commercial and services amenities located near the intersections of North 1<sup>st</sup> Street and Pitt School Road with I-80. Other non-residential uses are found along the main arterials of Pitt School Road. The Kaiser Permanente Medical Center and major commercial and services facilities are located less than eight miles to the south of Dixon in the City of Vacaville. The sites to meet the RHNA identify development opportunities on vacant land, infill on residential sites and corridor mixed-use on vacant commercial properties. As indicated by the above site capacity summary, the majority of the sites are within approved projects, and all of the lower-income sites are located within a moderate resource designation, as shown on **Figure 3-41, Percent Unit Capacity and City Acreage by TCAC Resource Area Designation.**

**FIGURE 3-41: PERCENT UNIT CAPACITY AND CITY ACREAGE BY TCAC RESOURCE AREA DESIGNATION**



*Source: TCAC/HCD, 2021; City of Dixon, 2022*

## Income

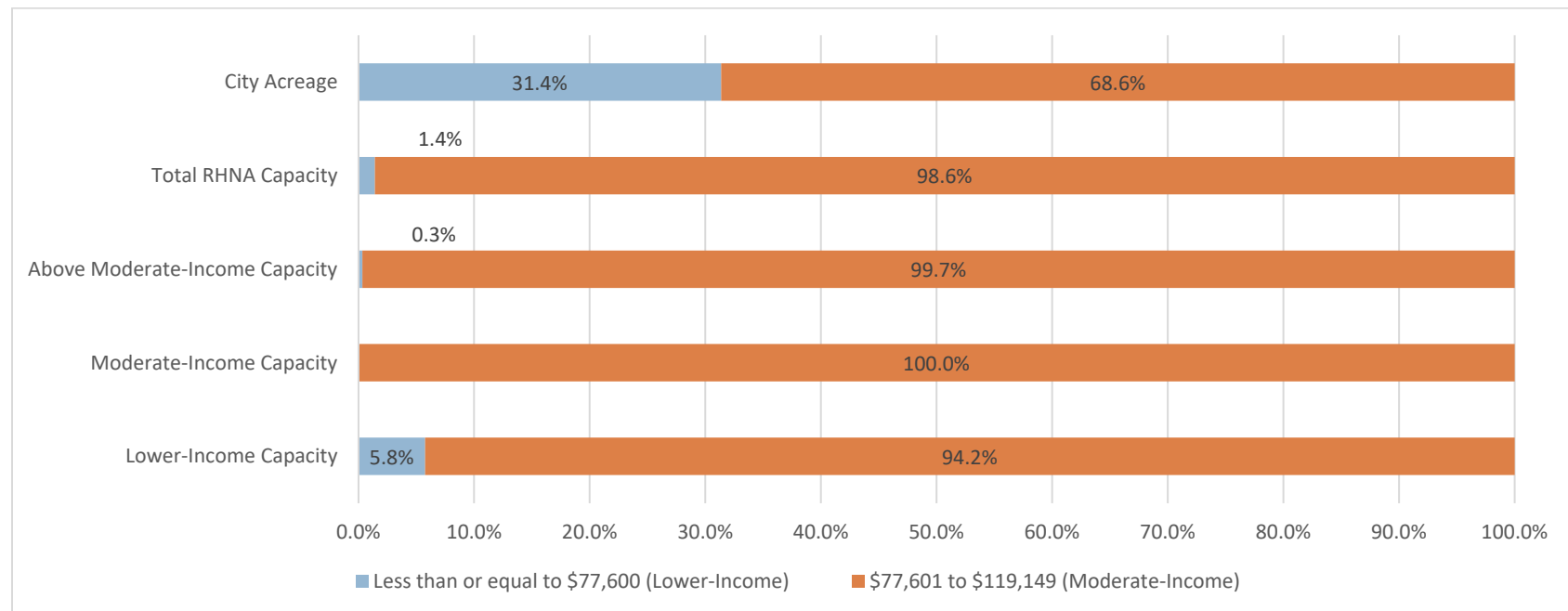
In Dixon, the southern and eastern areas are primarily moderate resource areas, with high and high resource areas in the center of the city adjacent to I-80. Low resource areas are designated in the Pembroke Way South neighborhood between Stratford Avenue and West H. Street, west of North 1<sup>st</sup> Street and east of Parkgreen Drive, and south of W. A Street between Pitt School Road and South Almond Street/Porter Street in the Homestead development. The Pembroke Way South neighborhood consists of single-family and multifamily residential dwellings, adjacent to non-residential uses along North 1<sup>st</sup> Street to the east. As there is no vacant land available in this neighborhood, no sites have been identified in this low resource area. The low resource designation in the southern portion of the Homestead development may be partially attributed to the fact that at the time the TCAC mapping was conducted, portions of this tract consisted of vacant land and much of the housing stock was constructed but not yet occupied, as the median income falls within the moderate-income range, poverty status is 5.0 percent, and there are no high concentrations of communities of color or other indicators often associated with low resource designations. However, no sites have been identified in this tract as this portion of the project is already under construction.

The approved siting of 180 lower-income units in the Homestead Phase 2B mixed lower- and above moderate-income neighborhood will increase housing mobility opportunities near I-80 that may alleviate pressure on the existing lower-income housing stock in the city that has resulted in renter overpayment and will aid in preventing displacement of residents from the community. The 128 above moderate-income unit sites will facilitate a mixed-income neighborhood and serve as a mechanism for achieving income integration, as well as providing additional housing mobility opportunities for above moderate-income residents. By identifying sites to meet the lower-income RHNA in a mixed-income “village” in the previously undeveloped southern portion of the community in close proximity to I-80, the City aims to combat potential income segregation spurred by the siting of a greater proportion of affordable multifamily developments in portions of the city east of Porter Road. This distribution will also increase the housing opportunities for higher-income households in newly developing neighborhoods while integrating socioeconomic groups. Additionally, it addresses the lack of affordable housing opportunities in the city that may have resulted in existing patterns of renter overpayment and lower-income household concentration, as well as the prevalence of more affordable single family homeowner and renter opportunities being located in older residential neighborhoods which may be in greater need of regular maintenance. The Homestead Phase 2B lower-income unit potential will also help to expand the availability of housing mobility opportunities for special needs populations, such as single female-headed households, at a price point and of appropriate size to accommodate unique needs. Furthermore, the City has identified capacity for 44 above moderate-income units for disabled/and or seniors with special needs populations (Assisted Living on North Lincoln Street) within close proximity to major shopping, services and amenities near the intersection of I-80 and SR 113.

As shown in **Figure 3-42, Percent Unit Capacity and City Acreage by Median Income**, the City has identified a capacity for a portion of the units in the Sites Inventory in areas that have lower median incomes and higher rates of overcrowding and overpayment. Dixon’s

highest-income block groups, which have median incomes in the moderate-income category, are adjacent to I-80 and account for approximately 68.6 percent of the city’s land area, although no block groups exceed a median household income of \$105,694. These highest-income block groups coincide with tracts of TCAC/HCD’s highest-resource designation. Approximately 31.4 percent of the city’s acreage falls within the household lower-income category below \$77,600. Almost the entirety of the RHNA capacity (98.6 percent) is identified within moderate-income block groups. There are no areas in the city with above moderate-incomes, nor are there any very low-income tracts with a median income falling below \$55,000. While approximately 5.8 percent of the lower-income capacity has been identified in areas with lower median incomes, these sites aim to reduce displacement risk for residents in these areas that may face a shortage of affordable options currently. Therefore, as shown in **Figure 3-42**, the distribution of sites will facilitate mixed-income communities without concentrating lower-income units in lower-income areas.

**FIGURE 3-42: PERCENT UNIT CAPACITY AND CITY ACREAGE BY MEDIAN INCOME**



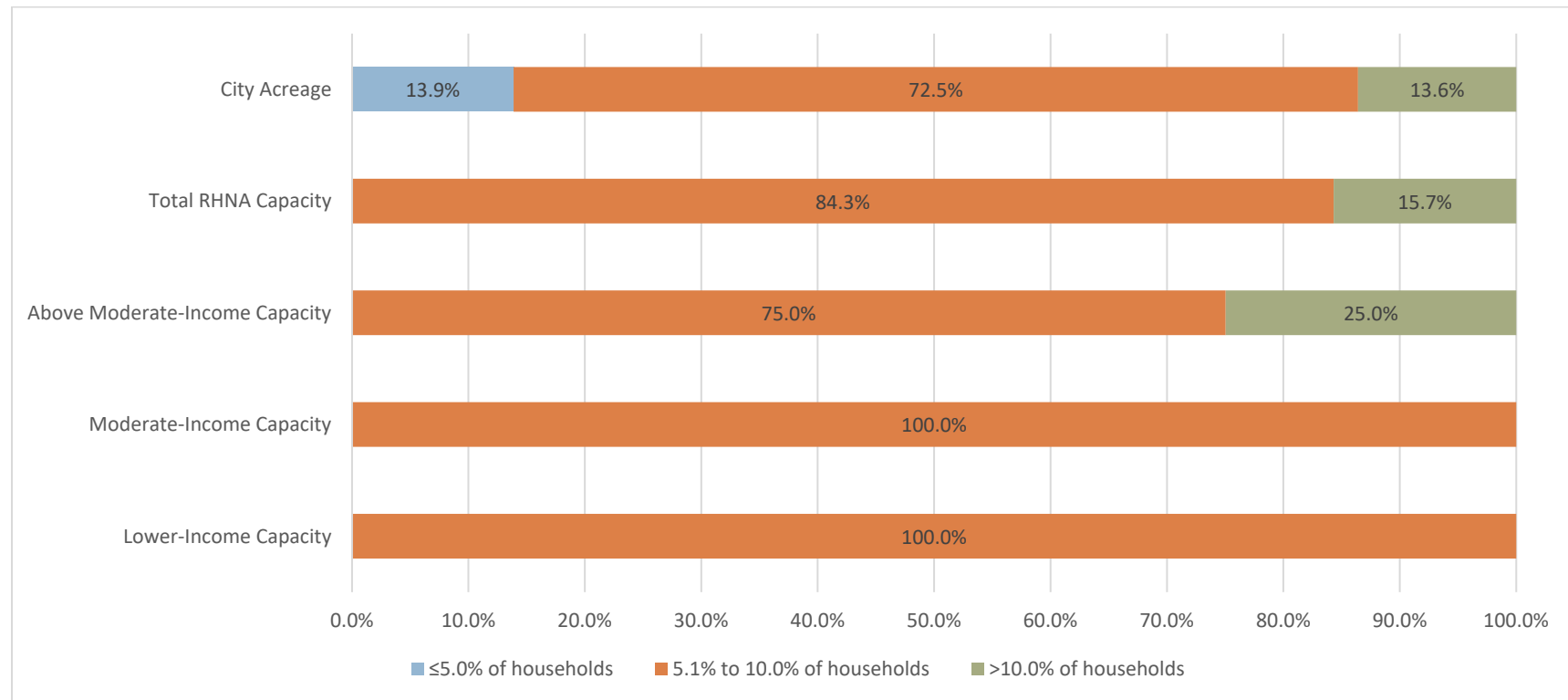
*Source: 2015-2019 ACS; City of Dixon, 2022*

