

CHAPTER 6:

LAND INVENTORY

Ensuring the availability of appropriately zoned land to accommodate housing for all income groups and special needs populations is one of the five strategies of the Housing Element. State law (California Government Code Section 65583) requires cities and counties to provide “adequate” sites (properties that are vacant and with redevelopment potential) with appropriate zoning and development standards, infrastructure, and public services to facilitate and encourage the development of a variety of types of housing for all income levels. This includes multifamily rental housing, factory-built housing, mobile homes, housing for agricultural employees, emergency shelters, and transitional housing.

As part of the Housing Element update, Sacramento County has created a land inventory as mandated by state law. The Land Inventory identifies vacant and underutilized land available for residential development within the unincorporated portion of Sacramento County. The Land Inventory is used to determine the number of new housing units the County can accommodate in the unincorporated area between January 1, 2006 and June 30, 2013 in relation to the County’s “fair share” of the region’s housing needs.

The fair share is included in the Regional Housing Needs Plan adopted in February 2008 by the Sacramento Area Council of Governments (SACOG) for the six-county region (El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba counties). SACOG determines each city and county’s “fair share” of the region’s housing needs under a methodology established by state law and approved by the California Department of Housing and Community Development (HCD). The methodology and resulting fair share assigned to each city and county in the region is in the Regional Housing Needs Allocation section of this chapter.

The SACOG Plan considers market demand for housing, population and employment trends, income differences among communities, vacancy rates, housing replacement need, and other factors when determining the allocation for each jurisdiction. The purpose of this is to avoid over-concentration of low-income households in any one community.

The “fair share” allocation for unincorporated Sacramento County is 15,160 new units which is approximately 13 percent of the 118,600 units assigned to the region. SACOG divided each city and county’s total housing allocation into four sub-allocations by income level:

- Very low-income (up to 50 percent of median countywide income, which also includes extremely low-income at less than 30 percent of median countywide income);
- Low-income (50 to 80 percent of median countywide income);
- Moderate-income (80 to 120 percent of median countywide income); and
- Above moderate-income (over 120 percent of median countywide income).

The median income for Sacramento County was \$71,000 per year for a family of four in 2008 according to the U.S. Department of Housing and Community Development. Based on the income definitions, extremely low-income equals \$14,900 for one person to \$28,100 for an eight person household, very low-income equals \$24,850 to \$46,850, low-income equals \$39,750 to \$75,000, moderate-income equals \$59,600 to \$112,500, and above moderate-income \$112,500 or more.

REGIONAL HOUSING NEEDS ALLOCATION

Of the County’s allocation of 15,160 housing units, 3,339 units should be affordable to very low-income households (including 1,669 for extremely low-income households), 2,293 units should be affordable to low-income households, 2,700 units should be affordable to moderate-income households, and 6,828 units should be affordable to above moderate-income households (see Table 6-1). Sites on which such housing might be constructed should permit adequate densities and contain infrastructure and services to increase the financial feasibility of producing housing affordable to low-income residents.

Table 6-1 shows the County’s progress towards meeting its projected housing need. A total of 1,563 housing units were built in 2006 and 2007. Also, 378 units will receive committed financial assistance from the County to be either preserved or converted to affordable housing. These new and existing units are credited towards the County’s projected need. The County’s remaining housing need for 2008-2013 is 13,219 housing units.

TABLE 6-1. PROGRESS TOWARDS MEETING RHNA				
INCOME CATEGORY	RHNA	UNITS PRODUCED IN 2006-07 ¹	ALTERNATIVE ADEQUATE SITES	REMAINING NEED
Extremely Low	1,669	100	0	1,569
Very Low	1,670	165	92	1,413
Low	2,293	70	272	1,951
Moderate	2,700	457	14	2,229
Above Moderate	6,828	771	0	6,057
Total	15,160	1,563	378	13,219

Source: SACOG, 2008; County of Sacramento Planning Department, 2008.

¹Details regarding the affordable housing units are located in Appendix F.

ALTERNATIVE ADEQUATE SITES PROGRAM

Government Code Section 65583.1(c) permits jurisdictions to rely on existing units to fulfill up to 25 percent of their residential sites requirement (RHNA) in the Housing Element, pursuant to specified criteria. The following activities may be eligible:

- Substantial rehabilitation of substandard rental housing
- Conversion of multi-family rental units from non-affordable to affordable
- Preservation of at-risk housing

In addition to falling into one of the above categories, the projects under the alternative adequate sites provision must received “committed financial assistance” from the local government between July 1, 2008 and June 30, 2010. Sacramento County, through the Sacramento Housing and Redevelopment Agency (SHRA), has committed to providing financial assistance to four rehabilitation projects through Board of Supervisors action that will result in legally enforceable loan documents with SHRA. As detailed below, three of the projects are preservation of at-risk housing and one conversion of multi-family rental unit from non-affordable to affordable. 92 very low income units (6%) and 272 low income units (12%) are being credited, well within the 25 percent legislative limitation.

Table 6-2 details each of the four projects, including total number of affordable units, date of funding approval by the Board of Supervisors, date of funding agreement and program or funding commitment that secures the committed assistance by June 30, 2010. Following the summary table is a brief description of each project, and Appendix G includes Adequate Sites Program Alternative Checklists for each of the five projects. Programs 13(b), 13(c), 13(d) and 41(d) in Chapter 3 of the Housing Element obligate the County through SHRA to provide the committed assistance for each project. Pursuant to Government Code Section 65583.1(c), the Count will report to the State Department of Housing and Community Development (HCD) on the status of each project no later than July 1, 2010. If the County has not entered into an enforceable agreement of committed assistance that further ensures construction within two years of commitment, the County will amend the Housing Element to identify additional appropriately zoned and suitable sites.

