



Planning Commission Staff Report

DATE: September 13, 2022

ITEM INITIATED BY: Raffi Boloyan, Community Development Director

ITEM AUTHORIZED BY: Raffi Boloyan, Community Development Director

PREPARED BY: Raffi Boloyan, Community Development Director

SUBJECT: CORRECTED - PUBLIC REVIEW OF DRAFT HOUSING ELEMENT
(2023-2031)

RECOMMENDATION / REQUESTED ACTION:

Staff recommends that the Planning Commission review the Draft Housing Element, accept any public comments and by motion vote:

1. Authorize staff to incorporate both public and Planning Commission comments; and
2. Direct staff to submit the Draft Housing Element to State HCD following conclusion of public comment period.

This same presentation will be provided to the Council, at their September 20, 2022 meeting.

BACKGROUND

Unlike other Elements of the General Plan, which may be updated at the discretion of each jurisdiction, California Government Code Sections 65580-65589.8 requires local jurisdictions to update the Housing Element of their General Plans every eight years, subject to the review and approval of the State Department of Housing and Community Development (HCD). The City's current [Housing Element](#) ("5th Cycle") was adopted on May 26, 2015 and covers the period from 2015 to 2023.

The City is currently in the process of preparing the 6th Cycle Housing Element which will plan for the period of 2023 to 2031. All 6th cycle Housing Elements must be certified by HCD by January 31, 2023 (with an additional 120-day grace-period possible, until May 31, 2023, to accommodate for delays).

One the primary purposes of the Housing Element is to demonstrate that a city/county can meet it's Regional Housing Needs Allocation (RHNA). Typically, HCD provides an allocation to each regional planning agency (which is Association of Bay Area Governments (ABAG) for Dixon),

and ABAG then determines and assigns a RHNA for each individual jurisdiction within the region. However, for Solano County, all jurisdictions in the county chose to form a subregion, which allows the subregion to determine how to allocate the total number of units under the RHNA to each jurisdiction, still subject to review and approval of HCD.

On February 4, 2000, the City Council, by Resolution, become a member of the Solano County sub Region, to administer the Regional Housing Needs Allocation (RHNA) for Solano County in the 6th cycle Housing Element update (2023-2031). The County as a whole was assigned 10,992 units throughout the four income ranges to plan for as part of the Housing Element updates. All jurisdictions worked together, under the authority of the Solano City-County Coordinating Council (4C's), to develop methodology to allocate the housing needs amongst it's member jurisdictions.

In 2020, the City also joined the County Collaborative, a partnership with the other jurisdictions in Solano County to jointly select, utilize and fund a single consultant to prepare the Housing Elements for partnering jurisdictions in the County. This would allow shared data and resources which would result in cost reductions. Following a RFQ process, the Collaborative selected Placeworks to prepare the Housing Element and associated Safety Element updates for all partner cities.

In May 2021, the City adopted its new General Plan 2040. As part of the General Plan update, the Housing Element was not updated, since it was anticipated to be completed before the timeframe of the 6th cycle and there were plans to join the region-wide effort to update housing elements.

In December 2021, HCD approved the Solano Subregion 6th cycle RHNA plan and methodology, which established the housing needs that each jurisdiction in the subregion needed to plan for as part of the 6th Housing Element cycle. For Dixon, the total RHNA assigned is 416 units (of the 10,992 units assigned to Solano County as a whole), as outlined below, by the required income categories:

Table 1: City of Dixon - Regional Housing Needs Allocation by Income Group

| Income Group | Income Range | RHNA (Units) |
|--|----------------------|---------------------|
| Very Low-Income (<50% of Median Income) | \$48,550 or less | 113 |
| Low-Income (50-80% of Median Income) | \$48,551 – \$77,660 | 62 |
| Moderate Income (81-120% of Median Income) | \$77,661 – \$119,150 | 62 |
| Above Moderate Income (>120% of Median Income) | \$119,151 or more | 179 |
| TOTAL | | 416 |

In March 2022, the Planning Commission (March 8, 2022) and the City Council (March 15, 2022) conducted study sessions to receive an introduction to the update process, the requirements for the update, overview of the RHNA process, and new state housing laws that must be incorporated into the Housing Element update.

On August 12, 2022, the Draft Housing Element was released for a 30-day public review period, ending on Monday, September 12, 2022. Notice of the availability of the Draft Housing Element, including this Planning Commission meeting and the September 20th City Council hearing were included in the notice. The notice included a link to the Draft Element on the City's web site and

also identified hard copy is available at Dixon City Hall or the Dixon public library. The notice was emailed to interested parties/agencies and those persons who had signed up to be on the distribution list, as well as posted on the city's web site and published in two local newspapers.