*Note: There are no areas within the City of Dixon in which the median income falls into the above moderate-income category.*

The lower income block groups, situated along both sides of North 1st Street, and including the moderate-income block group in the far southeast corner of the city (in which Dixon High School and Hall Memorial Park are located) are also the sites of all but one of the city's existing affordable multifamily complexes. Capacity for lower-income units (94.2 percent) is identified in primarily moderate median income areas, undeveloped portions of the city, rather than as infill on vacant sites in lower-income block group areas. By identifying an approved site in the Homestead community with capacity for 180 lower-income units within a moderate-income block group, which also accommodates a projected mix of 88 moderate-income units and 396 above moderate-income units, the city will promote the opportunity for mixed-income and more integrated neighborhoods while minimizing additional concentration of lower-income households in areas where existing affordable housing stock is located. Further, the identification of remaining lower-income capacity (5.8 percent) on two sites in the vicinity of the Second Street Senior Apartments, in the low-income block group at the upper edge of the city center area, will help alleviate a shortage of affordable units in the area and provide housing mobility for those at risk of displacement from overpayment, overcrowding, housing condition issues, or disability constraints experienced in current housing. All but two units of identified capacity for above moderate-income households is on sites within moderate-income block groups, as well as 100 percent of the moderate-income RHNA capacity.

In Dixon, 10.7 percent of households make less than 30.0 percent area median income (AMI), which is considered extremely low-income. Rates of poverty are below 10.0 percent in most Dixon census tracts, although the tract bounded by I-80 to the west, North 1st Street to the east, and West H Street to the south, is an exception, with a poverty rate of 15.7 percent. Although median incomes range between \$81,182 to \$93,467 in this area, this tract is also home to the Lincoln Creek Apartments, an affordable housing development, and several other multifamily developments that may house residents experiencing poverty at a higher rate than in surrounding detached unit neighborhoods. Low rates of poverty in most of Dixon may indicate that high costs of housing are a barrier to access for lower-income households seeking housing in the city, forcing these households to seek housing in more affordable areas within the county or region. As shown by **Figure 3-43, Percent Unit Capacity and City Acreage by Poverty Rate**, rates of poverty below 5.0 percent are found in 13.9 percent of the total acreage, with poverty rates between 5.1 and 10.0 percent comprising 72.5 percent of the city's acreage. The remaining 13.6 percent of the city acreage falls within the northwestern tract with a poverty rate of 15.7 percent, as previously discussed. The inclusion of 144 above moderate-income sites (25.0 percent of above moderate-income capacity and 15.7 percent of total RHNA) in the lower-income, higher poverty rate block group just south of the interchange of I-80 and North 1st Street, as well as 35 above moderate-income single-family units in the Valley Glen Orchards III neighborhood within a lower-income block group, helps integrate higher-income households into these areas where a concentration of lower-income households currently exists. This will promote income integration in the Valley Glen community where three existing affordable multifamily complexes, with a total of 214 affordable units, have contributed to the concentration of lower-income households. All of the lower- and moderate-income unit capacity is identified on sites with poverty rates below 10.0 percent.

**FIGURE 3-43: PERCENT UNIT CAPACITY AND CITY ACREAGE BY POVERTY RATE**



*Source: 2015-2019 ACS; City of Dixon, 2022*

*Note: There are no areas within the City of Dixon in which the median income falls into the above moderate-income category.*

As the entire city has been designated as low and moderate-income, site locations facilitate housing mobility opportunities for lower-income households in both mixed-income development and vacant site infill, both providing main arterial access to I-80 for accessing regional commercial and services, as well as commercial, services and amenities in the city center and at intersections of main arterials and I-80. Overall, this income distribution is intended to enhance equal access to housing for all income categories, promote housing opportunities in integrated neighborhoods, and improve TCAC resource designation scores.

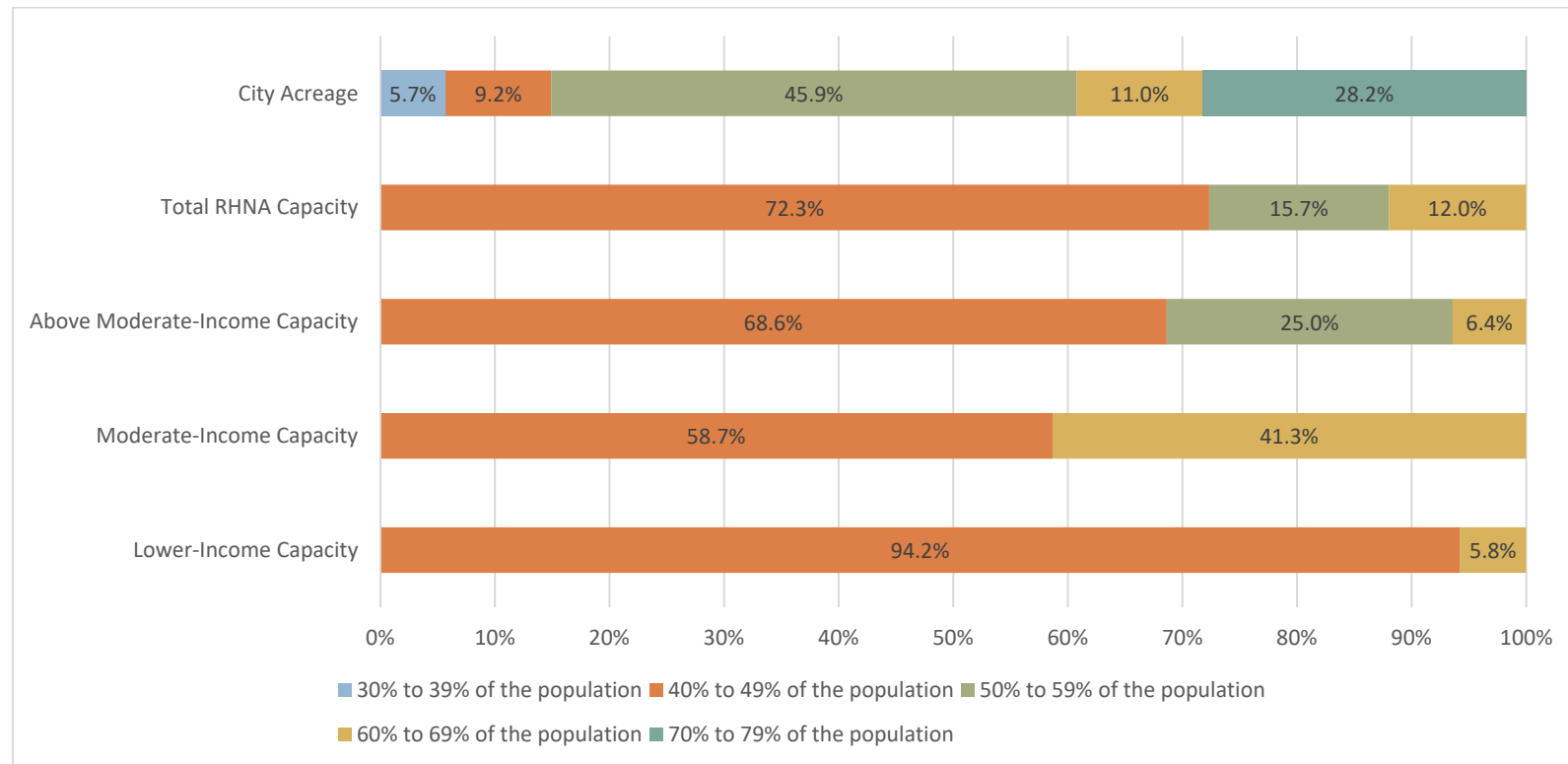


## Race and Ethnicity

As discussed previously, Dixon is a relatively diverse community compared to neighboring Solano County jurisdictions, with no block groups having less than a 37.7 percent non-White population. The City's largest demographic groups, with almost equal proportions, are White non-Hispanic, and Hispanic-Latinx. All of Dixon's relatively lower-income census tracts also contain its most diverse neighborhoods, which tend to be found closer to non-residential uses. The city's three most diverse block groups are found in low- and moderate-resource areas. However, the identified site for 180 lower-income units is not located in an area of concentration of any particular minority demographic, and moderate- and above-moderate income housing sites introduce mixed-income housing opportunities throughout many of Dixon's more diverse neighborhoods to facilitate integration.