TABLE 6-2. REHABILITATION UNIT CHANGE											
PROJECT	ADDRESS	BOS FUNDING APPROVAL DATE	UNITS						FUNDING AGREEMENT		ELIGIBILITY TYPE
			ELI	VLI	LI	MI	UN-RESTRICTED	TOTAL	DATE ¹	DOCUMENTATION	
Shilo Arms	3151 Notre Dame Drive	1/22/2008 & 9/30/2008	0	22	84	0	0	106	2/1/2009	Loan commitment letter, signed by developer & dated 09/18/2008	Preservation
Summerset Apartments	6267 MLK Boulevard	5/13/2008 & 9/9/2008	0	24	95	0	1	120	12/31/2009	Loan commitment letter, signed by developer & dated 04/11/2008	Conversion
Greystone	3545 41st Avenue	5/13/2008 & 10/31/2008	0	36	83	0	1	120	6/1/2009	Loan commitment letter, signed by developer & dated 07/05/2007	Conversion
Lerwick Road	various properties on Lerwick Road	6/3/2008	0	10	10	12	0	32	12/31/2009	Loan commitment letter, signed & dated 06/17/2008	Conversion
TOTAL			0	92	272	12	2	378			

¹ Funding agreement dates are the latest date for entering into a legally binding loan agreement with the Sacramento Housing and Redevelopment Agency for the committed assistance.

BOS = Board of Supervisors; ELI = Extremely Low Income; VLI = Very Low Income; LI = Low Income; MI = Moderate Income

SHILOH ARMS APARTMENTS

Shiloh Arms Apartments is an existing housing project built in 1970 made affordable by a Section 236 loan and a project-based Housing Assistance Payment (HAP) contract with the U.S. Department of Housing and Urban Development (HUD) that covers all 106 units. Under the HAP contract, tenants pay 30 percent of their income for rent and the balance of the rent is paid by HUD. The contract is currently subject to annual renewals and the owner is willing to sell to a market rate developer.

Consistent with the County's commitment to preserve existing affordable housing units (see Housing Strategy V on page 3-20), SHRA has committed \$1.5 million in loan funding to ensure that the project remains affordable, as part of an overall financing package including Mortgage Revenue Bonds and Four Percent Low Income Housing Tax Credits. At that same time, a relocation plan was approved, ensuring compliance with State and Federal relocation requirements by providing moving expenses and 42 months of rent differential for any displaced lower income families. Rather than selling to a market rate developer, Shiloh Arms Apartments will be purchased by Allied Pacific Development, LLC a subsidiary of Pacific Housing Advisors, Inc., who is an experienced developer of affordable apartment projects. Pacific Development, LLC intends to secure a new long-term HAP contract that would ensure continued rent subsidies for residents for a 20-year period. The Agency will require the developer to renew the HAP contract on the property after expiration of the initial contract as long as extensions are available.

Shiloh Arms Apartments was noted in the 2003 County Housing Element as at-risk of conversion to market rate, and, as part of the Board of Supervisors review and approval of the project, the staff report further noted its imminent risk of conversion. Upon transfer of ownership and re-financing with Mortgage Revenue Bonds, 4% Low Income Housing Tax Credits, and SHRA financing, the project will provide 22 very low income and 84 low income units for 55 years.

SUMMERSET APARTMENTS

Summerset Apartments is located at 6267 Martin Luther King Jr. Boulevard in the County portion of the Franklin Boulevard Redevelopment Area, a joint city/county redevelopment area. The renovation of Summerset is consistent with the County's efforts to promote investment, eliminate blight, and promote the renovation of the existing housing stock in the Franklin Boulevard Redevelopment Area. This apartment complex is located in the heart of "the Avenues"; an area known for its multitude of multi-family complexes facing serious social and physical blight. County and SHRA staff are working closely to comprehensively address the challenges facing the neighborhood including crime related issues, infrastructure needs (lighting, etc.), code violations and housing related issues (including addressing boarded/abandoned units). The rehabilitation of this apartment complex fits into the above strategy of rehabilitating multi-family complexes and providing quality property management to stabilize and revitalize the area.

Consistent with the County's efforts to rehabilitate rental housing (see Housing Strategy III on page 3-8), a limited partnership formed by the InnerCity Corporation and the Community Revitalization & Development Corporation, will be acquiring

and rehabilitating the Greystone Apartments, converting it to permanent affordable housing for families. Community Revitalization & Development Corporation has extensive experience in the development, renovation and operation of multifamily housing with over 3,200 units developed, including four projects in the greater Sacramento area. Upon acquisition, 24 units will be affordable to very low income families and 95 units will be affordable to low income families for 55 years, with one unit reserved for an on-site manager. Currently, the Summerset Apartments has no rent or regulatory restrictions.

The Board of Supervisors approved \$3.4 million in loans to InnerCity Housing Corporation in May of 2008 for the acquisition and rehabilitation of the Summerset Apartments. At that same time, a relocation plan was approved, ensuring compliance with State and Federal relocation requirements by providing moving expenses and 42 months of rent differential for any displaced lower income families. On July 16, 2008, the California Debt Limit Allocation Committee (CDLAC) awarded issuance of up to \$9 million in tax exempt mortgage revenue bonds for the project, completing the financing package. Since this award, economic uncertainty in the financial markets has produced stricter underwriting standards for both the bonds and tax credits. As a result, the Board of Supervisors authorized an additional \$750,000 in loan funding on September 9, 2008. Consistent with CDLAC regulations, the bonds must be issued within 120 days of award, meaning that the funding must close by December 1, 2008 and per a commitment letter with SHRA, construction must start by December 31, 2008. Conversion of the Summerset Apartments will provide safe and secure housing for low income families, as well as provide revitalization of a blighted property in a County-targeted redevelopment area.

GREYSTONE APARTMENTS

Greystone Apartments is located at 3545 41st Avenue, in the County portion of the Franklin Boulevard Redevelopment Area. The renovation of Greystone apartments is consistent with the County's efforts to promote investment, eliminate blight, and promote the renovation of the existing housing stock in the Franklin Boulevard Redevelopment Area. This apartment complex is located in the heart of "the Avenues," an area characterized by numerous multi-family complexes facing serious social and physical blight. County and SHRA staff are working closely to comprehensively address the challenges facing the neighborhood including crime related issues, infrastructure needs (lighting, etc.), code violations and housing related issues, including addressing boarded/abandoned units. The rehabilitation of this apartment complex fits into the above strategy of rehabilitating multi-family complexes and providing quality property management to stabilize and revitalize the area.