The link to the Draft Housing Element was also provided to the Commission and Council at the start of the review period to allow adequate time for review of the materials.

DISCUSSION / ANALYSIS:

Draft Housing Element Components: The Draft Housing Element is made up of six chapters and three appendices:

Chapters

1. *Introduction* - An overview of state requirements, the purpose of the Housing Element, and General Plan consistency.
2. *Public Participation* - A discussion of the public meetings and engagement activities that have occurred prior to release of the draft Housing Element.
3. *Review of Previous Housing Element* - An evaluation of the City's progress toward the goals of the 5th Cycle Housing Element.
4. *Goals, Policies, and Programs* - The goals, policies, and programs to address the housing needs of the community. This section identifies the actions the City will take to meet local housing goals, quantified objectives, and housing needs of Dixon.
5. *Site Inventory and Analysis* - Analysis of regional housing need, availability of land, sites identified in previous housing element, realistic capacity, pending and approved projects, the site inventory
6. *Housing Constraints* - An analysis of governmental and nongovernmental constraints to housing development.

It is important to note that the existing and projected housing needs and fair housing assessment were performed as regional efforts amongst all Solano County cities

Appendices

1. *Regional public outreach and engagement* - Summary of the outreach effort performed regionally throughout Solano County for the Housing Element updates
2. *Housing Needs Assessment* - Demographic information, including population trends, ethnicity, age, household composition, income, employment, housing characteristics, and more.
3. *Regional and Dixon Assessment of Fair Housing Element* - An assessment of fair housing, a new requirement for the 6th Cycle Housing Element, is also included in this section.

Goals, Policies, and Programs: The goals, policies, and programs are what will implement the Housing Element after it is adopted and certified. Eight (8) goals are identified in Chapter 4 of the Draft Housing Element and each goal includes numerous policies and programs to implement each goal throughout the planning period. As an element of the General Plan, the Housing Element includes goals, policies and programs.

- "Goals" are an aspiration or vision for something to achieve.

- “Policies” guide the day-to-day decisions on housing
- “Programs” identify specific steps the City will take to achieve its housing objectives and implement the policies and goals.

The eight goals are in the Draft Housing Element are:

Goal 1: Housing and Neighborhood Conservation: Maintain and improve the quality of the existing housing stock and residential neighborhoods.

Goal 2: Housing and Neighborhood Conservation: Protect and conserve the existing housing stock in Dixon

Goal 3: Housing Production: Encourage a diversity of housing types that will meet a range of needs for all economic groups in Dixon

Goal 4: Special Needs Housing: Address the housing needs of special population groups.

Goal 5: Housing Affordability: Encourage the production of housing affordable to low- and moderate-income households.

Goal 6: Governmental Constraints: Where appropriate, mitigate governmental constraints to the maintenance, improvement, and development of housing.

Goal 7: Promotion of Equal Housing Opportunity: Promote equal housing opportunities for all residents in Dixon

Goal 8: Energy Conservation: Conserve energy and water in the development of new housing

There are 20 policies under these 8 goals, with 24 programs to implement the policies

- Twenty-one (21) of the programs are modified programs from the current Housing Element that are updated to address public comment or new state laws.
- Three (3) of the programs are new programs, including:
 - Program 3.3.2 (Promotion of Accessory Dwellings),
 - Program 3.3.3 (Use of Previous Cycle Sites) and
 - Program 3.3.4 (Small Site Development)

Sites Inventory and Analysis: State law requires each jurisdiction to demonstrate that sufficient land is zoned to provide housing capacity that is adequate to meet the RHNA assigned to each City for each income level. The Draft Housing Element includes a Housing Sites Analysis which provides an inventory of land suitable for residential development and is discussed in detail in Chapter 5.

The Draft Housing Element Sites Analysis demonstrates that an adequate number of appropriately zoned sites exist to meet the City of Dixon’s RHNA obligation of 416 units, which is demonstrated through pending and approved residential projects, vacant sites which are zoned for low, medium-density housing, and projected Accessory Dwelling Units (ADUs).

Accounting for vacant site capacity, approved and pending projects and projected ADUs, the City has a total 508 surplus units (above the 416 required to be demonstrated). This surplus or buffer is critical to ensure the Draft Housing Element follows State law if identified sites develop at a different number or income level from what was identified in the Sites Inventory.