Additional lower- and moderate-income units in the city will improve access to housing in the city for residents who would otherwise be priced out of the housing market or experience a cost-burden, a category that has historically included communities of color. As shown in **Figure 3-44, Percent Unit Capacity and City Acreage by Non-White Population**, 39.2 percent of the city acreage has a non-White population above 60.0 percent, primarily in the Valley Glen community and the eastern side of the city north of East A Street with the highest concentration in the northeast block group adjacent to the city's industrial and non-residential uses. Almost one-half (45.9 percent) of the city acreage falls in areas with a non-White population between 50.0 and 59.0 percent, including the city center and Sutton at Parklane neighborhoods and the northwestern SR 113 tract. The Homestead sites are identified within the 9.2 percent of the city with a non-White population between 41.0 and 50.0 percent. No sites are identified in the remaining 5.7 percent of the city acreage below 40.0 percent non-White population.

**FIGURE 3-44: PERCENT UNIT CAPACITY AND CITY ACREAGE BY NON-WHITE POPULATION**



Source: Esri, 2018; City of Dixon, 2022

Note: There are no areas within the City of Dixon in which less than 38.0 percent or more than 71.0 percent of the population identifies as non-White.

Approximately 72.3 percent of the total RHNA capacity for lower-, moderate-, and above moderate-income units are identified on sites in the Homestead villages, and also include the lower-income sites just north of the city center, within this higher diversity index percentile range. However, the diversity score reflects primarily the more concentrated populations within the portions of these block groups which are currently developed. The remainder of these block groups are comprised of vacant land, including agricultural and vacant lands outside of the city limits. All of the lower-income unit capacity has been identified on sites with diversity index scores above the 75th percentile; 59.3 percent of moderate-income unit capacity falls in the diversity index sites above the 75th percentile, and 75.0 percent of above

moderate-income unit capacity, including two infill units. In contrast, 25.0 percent of the above moderate-income unit capacity is identified on three sites in the block group near the interchange of I-80 and SR 113 with a diversity index score within the 65<sup>th</sup> and 75<sup>th</sup> percentile, and 40.7 percent of moderate-income unit capacity has been identified in sites with a diversity index score between the 65<sup>th</sup> and 75<sup>th</sup> percentile within the Sutton at Parklane development.

In total, the city will introduce 145 moderate-income units, 180 lower-income units, and 581 above moderate-income units, a total of 906 units, in areas where non-White populations comprise between 41.0 to 60.0 percent of the total population in an effort to promote mobility opportunities in all neighborhoods and provide housing options that may result in increased diversity and inclusion for future residents. There is capacity for 11 lower-income units, 37 above moderate-income units, and 1 moderate-income infill unit on a site with a Non-White population between 61.0 and 80.0 percent. The distribution of sites is intended to enhance equal access to housing for communities of color populations and promote integrated neighborhoods by including units for a range of incomes.

### Disability

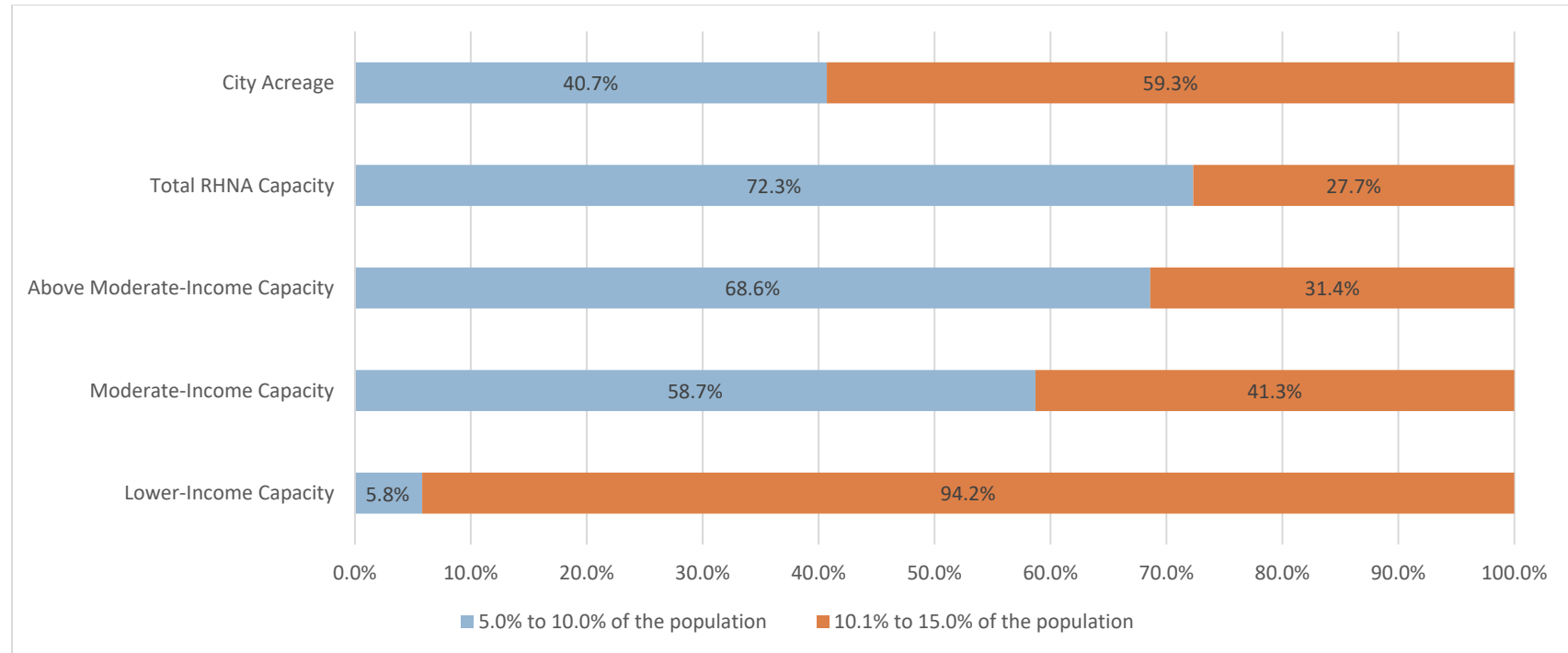
Approximately 11.1 percent of Dixon's population lives with one or more types of disabilities, with rates ranging between 9.0 to 13.2 percent. ACS data indicates that a higher proportion of residents who are living with a disability are residing in moderate-resource and lower-income areas, where they may have more limited access to opportunities. Higher proportions of persons with a disability generally corresponds with the location of six of the eight existing affordable housing complexes, of which two are age-restricted.

In the northwestern tract of the city, 10.0 percent of the total tract population has one or more disabilities. Although seniors comprise only 7.7 percent of the total population in this tract, 23.1 percent are living with a disability, which is equivalent to 17.8 percent of the total population with disabilities. Similarly, 23.4 percent of the seniors residing within the Homestead tract experience a disability, however, seniors comprise 16.5 percent of the Homestead tract population. Although 9.0 percent of the total population of this tract experiences a disability, 43.2 percent are seniors. Approximately 13.2 percent of the total population of the tract encompassing the city center vacant land sites, and the Valley Glen and Sutton at Parklane projects experience a disability. The Heritage Commons and Second Street senior apartments are located within this tract. Similar to the Homestead tract, 16.3 percent of the population are seniors, however, 38.6 percent of the senior population reports a disability, which is 47.2 percent of the total disabled population in this tract, potentially correlating to the existing affordable senior residences.

As shown on **Figure 3-45, Percent Unit Capacity and City Acreage by Disability Rate**, the City has identified a capacity for 644 approved mixed-income units in the Homestead tract with the overall 9.0 percent disability rate, comprising 72.3 percent of the RHNA capacity. Approximately 27.7 percent of the remaining RHNA capacity is identified on sites within tracts with over 10.0 percent of the population experiencing disabilities. This includes capacity for 144 approved above moderate-income units, of which 44 units are an assisted living project, in the northwestern tract with a disability rate just over 10.0 percent and a lower proportion of seniors, and in the

southeastern portion of the city with the highest proportion of disabled persons, as well as the highest incidence of seniors with disabilities in the vicinity of the city center, Valley Glen Orchards III and the Sutton at Parklane development.