Consistent with the County's efforts to rehabilitate rental housing (see Housing Strategy III on page 3-8), Greystone Apartments-Sacramento, LP, a California limited partnership between Avalon Communities, LLC and DAVCO Development, LLC will be acquiring and rehabilitating the Greystone Apartments, converting it to permanent affordable housing for families. Greystone Apartments-Sacramento and its principals have developed 27 affordable projects with more than 3,000 units affordable to low-income households in California. Upon acquisition, 36 units will be affordable to very low income families and 83 units will be affordable to low income families for 55 years, with one unit reserved for an on-site manager. Currently, the Greystone Apartments has no rent or regulatory restrictions.

The Board of Supervisors approved \$4.17 million in loans to Greystone Apartments-Sacramento in May of 2008 for the acquisition and rehabilitation of the Greystone Apartments. At that same time, a relocation plan was approved, ensuring compliance with State and Federal relocation requirements by providing moving expenses and 42 months of rent differential for any displaced lower income families. On July 16, 2008, the California Debt Limit Allocation Committee (CDLAC) awarded issuance of up to \$10 million in tax exempt mortgage revenue bonds for the project, completing the financing package. Since this award, economic uncertainty in the financial markets has produced stricter underwriting standards for both the bonds and tax credits. As a result, SHRA will be requesting Board of Supervisor authority on October 31, 2008 for an additional \$550,000 in loan funding. Consistent with CDLAC regulations, the bonds must be issued within 120 days of award, meaning that the funding must close by December 1, 2008, and per a commitment letter with SHRA, construction must start by June 1, 2009. Conversion of the Greystone Apartments will provide safe and secure housing for low income families, as well as provide revitalization of a blighted property in a County-targeted redevelopment area.

LERWICK ROAD

Lerwick Road is a residential street just outside of the Auburn Boulevard Redevelopment Project Area. Over the past few years, the Agency has made progress in bringing quality businesses and housing to the Boulevard including the Holiday Inn and Ladi Apartments. The Lerwick corridor has a documented history of crime and code violations and has been a drain on County Agencies. A major focus of the Agency is to improve the residential neighborhoods adjacent to the Boulevard to encourage the additional development to create demand for the businesses.

Lerwick Road is located in close proximity to Auburn Boulevard, which is a major thoroughfare and currently is designated as a redevelopment area. Most of the fourplexes are owned by absentee property owners who have done little to maintain either the interior or exterior of these units. As of April 2008, the area has been hit hard with the housing market corrections and enforcement actions that continue to be an issue. As of April 2008, there were 14 open cases of housing code violations on the street, most of which are for exterior conditions. The Sheriff's Department reports that in the last six months, 98 calls for service have been logged from residents.

SHRA and County staff believe that to substantially improve Lerwick Road, property ownership and property management needs to be consolidated. An opportunity exists on Lerwick Road currently with units in foreclosure and others for sale. Consistent with the County's efforts to address the issues related to foreclosure (see Housing Policy HE-15 on page 3-51) and with the County's efforts to rehabilitate rental housing (see Housing Strategy III on page 3-8), the acquisition of properties on Lerwick Road is seen as a positive first step in transforming this neighborhood from absentee ownership to having a responsible owner that takes pride in maintaining their properties and renting to quality tenants.

To help meet these goals, the County and SHRA will be working with EPO Development, a local development team with over ten years of experience in the acquisition and rehabilitation of rental properties in the County of Sacramento. The County has worked with EPO Development to improve units in other

neighborhoods including properties on Fruitridge Road (Fruitridge Vista), Gaddi Drive, Apostolo Circle, 34th Avenue and Nedra Court, which were troubled and blighted much like Lerwick at the time EPO stepped in. On June 3, 2008, the Board of Supervisors approved a loan commitment of up to \$4 million to this project. Together with a \$2 million bank loan and developer equity, these funds will be used for the acquisition and rehabilitation of properties on Lerwick Road. When the renovation has been completed, the Developer will obtain permanent financing for the properties.

Given the current market and availability of property on Lerwick, the developer and SHRA believe that at least eight buildings with 32 units can be acquired and rehabilitated. As of September of 2008, EPO is in contract for five properties, and actively pursuing three more. All properties to be purchased will be unoccupied, REO properties; therefore, relocation requirements will not be triggered.

Funding regulations will require at least 60 percent of the units to be affordable to lower income (60% AMI and below) families for 55 years although it is likely that due to the neighborhood market, many more will be. For purposes of the Housing Element, the County will use the conservative figures of 10 very low income units, 10 low income units and 12 moderate income units. Currently, properties on Lerwick Road have no rent or regulatory restrictions. Acquisition and conversion of the Lerwick Road fourplexes will provide safe and secure housing for low income families, as well as provide revitalization of a blighted property in a County-targeted area.

SUMMARY OF ADEQUATE SITES ANALYSIS

Table 6-3 summarizes the sites inventory and compares this inventory to the County's remaining RHNA obligation. The County's inventory consists of over 4,300 sites that can accommodate 20,316 housing units, more than 7,000 units over the remaining RHNA obligation of 13,219 units. The sites are located throughout the County with the majority of sites located in the following communities: Vineyard (27 percent), Fair Oaks (10 percent), South Sacramento (9 percent), Orangevale (9 percent), and Rio Linda/Elverta (9 percent). Approximately 99 percent of the sites in the Land Inventory are vacant parcels with residential zoning. There are 12 sites that are underutilized, and 34 sites that have commercial zoning. More details of the sites are provided in the following two sections and in Appendix C.

Table 6-3 compares the projected supply of land and the new unit credit to the February 2008 adopted SACOG distribution of housing needs. The County has an adequate land inventory for all income categories including lower income households. Therefore, no additional land is proposed to be rezoned to accommodate this need.

TABLE 6-3. SACOG ¹ REGIONAL HOUSING NEEDS ALLOCATION SUMMARY UNINCORPORATED SACRAMENTO COUNTY PROJECTED NEEDS BETWEEN 2006 AND 2013							
INCOME CATEGORY	REF. TABLE	INCOME LEVEL	RHNA	VACANT LAND (ACRES)	PROJECTED ² SUPPLY	UNIT CREDIT	UNIT OVERSUPPLY
Extremely Low	6-9	\$14,900-\$28,100	1,669	189 ⁴	3,500	100	518
Very Low		\$24,850-\$46,850	1,670			257	
Low	6-10	\$39,750-\$75,000	2,293	150	2,373	342	422
Moderate	6-11	\$59,600-\$112,500	2,700	729	4,261	471	2,032
Above Moderate	6-12	\$112,500 and above	6,828	10,202	10,182	771	4,125
Total	--	--	15,160 units	11,270 acres	20,316 units	1,941 units	7,097 units

Source: County of Sacramento Planning Department data current as of April, 2008; Housing and Community Development Income Limits for 2008.