Table 2 provides an analysis of the projected development of the Site Inventory, Anticipated ADUs, showing the surplus

Table 2 Summary of Residential Capacity Compared to 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 | 2 | 148 | 2 | 152 | 90 |
| Above Moderate | 179 | 2 | 575 | 3 | 580 | 401 |
| Total | 416 | 15 | 903 | 6 | 924 | 508 |

Timeline: The Draft Housing Element was released for public review on August 12, 2022. Per Housing Element law, the City must make the Draft Housing Element available for public comment for 30 days prior to submission to HCD. If any comments are received during the 30 day comment period, an additional 10 business days of review must be made available.

Following this public review period of the Draft Element, the rest of the process and anticipated timeline is outlined below:

- Consider and Incorporate Public Comments (10 days, Sept 13-Sept 26, 2022)
- Submit the Draft Housing Element to HCD (Sept 26, 2022)
- HCD review (90 days HCD review, Sept 27 - Dec 26, 2022)
- Submit Revised Housing Element to HCD, if needed (60 days HCD review, Jan - March 2023)
- Planning Commission and City Council adoption hearings (Mar/April 2023)
- Submit adopted Housing Element to HCD for certification (60 day review, April -June 2023)

The Housing Element needs to be approved by the City Council no later than January 31, 2023. State law does allow for a 120 day grace period for adoption, for any delays, which would run through May 31, 2023.

Outreach: Public participation is an important component of the Housing Element to obtain input and feedback from all segments of the community. Dixon completed the public outreach at both the local level and regionally. These efforts included

- Regional Workshops - Three workshops were conducted between January and June 2022, that covered Housing Element Kick off, Housing Needs Assessment and Fair Housing. Links to these meetings, video and presentation are provided on the City's and the Solano County Housing Element Collaborative web sites.
- Online Community Survey - As part of the regional outreach efforts, an on line survey was offered
- Local Stakeholder Consultations – Interviews with two local stakeholder organizations and seven regional organizations that serve Dixon residents occurred between Dec 2021 and Feb 2022

- On line survey - On line survey was advertised during the regional workshops, to receive input.
- A Regional Early Action Planning (REAP) Housing Element collaborative has information on the regional approach and links to the local elements <https://solhousingelements.com/>.
- Links to video and presentation materials from these meetings can be found here <https://solhousingelements.com/outreach> and is summarized in Appendix 1 of the Housing Element

In addition, Dixon performed more local updates and workshops on this project, including

- Public Study Session - Study sessions were conducted by both the Planning Commission (March 8, 2022 [staff report](#) and [video](#)) and City Council (March 15, 2022 [staff report](#) and [video](#))
- Website - A dedicated Housing Element website was created for City of Dixon to provide one location for information and resources related to the Housing Element. <http://www.cityofdixon.us/housingelementupdate>)
- Flyer - A Housing Element flyer was mailed to all properties in Dixon to inform them of the upcoming housing element update, and point people to the web site to get more information and sign for be on the notification list for upcoming meetings.
- Social Media Updates/Notifications – Updates are posted on City social media pages, and point interested parties to sign up for email notification for upcoming meetings.
- Email Notifications - Members of the public who have signed-up for email notifications receive emails of upcoming events and community engagement activities and alerts of upcoming meetings or activities on the housing element.

Associated Updates to General Plan: Although the [Dixon's General Plan 2040](#) was newly recently adopted in May 2021 and included a comprehensive update to the Safety Element, new State legislation requires further amendments to the Safety Element (required when updating the Housing Element). An evaluation of the current Safety element and need for any updates is currently under review and the Draft edits to the Safety element will be done in parallel with the Housing Element. Any proposed revisions to the Safety Element will be analyzed through the same environmental review process and considered at the same time as the Housing Element, during the adoption hearings.

ENVIRONMENTAL:

It is anticipated that the appropriate level of CEQA review will be an Addendum to the previously certified General Plan 2040 Environmental Impact Report (EIR). The addendum will be prepared to assess information on the potential environmental impacts of the Housing Element update, along with the associated Safety Element update and analyze whether they are within the scope of the prior EIR. The addendum will inform the decision makers and public of significant environmental effects, identify possible ways to minimize significant impacts, and describe reasonable alternatives to the project. It is anticipated that the addendum to the EIR will be available for public review at the time of adoption hearings in Spring 2023.

PUBLIC COMMENTS

Notice of the availability of Draft Housing Element, along with notice of this meeting was emailed, posted on City's web site and published in two local newspapers (Attachment 1). Notices were released on August 12, 2022, at the commencement of the 30 day period. Anyone wishing to receive notification of upcoming meetings or view current status of the housing element update project, may sign up at www.cityofdixon.us/housingelementupdate

No public comments have been received as a result of noticing of the availability of the Draft Element or this meeting.