**FIGURE 3-45: PERCENT UNIT CAPACITY AND CITY ACREAGE BY DISABILITY RATE**



*Source: 2015-2019 ACS; City of Dixon, 2022*

*Note: There are no areas within the City of Dixon in which less than 9.0 percent or more than 13.2 percent of the population has a disability.*

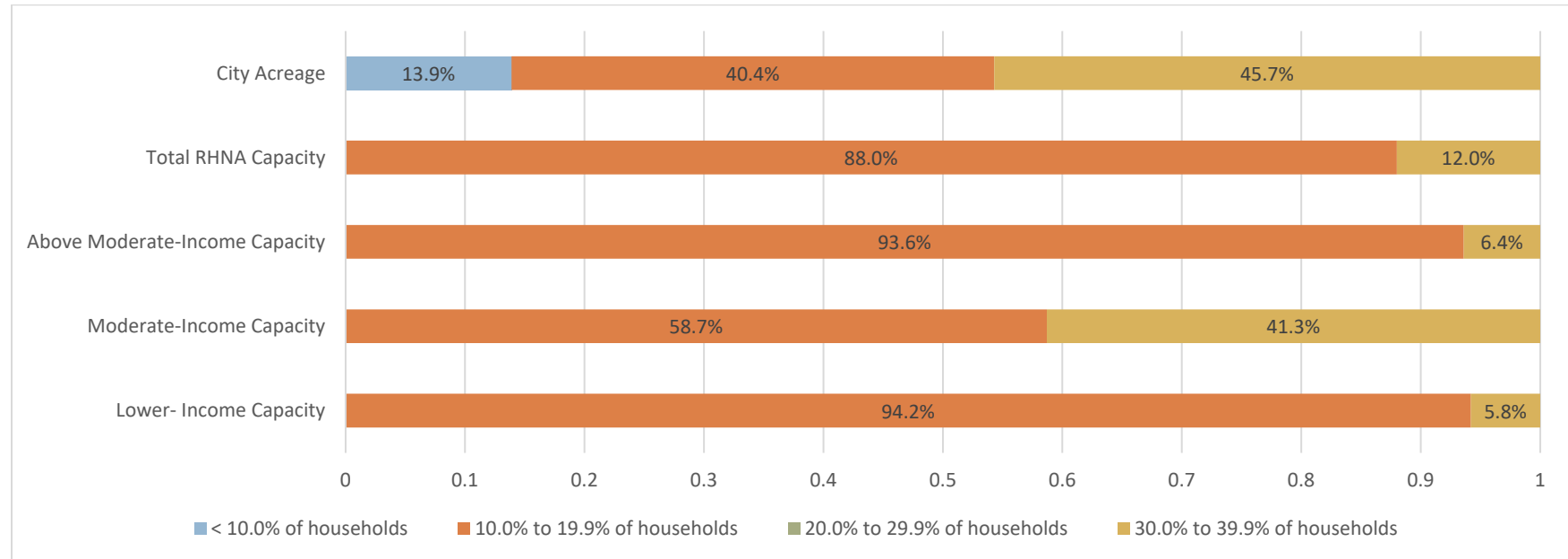
This distribution is intended to improve accessibility for lower-income individuals with disabilities to new housing opportunities that are required to comply with current development standards and Americans Disabilities Act (ADA) standards and which will help to improve access for and accommodate the needs of persons living with disabilities, who, often being seniors and on a fixed income, benefit from close access to services and amenities as well as proximity to transit. Additionally, above moderate-income units, some for assisted living, provide mobility opportunities for higher-income persons with disabilities.

## Familial Status

As previously discussed, some areas of Dixon have a higher rate of female-headed households with children and no spouse or partner present, and elderly households living alone. Female-headed households with children and no spouse or partner (16.8 percent of households) often face particular challenges to housing access and are at elevated risk of displacement. Approximately 8.2 percent of female-headed households include children and have incomes below the poverty line. Constituting 45.7 percent of total city acreage, including the block groups east of SR 113, and two block groups along the west side SR 113, including the Valley Glen neighborhood, have rates of female-headed households between 30.0 and 39.9 percent of total households. These portions of the city encompass the older residential areas surrounding the city center, and contain the majority of the city's industrial, institutional and heavy commercial uses, as well as six out of the eight affordable housing complexes in Dixon. This indicates that lower-income households in this category may have more limited access to housing opportunities in their affordability and size range.

Similar to other indicators of fair housing, 88.0 percent of the RHNA capacity is identified on sites in the southern portions of the city within the Homestead community and in the northwestern high resource tract in which female-headed households with children comprise between 10.0 to 19.9 percent of total households (**Figure 3-46, Percent Unit Capacity and City Acreage by Percent of Children in Female-Headed Households**). The remaining RHNA capacity is identified on sites on the southeastern tracts of the city in which above 30.0 percent of the households are headed by single females with children. The City has dispersed mixed-income housing capacity across the western side of the city to meet the RHNA, increasing the opportunities for female-headed households currently experiencing overpayment and/or overcrowding, to acquire affordable, and adequately sized housing, as well as increasing mobility opportunities for moderate and higher-income single female-headed households from within and outside of the city to find appropriate units within Dixon. In areas with the highest concentration of female-headed households, 11 lower-income (5.8 percent of lower-income unit capacity) and 62 moderate-income (41.3 percent of moderate-income capacity) units are identified, along with 37 above moderate-income units (6.4 percent of above moderate-income unit capacity) to decrease competition for housing within these neighborhoods and facilitate mixed-income areas. Furthermore, the City has identified 94.2 percent of the lower-income units (180), 58.7 percent of the moderate-income units (88), and 540 above moderate-income units (93.6 percent) on sites in the Homestead community and I-80/SR 113 vicinity, so female-headed households of any economic status will have access to new housing opportunities. By adding moderate and above-moderate units throughout the city, and particularly by co-locating lower-income units with these moderate and above moderate units to provide access to existing and new amenities and resources, Dixon will become more accessible to female-headed households with children and no spouse or partner present, as well as other single-parent households or lower-income families.

**FIGURE 3-46: PERCENT UNIT CAPACITY AND CITY ACREAGE BY PERCENT OF CHILDREN IN FEMALE-HEADED HOUSEHOLDS**



*Source: 2015-2019 ACS; City of Dixon, 2022*

*Note: There are no areas within the City of Dixon in which less than 0.9 percent or more than 131.4 percent of children live in female-headed households.*

Approximately 14.8 percent of households in the city consist of residents living alone. Many of these households are seniors (12.9 percent of Dixon's households) who are often more socially isolated from the rest of the community, and they may lack communication or transportation access and social connections, thereby making access to supportive housing and resources more difficult. Elderly households often have a fixed income as well, which limits their financial resources and housing choices. Approximately 37.2 percent of the total senior households in Dixon are cost-burdened, particularly lower-income seniors of which 72.9 percent are cost burdened. As discussed in the disability analysis above, the sites distribution is intended to expand housing mobility opportunities for lower-income households and alleviate cost burden in areas of higher elderly populations. Increasing affordable housing opportunities and integration will be achieved by encouraging above moderate-income, moderate-income, and lower-income housing throughout the city.

## Potential Effect on Access to Opportunity

### Mobility

As previously discussed, 30.1 percent of households in Dixon are renters. The rental vacancy rate is 8.0 percent, while the ownership unit vacancy rate is 0.6 percent. The very low ownership unit vacancy rate indicates a shortage of for-sale homes available in Dixon. While renters are the minority tenure in the city, HCV holders represent 9.5 percent of the renter-occupied housing units in the northwestern tract, and 7.5 percent in the lower-income eastern tract where the Valley Glen and Heritage neighborhoods, and the city center is located, as well as the majority of non-residential and industrial uses. As the Homestead project has not yet been built, there are no HCV households located here. Previous analysis suggests that even with high vacancy rates, many units may be unattainable to lower-income households without governmental subsidizes.

The sites identified to meet the lower-income RHNA in the city are in the Homestead community which has access to the city center, I-80, and commercial amenities on Pitt School Road and I-80 juncture. These 180 approved lower-income units are co-located with a total of 396 projected above moderate-income units and 88 projected moderate-income units in a multiple village community, to ensure that all sites for lower-income units are placed such that they will provide integrated income communities for these households. The sites identified to meet the RHNA is the eastern side of the city include capacity for approved 60 moderate-income units in the Sutton at Parklane neighborhood, two moderate-income infill units, and 35 approved above moderate-income units in the Valley Glen Orchards III community within a lower-income block group. Also, within a lower-income block group, capacity for an additional 11 lower-income units is located at the north side of the city center, along with two above moderate-income infill units.

In the northwestern tract with the highest rate of voucher users, capacity for 144 above moderate-income units on three sites is identified within mixed-use corridor developments along SR 113 to maximize access to commercial uses and proximity to I-80. Therefore, the mixed-use zoning will affirmatively further fair housing through construction of above moderate-income units for more income-integrated neighborhoods to provide housing and economic mobility opportunities.

The sites identified to meet the RHNA will provide lower-, moderate-, and above-moderate-income opportunities in the southern portions of the city, with above moderate-income units identified in the moderate-income northwestern tract, which will facilitate additional housing mobility opportunities for lower-income households with or without HCV assistance.