¹ Sacramento Area Council of Governments adopted RHNA dated February 21, 2008.

² Units are calculated at 85 percent of the total buildout and reflect average historical development patterns within the County. RD 20 zoned sites are calculated at 90 percent of the total buildout and reflect average historical development patterns within the County.

³ Oversupply is determined by subtracting the remaining need from the projected supply. There is also 1,072 acres available within the GC and M1 zones for emergency shelters and SROs.

METHODOLOGY FOR THE LAND INVENTORY

The sites inventory summarizes the estimated residential unit yield from parcels within the County identified as being available for residential or mixed uses (see Appendix C, Land Inventory Table for parcel specific details and Appendix D for locations of these vacant parcels). Included in the inventory are parcels zoned AR-1/A-1 thru AR-10/A-10; RD-1 thru RD-40, RE-1 and 2, RM-1, LC, SC, GC and M1 (See Table 6-7).

The methodology for the current Housing Element land inventory was similar to that used for the previous Housing Element. The initial inventory assessment for the previous Housing Element included: viewing aerial photographs to assess whether parcels assumed for affordable housing were vacant; field checking a limited number of parcels; and meeting with application processing staff to assess zoning requirements such as: setbacks, height limits, easements, and access to services and infrastructure. The Assessor’s database was used to attain zoning, land use and size information for each parcel. Information was also provided by the

Sacramento Housing and Redevelopment Agency (SHRA) regarding projects inventoried by the agency.

For the current inventory, the County took a similar approach. The County reviewed Assessor' database and building department records, viewed aerial photographs and conducted field checks. The County also removed parcels that had approved planning entitlements or issued building permits. Much of the work was accomplished through desktop GIS. Key assumptions in this inventory include:

- Residential unit yield in residential zones is based on 85 percent buildout of maximum capacity, except in the RD-20 zone. A survey of proposed and adopted subdivisions was recently completed where proposed buildout was greater than 85 percent of maximum capacity in almost all residential zones. (See Table 6-4). For this reason, the 85 percent yield assumption is reasonable. For the RD-20 zone, the County assumed 90 percent buildout relative to the zoned maximum because of proposals to increase the allowed maximum density in the RD-20 zone through zoning amendments and the Interim Multifamily Design Guidelines. Further elaboration of the assumed buildout for RD-20 parcels is in the next section.
- 25 percent of the acreage of vacant LC and SC zoned parcels are assumed to be available for residential uses.

The commercial LC and SC zoning categories are included in the inventory because multifamily housing is permitted without a use permit in these zones. However, only 25 percent of LC and SC acreage is assumed to accommodate residential uses. The inventory includes 24 acres of LC and SC zoned properties over 1 acre in size. The County assumes that the 24 acres will be available for multifamily residential use (unless additional land above and beyond the inventory shortfall is identified and made available).

ZONE	TOTAL PROPOSED UNITS	TOTAL ACRES	UNITS PER ACRE	% OF MAXIMUM CAPACITY
RD-2	56	37.1	1.5	75.6%
RD-3	185	71.6	2.6	86.1%
RD-4	224	65.5	3.4	85.5%
RD-5	2,092	481.9	4.3	86.8%
RD-7	527	83.8	6.3	89.8%
RD-10	710	78.8	9.0	90.0%
RD-15	699	59.4	11.3	78.4%

Source: County of Sacramento Planning Department, August 2008.

¹ For each zone, total proposed units of proposed and adopted subdivisions with Affordable Housing Programs was divided by the total acreage of the subdivisions to attain units per acre figure.

RD-20 CAPACITY ASSUMPTION

The County's Zoning Code allows multifamily projects to develop up to 20 dwelling units per acre in the Residential 20 (RD-20)¹ land use zone. An extensive review of approved multifamily projects in this zone revealed that both market-rate and affordable projects develop at over 90 percent of maximum density (a minimum of 18 units per acre) in these zones. Projects have been able to exceed 90 percent of maximum capacity while being in compliance with Zoning Code standards pertaining to open space requirements, height limitations and parking requirements. Also, the Interim Multiple-Family Residential Design Guidelines will make it easier for projects to meet or exceed 90 percent of maximum density by allowing deviations from the prescriptive standards of the Zoning Code. For these reasons, the RD-20 zone is listed as being available for affordable housing with many of the parcels having assumed dwelling yields of 18 units per acre.

This analysis addresses the realistic capacity test as described in State Government Code Section 65583.2. Table 6-5 shows that multifamily projects have been developed at more than 90 percent of maximum density in the RD-20 zone.

To encourage greater densities in the RD-20 zone, a new program in this Housing Element will remove the existing 20 dwelling units per acre density limit. The program commits the County to amend the Zoning Code to allow more flexibility in density for the RD-20 zoning category². The maximum allowed density will be increased from 20 to 22 units per acre. There will be no stated minimum density. However, current General Plan Land Use Policy LU-4 requires residential projects of 10 or more units to have densities not less than 75% of zoned maximums. Also, the assumed development density for many of the RD-20 parcels will be 90 percent of the maximum allowed density. State Law requires that findings must be made if a project develops at a lesser density than what was assumed for the property in the Housing Element's Vacant Land Inventory. For these reasons, it is reasonable to assume that many of the RD-20 parcels in the Vacant Land Inventory will develop at 18 units per acre or greater.

¹ This density limit will no longer apply after the County adopts the Multifamily Design Guidelines.

² This change will occur as part of the County's comprehensive Development Code update, of which the adoption of the Multifamily Design Guidelines is a part.

TABLE 6-5. EXAMPLES OF APPROVED MULTIFAMILY PROJECTS WITH DENSITIES ABOVE 90 PERCENT OF MAXIMUM DENSITY IN RD-20 ZONES

NAME	STATUS	TOTAL UNITS	ACRES	% OF MAX. DENSITY
Alta Arden Residential	Building Permit Issued	14	0.7	100.0%
Antelope Springs Townhouses	Building Permit Issued	20	1	99.0%
Arlington Creek	Building Permit Issued	148	7	104.8%
Camellia Park	Building Permit Issued	10	0.5	92.6%
El Camino Residential	Building Permit Issued	20	1.1	92.0%
Oaks at Hackberry	Entitlement Approved	56	3	92.4%
Vineyard Point	Entitlement Approved	176	8	116.9%

Source: County of Sacramento Planning Department, March 2008.