NEXT STEPS:

A City Council meeting also be held on September 20, 2022, to obtain further feedback on the same topic. The feedback received from the Planning Commission, City Council, and public will be incorporated into revisions to the draft Housing Element prior to submission to HCD.

ATTACHMENTS

Attachment 1 Notice of Availability/Public Meeting Notice, released August 12, 2022

RESOURCES

1. Draft City of Dixon Housing Element (2023-2031), available at <https://www.cityofdixon.us/departments/CommunityDevelopment/housingelementupdate> or hard copies can be viewed at Dixon City Hall or Dixon Public Library
2. Certified City of Dixon Housing Element (2015-2023), available at <https://www.cityofdixon.us/departments/CommunityDevelopment/housingelementupdate> or a hard copy can be viewed at Dixon City Hall
3. City of Dixon General Plan 2040, available at <https://www.cityofdixon.us/GeneralPlan>
4. Solano County Regional Early Action (REAP) Housing Element Collaborative Web site <https://solhousingelements.com/>.
5. City of Dixon Housing Element update webpage, available at <https://www.cityofdixon.us/housingelementupdate>

NOTICE OF RELEASE OF PUBLIC REVIEW DRAFT AND PUBLIC MEETINGS

The public review draft of the City of Dixon Housing Element is released for a 30-day public review period and the Dixon Planning Commission and Dixon City Council will hold **PUBLIC MEETINGS** to consider the project:

PROJECT: **Housing Element Update (2023-2031)** – A Housing Element is a state required element of a City's General Plan. The Housing Element must be updated every eight (8) years and includes goals, objectives, policies, and implementation programs that address the maintenance, preservation, improvement, and development of housing in city limits. In addition, the Housing Element Update identifies sites appropriate for the development of multifamily housing. The Housing Element Update also includes other amendments necessary to comply with recent changes in State law. Prior to the submittal of the Draft to the State Department of Housing and Community Development (HCD) for their review and comment, a Draft Housing Element has been prepared and now available for a 30 day public review and comment period. Following review of the Draft, the City will consider all comments, including those of the HCD and revise the Housing Element for consideration and final adoption by the Planning Commission and Council. Separate public notice for adoption hearings will be provided.

Once the Draft Housing Element is scheduled for adoption hearings, an assessment of the potential impacts of the Dixon Housing Element update, and associated updates to General Plan, will be completed and released for public review, consistent with the California Environmental Quality Act ("CEQA").

MORE INFORMATION Contact Raffi Boloyan, Community Development Director at (707) 678-7000 x1114 or rboloyan@cityofdixon.us. The Draft Housing Element is now available for review on the City's web site (www.cityofdixon.us/housingelementupdate). A physical copy of the Draft Housing Element is also available for public review at City Hall (600 East A St, Dixon, CA) or at the Dixon Public Library (230 N 1st St, Dixon, CA). Staff reports for this item will be available 72 hours before each of the two meetings at <https://www.cityofdixon.us/MeetingAgendasMinutesVideos>.

PROVIDING COMMENTS The public comment period for the Draft Housing Element Update **begins on August 12, 2022, and closes on September 12, 2022 at 5pm**. Written comments on the Draft Housing Element Update must be submitted prior to the deadline, either in person or by first class mail to: City of Dixon, Community Development Department, 600 East A St, Dixon, CA 95620, Attention: Raffi Boloyan, Community Development Director or via Email at rboloyan@cityofdixon.us. Please include "Comments on Dixon Draft Housing Element" in the subject line of any communication.

MEETING DATE & LOCATION: The matter will be reviewed by the Planning Commission and City Council at the respective meetings. The Planning Commission and City Council will discuss the context of the Draft Housing Element update and receive any oral public comments.

Planning Commission - Tuesday, September 13, 2022 at 7:00 pm.

City Council - Tuesday, September 20, 2022 at 7:00 pm.

Both meetings will be conducted at Dixon City Council Chambers, 600 East A St, Dixon, CA and will be physically open to the public. All members of the public may participate in the meeting by attending in person and will be given the opportunity to provide public comment.

At the above time and place, all letters received will be noted and all interested parties will be heard. If you challenge in court the matter described above, you may be limited to raising only those issues you or someone else raised at the public hearing described in this notice, or in written correspondence delivered at, or prior to, the above referenced public hearing (Government Code Section 65009 (b)(2)).

Upon request, the agenda and the documents in the meeting agenda packet can be made available to persons with a disability. In compliance with the Americans with Disabilities Act, the City encourages those with disabilities to participate fully in the public meeting process. Any person requiring special assistance to participate in the meeting should call (707) 678-7000 (voice) or (707) 678-1489 (TTY) at least 48 hours prior to the meeting.