## Employment Opportunities

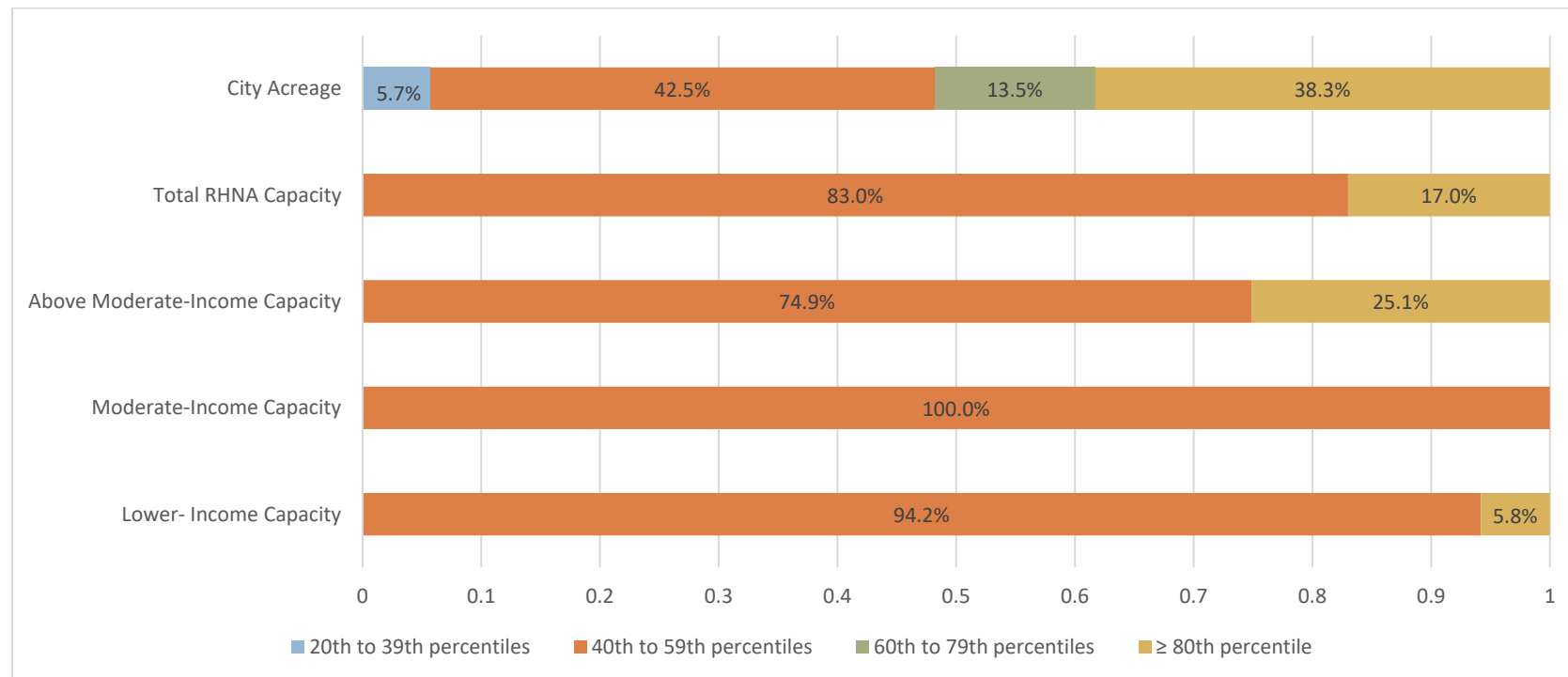
As discussed in this assessment, the closest proximity to jobs in the City of Dixon is in the northern-most portion, supported by a concentration of commercial and industrial areas. The remainder of the city is predominantly residential with commercial uses incorporated through lower-intensity uses, with proximity decreasing toward the southern border. According to LODES data, over 86.0 percent of employed residents in Dixon commute to areas outside of the city for work, and only approximately a third of Dixon residents live within 10 miles of their place of employment. The jobs-household ratio is 0.9, suggesting a slight shortage of jobs compared to households. The dominance of residential uses in Dixon reflects the relatively low scores for HUD's Jobs Proximity Index, particularly in the central and southern predominantly residential neighborhoods.

The combination of employment factors in Dixon indicates that the jobs in the city may not meet the needs of residents, based on those commuting out of the city, while the housing stock presents a barrier to those employed in the city, based on the jobs-household ratio.

As shown in **Figure 3-47, Percent Unit Capacity and City Acreage by Jobs Proximity Index Score**, the City has identified the greatest capacity (83.0 percent of the RHNA capacity) for lower-, moderate-, and above moderate-income units (94.2, 100.0 and 74.9 percent of their total capacities, respectively) in areas which have a score between the 40 and 59<sup>th</sup> percentile relating to proximity to jobs. As previously discussed, according to LODES data, approximately 86.4 percent of employed residents in Dixon commute to areas outside of the city for work. Although 42.5 percent of the total city acreage falls within this 40 to 59<sup>th</sup> percentile range, the majority of this unit capacity is located within sites in the Homestead, Valley Glen and Parklane communities. Proximity to employment opportunities within the city can be accessed via main arterial roadways, and direct access to I-80 at the West A Street interchange supports direct access to commercial and service employment opportunities in nearby Vacaville to the south and Davis to the north. The remaining RHNA capacity is sited areas scoring above the 80<sup>th</sup> percentile. The inclusion of above moderate-income capacity (25.1 percent) just south of junction of SR 113 and I-80 provides higher-income residents and previous into-town commuters access to above moderate-income housing units to support employment opportunities in the town that were not available previously. The approved 144 above-moderate unit capacity in the northern tract also support direct access to commercial and service employment opportunities in nearby Vacaville and Davis via I-80. An additional 5.8 percent of lower-income unit capacity is identified just north of the city center businesses, as well as two above moderate-income units. This distribution will support all income households by providing them with housing that supports mobility and access to employment opportunities.



**FIGURE 3-47: PERCENT UNIT CAPACITY AND CITY ACREAGE BY JOBS PROXIMITY INDEX SCORE**



*Source: 2014-2017 HUD; City of Dixon, 2022*

*Note: There are no areas within the City of Dixon in which the Jobs Proximity Index score is less than 37 or greater than 98.*

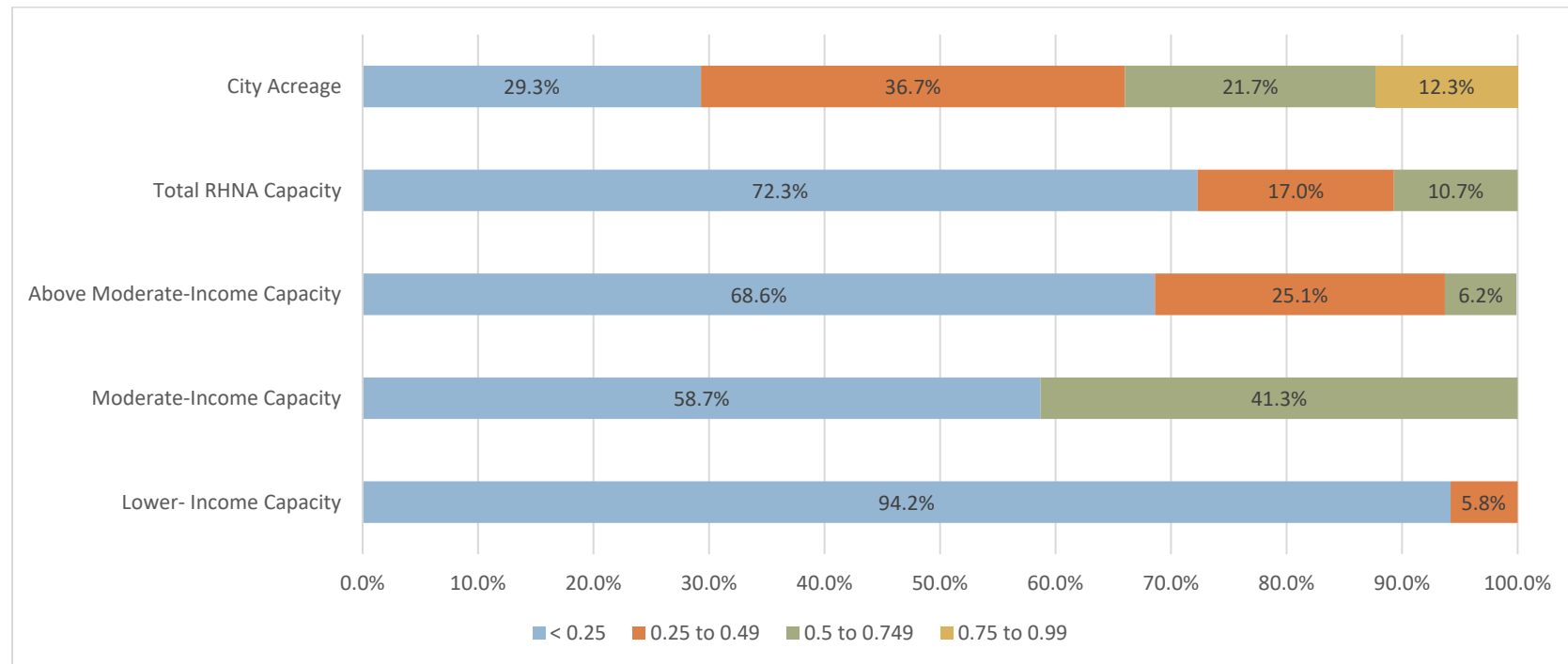
## Educational Opportunities

According to the DOE, most Dixon schools are below the state educational standards for ELA and mathematics at each grade level. The relatively low ELA and math scores among all schools, however, indicates that students generally have access to similarly performing schools, regardless of income, although areas with higher proportions of single female-headed households did show a lower expected educational outcome, scoring in the 29<sup>th</sup> percentile. While the performance scores and educational outcomes do not heavily indicate disproportionate access to educational opportunities between neighborhoods within the city, the relatively low scores suggest limited access to proficient schools compared to other areas of the state.

As shown in **Figure 3-48, TCAC Educational Domain Scores**, the existing patterns of access to opportunity related to economic and educational resources indicate that 29.3 percent of the city's acreage falls within the lowest education domain percentile, 36.7 percent falls within a slightly higher performing percentile, and 21.7 percent falls between the 50th and 75th percentile. Only 12.3 percent of the city's land scored over the 75<sup>th</sup> percentile. In contrast, 72.3 percent of the RHNA capacity is located on sites scoring in the lowest percentile range, correlating to the Homestead villages sites. However, this tract contains land outside of the city boundaries which is primarily in agricultural use, which likely affected scoring.