UNDERUTILIZED PARCELS

For purposes of the Land Inventory, the residential holding capacity of an underutilized parcel zoned RD-20 or higher was assumed to be 25 percent of maximum holding capacity. A parcel is considered underutilized when it has multifamily zoning, is one acre or larger, and has one or two residences.

It is unlikely that all underutilized multifamily zone parcels will develop with multifamily projects during the planning period. However, it is realistic to assume that 25 percent of the acreage of current underutilized parcels will be developed as multifamily housing or receives planning entitlements during the planning period. In 2003, underutilized parcels zoned RD-20 or higher comprised 24.4 acres. By 2008, 24 percent of the original acreage had developed as multifamily housing or received planning entitlements for multifamily housing.

PARCELS LESS THAN ONE ACRE

For the purposes of determining dwelling unit yield for the Housing Element Land Inventory, parcels that are less than one acre in size and have multifamily zoning (RD-20, RD-25, RD-30 and RD-40) are assigned a residential holding capacity of one residence. However, there are some parcels less than one acre that were assigned a dwelling yield that was based on multifamily densities (see Table 6-6). These sites are assumed to be available to accommodate housing for lower-income households.

The following factors made it reasonable to assume that these small parcels could develop with multifamily densities:

- The parcel is part of a group of parcels with common ownership.
- The owner has expressed interest to the County to develop his/her parcel with projects with multifamily densities.
- The parcel was part of the rezone program initiated by the County to remove the shortfall in the Land Inventory in the previous Housing Element. State

Housing and Community Development (State HCD) had reviewed the small parcel and has determined that it is appropriate to assume multifamily densities for the parcel.

- The parcel is larger than one acre according to the Assessor’s database but constraints reduced the developable area of the parcel to less than one acre.
- The parcel is designated for multifamily uses in the land use plan for the North Vineyard Station Specific Plan.

Table 6-6 is a matrix of the applicable factors for each small parcel.

TABLE 6-6. CHARACTERISTICS OF THE PARCELS THAT ARE LESS THAN ONE ACRE IN SIZE

APN	PART OF GROUP WITH SAME OWNERSHIP	OWNER EXPRESSED INTEREST IN MFD	APPROVED BY STATE HCD	LARGER THAN 1 ACRE WITH SOME CONSTRAINTS	PART OF SPECIFIC PLAN
039-0072-012	X	X	X		
043-0230-001 thru 004, 006 thru 016	X	X	X		
051-0061-018				X	
066-0210-011					X
066-0210-022					X
208-0142-022	X	X	X		
220-0311-019		X	X		

Source: County of Sacramento Planning Department, March 2008.

HOUSING DEVELOPMENT POTENTIAL BY LAND USE CATEGORY (2006 TO 2013)

Table 6-7 provides a summary of housing development potential by land use category without regard to affordability by income level. As shown in Tables 6-7 and 6-8, acreage is available in a variety of zones to accommodate different housing types. The Land Inventory identifies 12,316 vacant acres for residential development in the unincorporated County. The 12,316 vacant acres are comprised of zoned lands under General Plan land use categories and can accommodate over 20,098 dwelling units. The RD-5, RD-7 and RD-20 zones have the greatest residential capacities.

TABLE 6-7. TOTAL YIELD BY ZONING CATEGORY (UNINCORPORATED COUNTY)						
GP	ZONING	ASSUMED LAND USE	ACRES	AVAILABLE UNITS ¹	MAX DENSITY	REALISTIC CAPACITY
AR	AR10/A10	SF	2,621	382	10	8.5
AR	AR-5/ A-5	SF	2,564	520	10	8.5
AR	AR-2/A-2	SF	2,644	1,249	10	8.5
AR	AR-1	SF	331	226	10	8.5
LDR	RE-1	SF	0	1	12	10.2
LDR	RE-2	SF	6	11	12	10.2
LDR	RD-1/R-1	SF	49	62	12	10.2
LDR	RD-2	SF	282	531	12	10.2
LDR	RD-3	SF	67	184	12	10.2
LDR	RD-4	SF	201	762	12	10.2
LDR	RD-5	SF	1,516	6,005	12	10.2
LDR	RD-7	SF	398	2,335	12	10.2
LDR	RD-10	SF	152	1,410	12	10.2
MDR	RD-15	SF	45	580	30	25.5
MDR	RD-20 (<1 ac)	SF	36	102	30	25.5
MDR	RD-20	SF MF	226	3,867	30	25.5
MDR	RD-30	SF	16	78	30	25.5
MDR	RD-30	MF	32	691	30	25.5
HDR	RD-40	SF	1	6	50	42.5
HDR	RD40	MF	15	508	50	42.5
LDR	RM-1	MF	14	99	12	10.2
Commercial & Office	LC2	COM RES	11	195	20	17
Commercial & Office	SC2	COM RES	12	204	20	17
Subtotal			11,239	20,008		
Parcels Available for Emergency Shelters and Single Room Occupancy Housing						
Commercial & Office	GC	Emergency Shelters & SRO	76	<i>No density limit, determined on a case-by-case basis</i>	NA	NA
<i>Industrial Intensive</i>	MI	Emergency Shelters	996	<i>No density limit, determined on a case-by-case basis</i>	NA	NA
Subtotal			1,072	N/A		
Underutilized Parcels						
MDR	RD-20	SF MF	5	84	30	25.5
MDR	RD-30	SF MF	0	6	30	25.5
Subtotal			5	90		
Total			12,316	20,098³		

Source: County of Sacramento Planning Department, May 2008, data compiled in this format by EDAW, 2008.

AR = Agricultural Residential

SF = Single-family Residential

LDR = Low Density Residential

MF = Multifamily Residential

MDR = Medium Density Residential

HDR = High Density Residential

¹ Units are calculated at 85 percent of the total buildout and reflect average historical development patterns within the County.