Prior analysis suggests that educational outcomes often correlate with lower incomes and increased diversity, among other factors. Therefore, the potential for 180 lower-income units in the Homestead community, with an additional identified capacity for a mix of 396 above moderate-income units (68.6 percent of above moderate-income unit capacity) and 88 moderate-income units (58.7 percent of moderate-income unit capacity) within the villages, promotes affordable housing units in a neighborhood with potential for increased educational domain scores in the tract associated with integration of income levels. Additionally, the 100 units of approved above moderate-income future housing (25.1 percent of above moderate-income capacity) in the northwestern tract, although the sites are within a lower educational outlook area with scores between the 25th and 50th percentile, will have access to the adjacent higher educational opportunities in schools along I-80. As 44 of the total 144 units in this tract are approved for an assisted living facility, access to educational opportunities may not be a relevant factor. The remaining 6.2 percent of above moderate-income unit capacity is located within the Valley Glen community with a moderately positive educational outcome score between the 50th and 75th percentile, as well as 41.3 percent of the moderate-income unit capacity within the Sutton at Parklane development. RHNA capacity has been identified in areas that facilitate housing mobility opportunities for lower-income households, and also so that all schools can benefit from increased diversity and income-integration to raise educational outcomes. Overall, however, current and future residents across the city will have fairly equivalent access to educational opportunities.

**FIGURE 3-48: PERCENT UNIT CAPACITY AND CITY ACREAGE BY TCAC EDUCATIONAL DOMAIN SCORE**



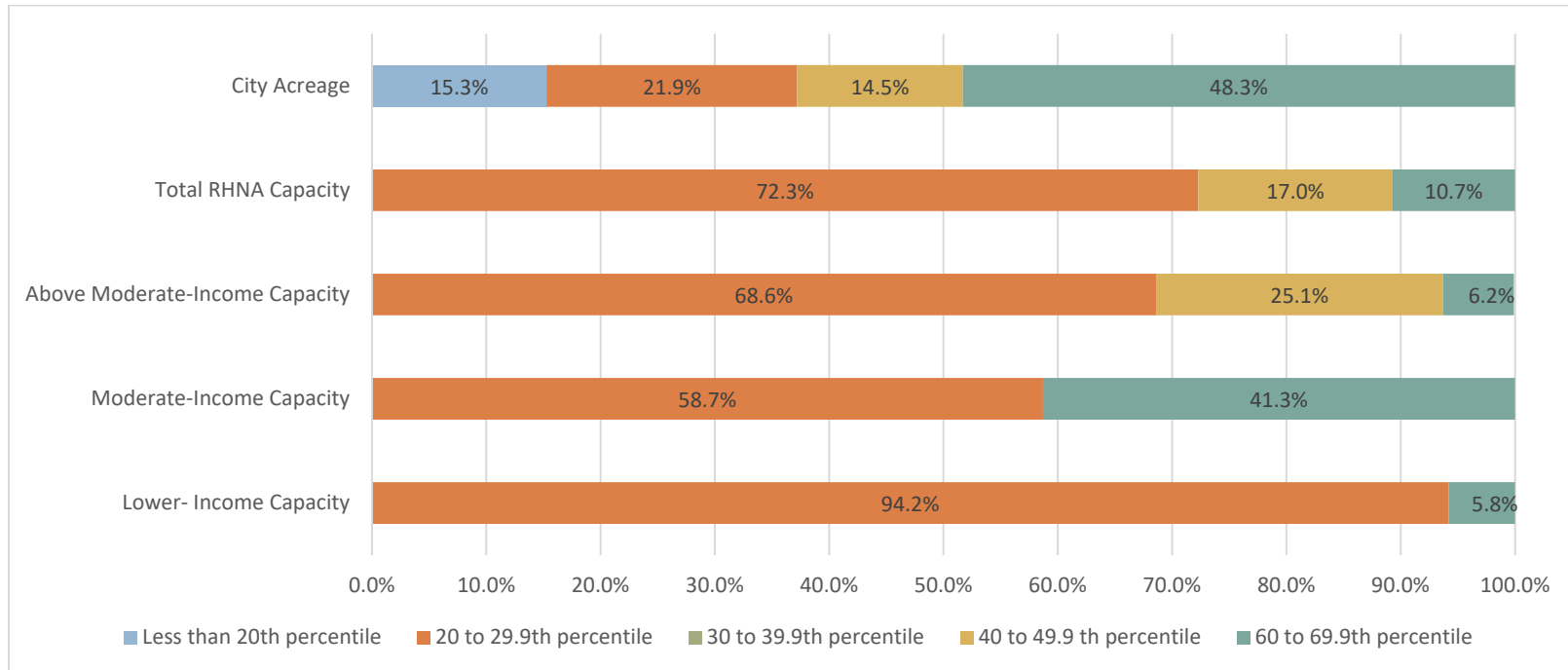
*Source: TCAC/HCD, 2021; City of Dixon, 2022*

## Environmental Health

According to TCAC/HCD, the eastern portion of the City of Dixon has an environmental score in the 62<sup>nd</sup> percentile, and the western portion west of SR 113 to the southern boundary, inclusive of the Homestead village community is in the 43<sup>rd</sup> percentile. The far western portion south of W. H Street is in the 29<sup>th</sup> percentile. Lower scores in the southern portion of the city are likely due to proximity to low scoring agricultural uses outside of city limits, including pesticides, groundwater threats, hazardous waste, impaired waters, and solid waste. Although site capacity for 644 units (70.2 % of RHNA) have been approved in the Homestead community, these conditions have been managed so as to not negatively impact residents of Dixon. No sites are identified in the 29<sup>th</sup> percentile area.

As shown in **Figure 3-49, Percent of Unit Capacity by TCAC Environmental Domain Scores**, approximately 72.3 percent of the RHNA capacity is identified in the lower scoring acreage, and 17.0 percent of the RHNA capacity is located on sites within the 40<sup>th</sup> to 49<sup>th</sup> percentile. The remaining capacity, 10.7 percent, is identified on sites scoring within the 60<sup>th</sup> to 69<sup>th</sup> percentile range. According to TCAC Environmental Domain percentile scores, the Homestead community tract falls within the 21.9 percent of city acreage that falls within the 20<sup>th</sup> to 29<sup>th</sup> percentile, which indicates a positive environmental outcome. The northwest tract, comprising 14.5 percent of the city acreage, scores within the 40<sup>th</sup> to 49<sup>th</sup> percentile, likely attributed to proximity to I-80, a higher rate of poverty and farming practices on adjacent agricultural lands. The higher score between the 60<sup>th</sup> and 69<sup>th</sup> percentile is found on 48.3 percent of the city's acreage in the eastern portion of Dixon, where 35 above moderate-income Valley Glen Orchards III unit capacity has been identified; 60 moderate-income unit capacity is identified at the Sutton at Parklane neighborhood; and 11 lower-income, two moderate-income, and two above moderate-income unit capacity on vacant parcels is identified near the city center. The higher score is based on both population characteristics and pollution burden due to proximity to industrial uses. While this area does not qualify as a disadvantaged community, there may be a concentration of a potential number of factors including lower incomes, high diversity, relatively low rates of educational attainment, and a high rate of unemployment as well as increased exposure to hazardous waste, groundwater threats, older homes conditions and lead in housing. While these factors may not reflect all neighborhoods in east Dixon, they do represent an area of potential concern regarding fair housing and disproportionate exposure to environmental hazards and a concentration of vulnerable populations. However, the identification of 6.2 percent (35 units) of above moderate-income units in the Valley Glen Orchards III project and two units on vacant parcels near the city center, as well as 41.3 percent (60 units) of moderate-income units in the Sutton at Parklane neighborhood will facilitate income integration, which may be a factor contributing to the higher score, in the 60 to 69<sup>th</sup> percentile areas.

**FIGURE 3-49: PERCENT OF UNIT CAPACITY BY TCAC ENVIRONMENTAL DOMAIN SCORES**



*Source: TCAC/HCD, 2021; City of Dixon, 2022*

*Note: There are no areas within the City of Dixon in the TCAC Environmental Domain score is less than the 28<sup>th</sup> percentile or greater than the 61<sup>st</sup> percentile.*

## Potential Effect on Displacement Risk

### Overcrowding

Overall, 7.6 percent of households in Dixon are considered overcrowded; a rate that is higher than the county average, with 1.9 percent of total households considered severely overcrowded. Overall, overcrowding in Dixon presents a greater risk of displacement for renter households than owner households with the highest occurrence in centrally located older subdivisions and areas east of North and South 1<sup>st</sup> Street. Previous analysis suggests that overall, overcrowding does not necessarily correlate to the incidence of households in poverty in Dixon. Overcrowding in the Homestead community area is the lowest in the city at 2.1 percent, with overcrowding rates at 4.6 percent in the northwestern tract, and 5.5 percent in the eastern tract. The city has identified 94.2 percent of the lower-income unit capacity, 58.7 percent of the moderate-income unit capacity, and 68.9 percent of the above moderate-income unit capacity within the Homestead community, therefore providing housing mobility opportunities for households of all incomes experiencing overcrowding in other areas of the city. Approximately 25.0 percent of the above moderate-income RHNA unit capacity is identified in the northwest tract within the mixed-use North 1st Street corridor area. The remaining 6.1 percent above moderate-income unit capacity, as well as 41.3 percent of moderate-income unit capacity, and 5.8 percent of lower-income capacity is identified in the eastern tract with the highest rate of overcrowding, which helps relieve pressure on the existing inventory of housing units in that area to meet needs of residents experiencing overcrowding while remaining in their own familiar neighborhood. Overall, the mix of income housing opportunities identified in the sites inventory will help to facilitate additional affordable and market rate housing mobility opportunities at a range of sizes and locations for those few households that are currently experiencing overcrowding.

### Overpayment

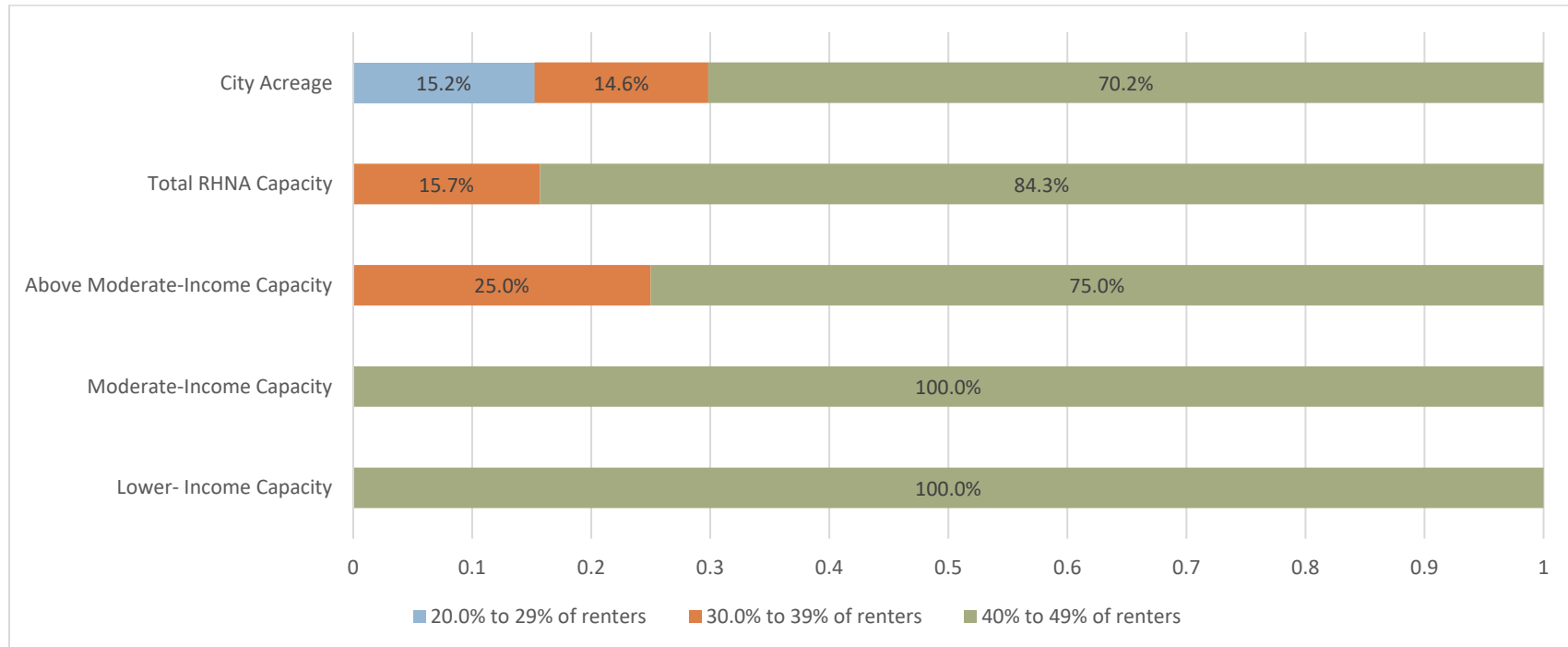
Approximately 30.4 percent of all homeowners are overpaying for housing; in contrast, 50.1 percent of all renters are cost burdened, and, in most circumstances, overpayment is closely tied to income, with lower-income renters experiencing the highest incidence of overpayment. The northwestern Sunset Avenue tract—containing the Dover Terrace North, Tolenas Park, Dover, and Country Mobile Home Park neighborhoods, the Breezewood affordable multifamily complex, and Country Club Apartments—has a poverty rate of 12.5 percent, and although renter households account for just 34.0 percent of the total households, this area has the highest rate of rental overpayment at 61.5 percent, as well as a 30.8 percent homeowner overpayment rate. Rental overpayment decreases below 40.0 percent in the easternmost neighborhoods and is 45.3 percent in the Homestead community. Overall, there also appears to be a correlation between areas of high diversity and rental overpayment.

As shown in **Figure 4-50, Percent Unit Capacity and City Acreage by Renter Overpayment**, and **Figure 4-51, Unit Capacity and City Acreage by Homeowner Overpayment**, 70.2 percent of the city's acreage has renter overpayment rate over 40.0 percent and homeowner overpayment rates between 20.0 and 29.0 percent categories. Approximately 14.6 percent of city acreage has rates of 30.0 to 39.0 percent of renter overpayment and homeowner overpayment rates above 50.0 percent. Remaining city acreage distribution includes 15.2 percent with rates of renter overpayment below 29.0 percent, and homeowner overpayment rates between 40.0 and 49.0 percent. The majority of RHNA units, regardless of income category, have been identified on sites in areas in which approximately 20.0 to 29.0 percent of homeowners and over 40.0 percent of renters are overpaying for housing. The remainder of the unit capacity is identified on sites where renter overpayment is between 30.0 to 39.0 percent, and over 50.0 percent of homeowners overpay.

The Homestead sites have the approved capacity for 68.9 percent of above moderate-income units, and the Valley Glen Orchards III project has an additional 6.1 percent above moderate-income unit capacity in areas where over 40.0 percent of renters overpay for housing and 20.0 to 29.0 percent of homeowners overpay for housing. The remaining 25.0 percent of above moderate-income unit potential is located on three sites in the Sunset Avenue area where 30.0 to 39.0 percent of renters and over 50.0 percent of homeowners overpay for housing. The Homestead sites have the capacity for 58.7 percent moderate-income units, and the approved Sutton at Parklane project has an additional 40.0 percent above moderate-income unit capacity, plus two moderate-income infill unit sites, in areas where over 40.0 percent of renters overpay for housing and 20.0 to 29.0 percent of homeowners overpay for housing. All of the lower-income site capacity is located in the southern portion of the city where over 40.0 percent of renters overpay for housing and 20.0 to 29.0 percent of homeowners overpay for housing, with 96.8 percent of the capacity in the Homestead community and the remainder just north of the city center. However, the homeowner overpayment rate where the two sites with an 11-unit capacity (2.6 percent of lower-income unit capacity) by the city center is over 50.0 percent.

The addition of these units will help to alleviate existing overpayment by offering lower- and moderate-income units to current and future residents where there is need and increasing the housing stock overall to alleviate the demand on an existing shortage of housing at affordable price points. Additionally, the site capacity and distribution of units by income category will facilitate mobility opportunities for all households.

**FIGURE 4-50: PERCENT UNIT CAPACITY AND CITY ACREAGE BY RENTER OVERPAYMENT**

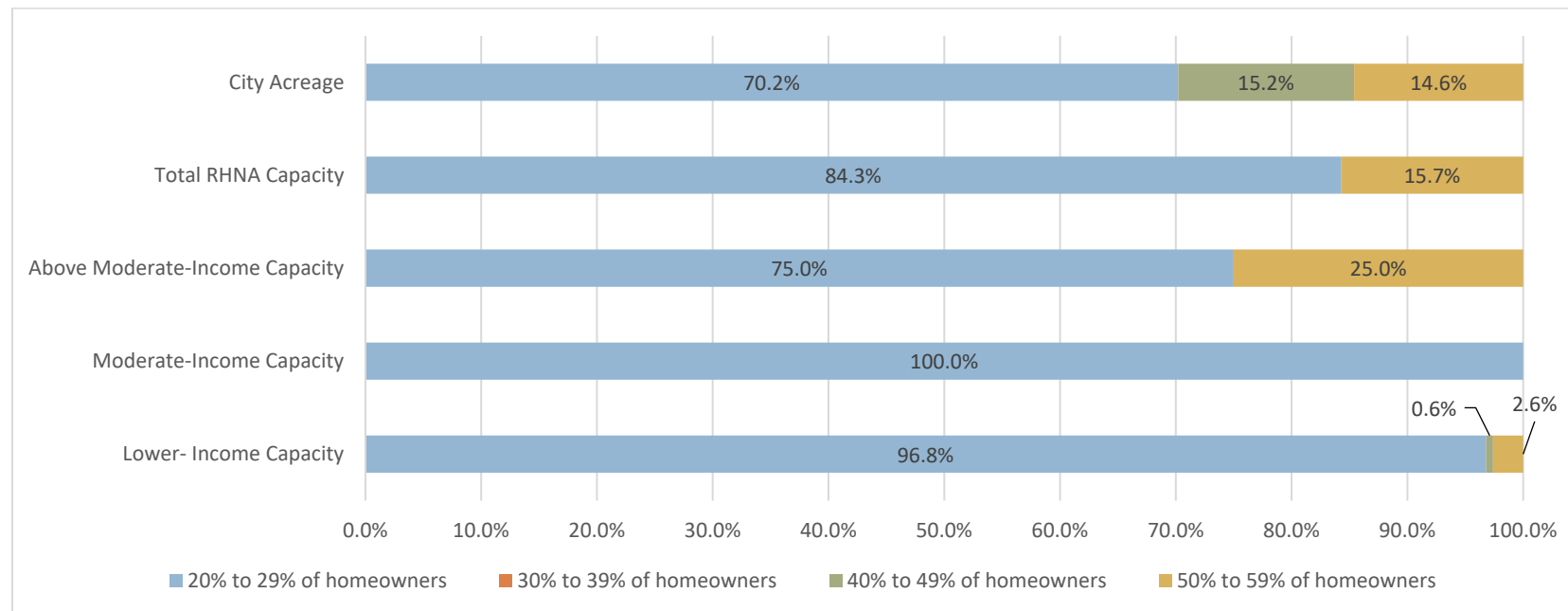


*Source: 2015-2019 ACS; City of Dixon, 2022*

*Note: There are no areas within the City of Dixon in which fewer than 21.8 percent or more than 45.3 percent of renters are overpaying for housing.*



**FIGURE 4-51: UNIT CAPACITY AND CITY ACREAGE BY HOMEOWNER OVERPAYMENT**



*Source: 2015-2019 ACS; City of Dixon, 2022*

*Note: There are no areas within the City of Dixon in which fewer than 21.7 percent or more than 50.7 percent of homeowners are overpaying for housing.*

## CONTRIBUTING FACTORS

Through discussions with stakeholders, fair housing advocates, and this assessment of fair housing issues, the City identified factors that contribute to fair housing issues, as shown in **Table 3-12, Factors that Contribute to Fair Housing Issues**. While there are several strategies identified to address the fair housing issues, the most pressing issues are displacement risk for lower-income and minority households due to rising housing costs and barriers to homeownership. Prioritized contributing factors are **bolded** in **Table 3-12** and associated actions to meaningfully affirmatively further fair housing related to these factors are bold and italicized. Additional programs to affirmatively further fair housing are included in **Section 4, Goals, Policies, and Programs**.