² LC/SC zones projected buildout calculated at 25 percent of total supply.

³ Land Inventory also includes 218 units from vacant sites with approved entitlements, located mainly within the Vineyard and South Sacramento communities. Total potential units is 20,316.

TABLE 6-8. ZONING CATEGORY AS A PERCENTAGE OF INCOME CATEGORY'S ACREAGE								
ZONING CATEGORY	GEOGRAPHIC AREA	DENSITY	VACANT LAND ACRES	PROJECTED SUPPLY (DWELLING UNITS) (1)	PERCENT OF TOTAL ELI & VLI ACRES	LOW	MODERATE	ABOVE MODERATE
RD-20	Countywide	20 units/ac	117	1,901	62%	0%	0%	0%
RD-20	North Highlands Town Center	20 units/ac	5	95	3%	0%	0%	0%
RD-30	Countywide	30 units/ac	23	507	12%	0%	0%	0%
RD-40	Countywide	40 units/ac	15	508	8%	0%	0%	0%
LC	Countywide	20 units/ac	11	195	6%	0%	0%	0%
SC	Countywide	20 units/ac	12	204	6%	0%	0%	0%
Underutilized RD-20, RD-30	Countywide	20 or 30 units/ac	5	90	3%	0%	0%	0%
RD-20 (SPA)	North Highlands Town Center	20 units/ac	7	132	0%	4%	0%	0%
RD-20	Elverta Specific Plan	20 units/ac	20	365	0%	13%	0%	0%
RD-20	North Vineyard Sta. Specific Plan	20 units/ac	48	857	0%	31%	0%	0%
RD-20	Vineyard	20 units/ac	22	390	0%	14%	0%	0%
RD-20	Vineyard Springs Specific Plan	20 units/ac	7	128	0%	5%	0%	0%
RD-30	Antelope	30 units/ac	8	184	0%	5%	0%	0%
RM-1	Countywide	8.5 units/ac	14	99	0%	9%	0%	0%
Vacant Parcels with Approved Entitlement with Units to be Build on Site			25	218	0%	16%	0%	0%
RD-5	Countywide	5 units/ac	379	1,501	0%	0%	52%	0%
RD-7	Countywide	7 units/ac	100	584	0%	0%	14%	0%
RD-10	Countywide	10 units/ac	152	1,410	0%	0%	21%	0%
RD-15	Countywide	15 units/ac	45	580	0%	0%	6%	0%
RD-20 (< 1 Acre)	Countywide	20 units/ac	36	102	0%	0%	5%	0%
RD-30 (< 1 Acre)	Countywide	30 units/ac	16	78	0%	0%	2%	0%
RD-40 (< 1 Acre)	Countywide	40 units/ac	1	6	0%	0%	0%	0%
AR-1	Countywide	1 ac/unit	332	226	0%	0%	0%	3%
AR-2	Countywide	2 ac/unit	2,644	1,249	0%	0%	0%	26%
AR-5	Countywide	5 ac/unit	2,564	520	0%	0%	0%	25%
AR-10	Countywide	10 ac/unit	2,621	382	0%	0%	0%	26%
RD-1	Countywide	1 unit/ac	49	62	0%	0%	0%	0%
RD-2	Countywide	2 units/ac	282	531	0%	0%	0%	3%
RE-2	Countywide	2 units/ac	6	11	0%	0%	0%	0%
RD-3	Countywide	3 units/ac	67	184	0%	0%	0%	1%
RD-4	Countywide	4 units/ac	201	762	0%	0%	0%	2%
RD-5	Countywide	5 units/ac	1,137	4,504	0%	0%	0%	11%
RD-7	Countywide	7 units/ac	299	1,751	0%	0%	0%	3%
Total			11,270	20,316				

Source: County of Sacramento Planning Department, May 2008, data compiled in this format by EDAW, 2008.

DEVELOPMENT POTENTIAL BY INCOME GROUP

A total of 11,270 acres of vacant land are available for residential development in the unincorporated County. Of this acreage, 189.3 acres are available for extremely low- and very low-income housing, 150 acres for low-income housing, 729 acres for moderate-income housing, and 10,202 acres for above moderate-income housing. Tables 6-9 through 6-12 present summaries of available sites by income level. The County estimates that 20,316 new housing units at buildout could be accommodated during the Housing Element planning period (2006 to 2013).

There are 189.3 acres available for extremely low/very low-income housing (See Table 6-9). This acreage could accommodate 3,500 units. Also, 265 extremely low/very low-income units have been constructed since January 1, 2006 (the beginning of the planning period for the Land Inventory) and 92 existing extremely low/very low-income units were determined to be alternative adequate sites. These new and existing units reduce the housing need from 3,339 units to 2,982 units. When available acreage and new and existing units are taken into account, there is a surplus of 518 units for the extremely low/very low-income categories.

Most of the affordable housing units that will be constructed on the 189.3 acres will be financed by federal, state and local funds that are administered by SHRA. A developer using these funds must have a certain percentage of units be available for extremely low-, very low- and low-income households for a period up to 55 years. This requirement is recorded and acts as a lien against the property.

In addition, sites in the GC and M1 zones (268.3 acres) are available for emergency shelters and Single Room Occupancy (SRO) housing without having to attain a use permit. These types of housing are used by individuals or families that fall under the extremely low/very low-income categories. However, determining realistic holding capacity for the GC and M-1 sites is difficult because there is no predetermined minimum and maximum density. For this reason, sites available for emergency shelters and SRO's are not included in Table 6-9.

TABLE 6-9 EXTREMELY LOW- AND VERY LOW-INCOME (ELI &VLI) HOUSING DEVELOPMENT POTENTIAL					
ZONING CATEGORY	GEOGRAPHIC AREA	DENSITY	PROJECTED SUPPLY (DWELLING UNITS) ¹	VACANT LAND ACRES	PERCENT OF TOTAL VLI ACRES
RD-20	Countywide	20 units/ac	1,901	117	62%
RD-20	North Highlands Town Center	20 units/ac	95	5	3%
RD-30	Countywide	30 units/ac	507	24	12%
RD-40	Countywide	40 units/ac	508	15	8%
LC	Countywide	20 units/ac	195 ²	11	6%
SC	Countywide	20 units/ac	204 ²	12	6%
Underutilized RD-20, RD-30	Countywide	20 or 30 units/ac	90	5	2.6%
Total Available			3,500	189.3	100.0%
Demand			3,339		
Deficit			0		
Units Built After Jan. 2006			265		
Alternative Adequate Sites			92		
Oversupply			518		

Source: County of Sacramento Planning Department records, April, 2008.