**TABLE 3-12: FACTORS THAT CONTRIBUTE TO FAIR HOUSING ISSUES**

AFH Identified Issues	Contributing Factors	Meaningful Actions
Concentration of non-White households in lower resource areas	<p>Availability of more affordable housing options</p> <p><b>High cost of housing paired with historic discrepancies in homebuying power for persons of color</b></p>	<p><i><b>Encourage construction of ADUs, particularly in areas of concentrated affluence and/or single-family homes (Program 3.2.3)</b></i></p> <p><i><b>Allocate unused Measure B housing allotments to affordable housing at the end of each 5-year period (Program 3.1.1)</b></i></p> <p><i><b>Advertise availability of first-time homebuyer assistance (Program 6.1.1)</b></i></p> <p>Improve community awareness of Solano Mobility programs to increase accessibility to all areas of the city (Program 7.2.1)</p>

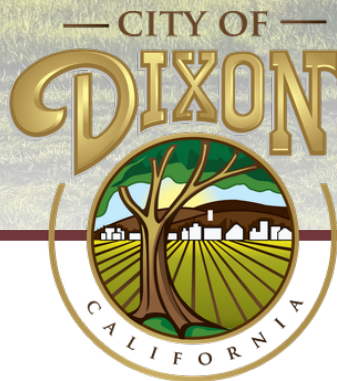
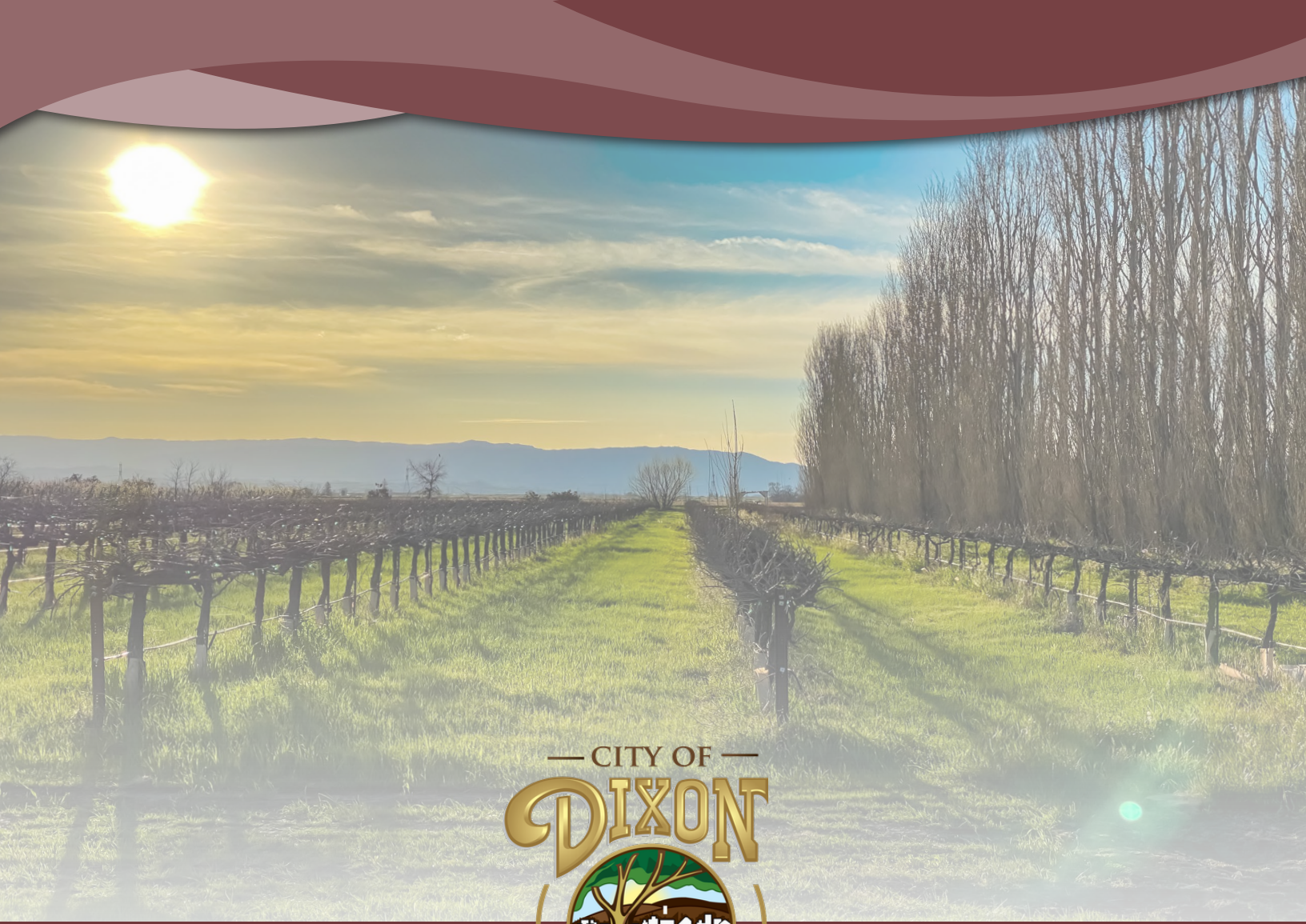
AFH Identified Issues	Contributing Factors	Meaningful Actions
Disproportionate access to homeownership opportunities	<p><b>Rising cost of rents and home prices that outpaces wage increases</b></p> <p>Barriers to homeownership, particularly for first-time buyers, such as down payment costs</p> <p><b>Dominance of single-family housing, typically a more expensive option</b></p> <p><b>Very low ownership vacancy rate</b></p>	<p>Pursue funding to support affordable development (Program 5.4.1)</p> <p><i><b>Continue financial assistance programs for down payment, closing costs, and secondary financing to low- and moderate-income first-time homebuyers (Program 6.1.1)</b></i></p> <p><i><b>Distribute information about affordable homeownership and rental opportunities in the (Program 7.2.1)</b></i></p> <p><i><b>Work with local developers, such as Urban Habitat, to facilitate ownership opportunities that help lower-income households build equity (Program 7.2.1)</b></i></p>
Displacement risk due to economic burdens	<p><b>Shortage of affordable housing options</b></p> <p><b>Limited variety in housing types and sizes</b></p> <p>High overcrowding among renters, possibly due to housing costs and sizes</p>	<p><i><b>Allocate unused Measure B housing allotments to affordable housing at the end of each 5-year period (Program 3.1.1)</b></i></p> <p>Encourage the construction Accessory Dwelling Units (ADUs), particularly in areas of concentrated affluence and/or single-family homes (Program 3.3.2)</p> <p><i><b>Incentive development of housing to meet a range of needs (4.1.1)</b></i></p> <p>Educate housing providers on benefits of marketing to Section 8 HCVs (Program 5.4.2)</p> <p>Develop a program to connect lower-income households with housing opportunities (Program 7.2.1)</p>
Shortage of services for persons with disabilities	<p><b>Shortage of accessible units</b></p> <p>Potential discrimination based on disability</p> <p>Disproportionate proximity to services within</p>	<p><i><b>Provide repair and rehabilitation assistance for lower-income households, including assistance making mobility modifications (Programs 1.1.1)</b></i></p>

AFH Identified Issues	Contributing Factors	Meaningful Actions
	<p>walking distance or transit</p> <p><b>Costs of accessibility modifications</b></p> <p><b>Limited public transportation, currently concentrated along I-80 and First Street</b></p>	<p><b><i>Incentivize projects that include accessible units (Program 4.1.1)</i></b></p> <p>Encourage “universal design” in new development throughout the city (Program 4.1.2)</p> <p><b><i>Provide education to landlords and property managers on requirements to address reasonable accommodation requests and discriminatory actions (Program 7.2.1)</i></b></p> <p>Improve community awareness of Solano Mobility programs to increase accessibility to all areas of the city (Program 7.2.1)</p>
<p>Potentially disadvantaged community in eastern portion of the city</p>	<p><b>High environmental pollution score compared to other neighborhoods</b></p> <p>Concentration of poverty</p> <p>Low educational attainment among adults in this area</p> <p>Comparably high rates of unemployment</p> <p><b>Concentration of older homes in varying conditions</b></p> <p><b>High costs of home repairs</b></p>	<p>Provide rehabilitation assistance for lower-income households (Program 1.1.1)</p> <p><b><i>Target marketing of financial assistance programs in areas of greatest need (Programs 5.4.2 and 6.1.1)</i></b></p> <p><b><i>Work with Solano County to identify best practices to reduce indirect impacts of agricultural uses (Program 7.2.1)</i></b></p>

Source: City of Dixon, 2022







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