¹ Units are calculated at 85% or 90% (RD-20) of the total buildout and reflect historical development patterns within the County. ² Projected buildout calculated at 25% of total supply.

² Projected buildout calculated at 25% of total supply.

For low-income housing, there are 150 acres that can accommodate 2,373 units (See Table 6-10). This includes vacant parcels with approved inclusionary housing programs. Since January 1, 2006, 70 low-income units have been constructed. Also, there are 272 low-income units that meet the criteria for alternative adequate sites. These units reduce the projected need from 2,293 units to 1,951 units. The available acreage and the units result in a surplus of 422 units.

NORTH HIGHLANDS TOWN CENTER

In March 2008, the County approved the County approved the North Highlands Town Center Special Planning Area (NHTC SPA) which will change a predominantly commercial and light industrial zoned area to an area that is more residential in character. Transit Oriented Development, and mixed use infill with residential components are planned for the SPA. The NHTC SPA is expected to be built out in 30 years and will be 20 percent residential in the Gateway District, 75 percent residential in the Main Street District, and 44 percent residential in the Office/Residential District. Residential zones within this SPA allow 20 to 60 units per acre. Of the 95.9 acres covered by the SPA, 11.3 acres of the vacant parcels have the potential to be developed within this Housing Element period. The assumed dwelling yield for the 11.3 acres is 95 units for extremely low- and very-low income households and 132 units for low-income households.

TABLE 6-10. LOW-INCOME (LI) HOUSING DEVELOPMENT POTENTIAL					
ZONING CATEGORY	GEOGRAPHIC AREA	DENSITY	PROJECTED SUPPLY (DWELLING UNITS) ¹	VACANT LAND ACRES	PERCENT OF TOTAL LI ACRES
RD-20 (SPA)	North Highlands Town Center	20 units/ac	132	7	4%
RD-20	Elverta Specific Plan	20 units/ac	365	20	14%
RD-20	North Vineyard Sta. Specific Plan	20 units/ac	857	48	32%
RD-20	Vineyard	20 units/ac	390	22	15%
RD-20	Vineyard Springs Specific Plan	20 units/ac	128	8	5%
RD-30	Antelope	30 units/ac	184	8	6%
RM-1	Countywide	8.5 units/ac	99	14	9%
Vacant Parcels with Approved Entitlement with Units to be Build on Site			218	25	16%
Total Available			2,373	150	100.0%
Demand			2,293		
Deficit			0		
Units Built After Jan. 2006			70		
Alternative Adequate Sites			272		
Oversupply			422		

Source: County of Sacramento Planning Department records, April 2008.

¹ Units are calculated at 85 percent of the total buildout and reflect average historical development patterns within the County.

There are 729 acres for moderate-income housing (See Table 6-11). This acreage could accommodate 4,261 units. The projected need as of January 1, 2006 was 2,700 units but 471 moderate-income units have been subsequently constructed or considered alternative adequate sites, reducing the need to 2,229 units. There is a surplus capacity of 2,032 units.

TABLE 6-11. MODERATE-INCOME (MI) HOUSING DEVELOPMENT POTENTIAL					
ZONING CATEGORY	GEOGRAPHIC AREA	DENSITY	PROJECTED SUPPLY (DWELLING UNITS) ¹	VACANT LAND ACRES	PERCENT OF TOTAL LI ACRES
RD-5	Countywide	5 units/ac	1,501 ²	379	52%
RD-7	Countywide	7 units/ac	584 ²	100	14%
RD-10	Countywide	10 units/ac	1,410	152	21%
RD-15	Countywide	15 units/ac	580	45	6%
RD-20 (< 1 Acre)	Countywide	20 units/ac	102	36	5%
RD-30 (< 1 Acre)	Countywide	30 units/ac	78	16	2%
RD-40 (< 1 Acre)	Countywide	40 units/ac	6	1	0%
Total Available			4,261	729	100.0%
Demand			2,700		
Deficit			0		
Units Built After Jan. 2006			457³		
Alternative Adequate Sites			14		
Oversupply			2,032		

Source: County of Sacramento Planning Department records, April, 2008.

¹ Units are calculated at 85% of the total buildout and reflect historical development patterns within the County.

² RD-5 and RD-7 zoning categories assumed to have 25% of its market for moderate-income housing.

³ Units on RD-5 or RD-7 zoned land and built from 01/01/06 to 01/01/08. 25% assumed to be MI or Moderate-Income housing.

For above moderate-income housing, there are 10,201.9 acres which can accommodate 10,182 units (See Table 6-12). This exceeds the January 1, 2006 projected need of 6,828 units. In addition, 771 above moderate-income housing units have been constructed since January 2006. The initial surplus and the built units results in a current surplus of 4,125 new units.

TABLE 6-12. ABOVE MODERATE-INCOME (AMI) HOUSING DEVELOPMENT POTENTIAL					
ZONING CATEGORY	GEOGRAPHIC AREA	DENSITY	PROJECTED SUPPLY (DWELLING UNITS) ¹	VACANT LAND ACRES	PERCENT OF TOTAL LI ACRES
AR-1	Countywide	1 ac/unit	226	332	3%
AR-2	Countywide	2 ac/unit	1,249	2,644	26%
AR-5	Countywide	5 ac/unit	520	2,564	25%
AR-10	Countywide	10 ac/unit	382	2,621	26%
RD-1	Countywide	1 unit/ac	62	49	0%
RD-2	Countywide	2 units/ac	531	282	3%
RE-2	Countywide	2 units/ac	11	6	0%
RD-3	Countywide	3 units/ac	184	67	1%
RD-4	Countywide	4 units/ac	762	201	2%
RD-5	Countywide	5 units/ac	4,5042	1,137	11%
RD-7	Countywide	7 units/ac	1,7512	299	3%
		Total Available	10,182	10202	100.0%
		Demand	6,828		
		Deficit	0		
		Units Built After Jan. 2006	771³		
		Oversupply	4,125		

Source: County of Sacramento Planning Department records, April, 2008.

¹ Units are calculated at 85% of the total buildout and reflect historical development patterns within the County.

² RD-5 and RD-7 zoning categories assumed to have 25% of its market for moderate-income housing.

³ Units on RD-5 or RD-7 zoned land and built from 01/01/06 to 01/01/08. 75% assumed to be AMI or Above Moderate-Income housing.

When all income levels are combined, there is an adequate supply of land to accommodate a total of 20,316 new residential units - a surplus of 5,156 new residential units over the original allocation of 15,160 units. Since the date of the original allocation, 1,941 units have been constructed or considered to be alternative adequate sites, reducing the housing need to 13,219 units. This results in the surplus increasing to 7,097 units.

INFRASTRUCTURE CONSTRAINTS

There is sufficient water and sewer capacity for the parcels listed in the Vacant Land Inventory. Most residential and commercial zone parcels in the Land Inventory are located within the County Urban Services Boundary (USB) and the County Urban Policy Area (UPA). These parcels are also within the active service areas of a variety of public utility and service districts. Development on the parcels would increase the demands on public services to some degree, but not beyond the planned service capacities of the providers. The parcels located outside of the USB and UPA are either agricultural-residential parcels that do not require urban level of service or parcels located in small towns in the Delta community (Courtland, Walnut Grove) where there are sufficient water and sewer service for future residential development. The following is an analysis regarding the provision of water and sewer services.

WATER

All water purveyors would provide water service within the context of the Water Forum Agreement and under the guidance of the Water Forum Successor Effort (Water Forum 2005). In addition, the post-project water demand for the residentially zoned parcels would be similar to that anticipated under the General Plan and zoning used in water supply planning assumptions of the Water Forum Agreement, and groundwater management plans.

Although the sites are within existing service areas that have surrounding infrastructure, water purveyors serving the residentially zoned parcels may require infrastructure changes or improvements in order to serve various parcels. Because infrastructure exists nearby, the water service could be provided during the time of project development.

SEWER

The residential and commercial parcels in the Land Inventory are in the service areas of the Sacramento Area Sewer District (SASD) and the Sacramento Regional County Sanitation District (SRCSD). SASD provides the local wastewater collection system for the unincorporated County and this system is connected to the regional conveyance system that was constructed by and is maintained by SRCSD.

Many of the infill parcels are located near existing collectors and trunk sewers. Those that are not currently being served by public sewer facilities will be provided service during time of project development if certain conditions are met (such as provision of easements and/or reservations for both SASD and SRCSD infrastructure and possible additional requirements).

Parcels in the Land Inventory that are in new growth areas are located either in the North Vineyard Station Comprehensive Plan area, the Vineyard Springs Specific Plan area or the Elverta Specific Plan area. The previous Housing Element referred to the proposed Bradshaw Interceptor as providing the extra capacity needed to serve ultimate development in the North Vineyard Station and Vineyard Springs areas. This interceptor is now in place. Trunk facilities are needed to serve new residential projects in North Vineyard Station and Vineyard Springs. The normal process for construction of trunk facilities is that developers of residential projects propose and construct the trunk facilities under the review and approval of SASD staff and are reimbursed by fee programs to ensure the fair distribution of costs. For this reason, it is reasonable to assume that sewer lines will be provided concurrent with development.

The Elverta Specific Plan was adopted in 2007. The previous Housing Element stated that the Specific Plan will be phased with ultimate service proposed via the Northwest Interceptor. However, because of capacity constraints downstream, initial service is proposed through a temporary system. This system would store flows on-site during wet weather conditions and release them on a regulated basis into a line that would connect to the regional sewer system. This system is will be made available as part of the normal infrastructure development process.

ENVIRONMENTAL CONSTRAINTS

Fifty-four sites in the Land Inventory have various environmental constraints, as detailed in Appendix C. The following is a summary of the environmental constraints:

- Oak trees;
- Ditch;
- Utility, sewer, and/or drainage easements;
- Powerlines that run through portions of the site;
- Sites containing natural resources such as wetlands and vernal pools; and
- Locational issues such as a multifamily zoned site adjacent to single-family zoned sites or mobile home park.

Sites with environmental constraints have been taken into account in the Land Inventory through a reduction in developable area and resulting reduction in residential capacity of the site.

EMERGENCY SHELTERS AND TRANSITIONAL HOUSING

There are 13.5 acres available in the GC zone and 254.8 acres in the M-1 zone for emergency shelters where a use permit is not required. Tables C-30 and C-31 in Appendix C list the vacant parcels that are available for emergency shelters. A detailed description of development standards for emergency shelters is provided in Pages 7-27 and 7-28.

There are two types of transitional/supportive housing in Sacramento County. The first type comprises of residential care homes that are usually located in existing single-family neighborhoods. No use permit is required if there is less than six adults in the care home. The second type comprises of apartments. Apartments used as transitional or supportive housing could be located in any parcel that is zoned for multifamily projects (See Table 6-6 or Appendix C Land Inventory Table). Like any other multifamily project, apartments with transitional or supportive housing would only need a development plan review. Currently, transitional and supportive housing are not listed in the County Zoning Code land use tables. However, Programs HE-28(b) and HE-34(i) will require an amendment to the Zoning Code to have these uses listed in the tables.

FARMWORKER HOUSING

Agricultural accessory dwellings are allowed by right in the Agricultural 20, 40, 80 and 160 zones (AG-20, 40, 80 and 160). There are at least 2,600 parcels encompassing over 10,000 acres that can accommodate agricultural accessory dwellings without a use permit. The number of possible sites and the acreage of these sites are more than sufficient to accommodate future farmworker housing.

SUMMARY

The assumptions of housing demand in this Housing Element are based on the revised Regional Housing Needs Allocation (RHNA) delineated in correspondence from the Sacramento Area Council of Governments (SACOG) dated February 21, 2008. This correspondence provided the “fair share” distribution of the RHNA among the various jurisdictions including the allocation for unincorporated Sacramento County. This revised RHNA identifies a demand of 15,160 new residential units for the 2006-2013 planning period. This demand is compared with a land use inventory of residential and commercial zoned parcels. The parcels identified in the Land Inventory can provide 20,316 units. There is a 7,097-unit surplus in the assumed supply for all income categories.