bae urban economics

Napa County Housing Element Update

Draft Housing Needs Assessment

Submitted to John McDowell, County of Napa

August 11, 2014

bae urban economics

August 11, 2014

John McDowell
County of Napa

Via e-mail: john.mcdowell@countyofnapa.org

Dear John:

BAE is pleased to submit the attached revised Draft Housing Needs Assessment for the Napa County Housing Element Update. We have incorporated revisions in response to the California Department of Housing and Community Development's May 22, 2014 comment letter on the previous draft. Please do not hesitate to contact me in BAE's Davis office if you have any questions.

Regards,

Matt Kowta, M.C.P.
Principal

San Francisco
1285 66th Street
Second Floor
Emeryville, CA 94608
510.547.9380

Sacramento
803 2nd Street
Suite A
Davis, CA 95616
530.750.2195

Los Angeles
5405 Wilshire Blvd.
Suite 291
Los Angeles, CA 90036
213.471.2666

Washington DC
1346 U Street NW
Suite 403
Washington, DC 20009
202.588.8945

New York City
121 West 27th Street
Suite 705
New York, NY 10001
212.683.4486

www.bae1.com

TABLE OF CONTENTS

TABLE OF TABLES iv

TABLE OF FIGURES v

INTRODUCTION 1

IMPLEMENTATION AND EFFECTIVENESS OF THE 2009 HOUSING ELEMENT 2

PUBLIC PARTICIPATION IN THE HOUSING ELEMENT UPDATE 4

- Summary of Input from Public Workshops 4
- Summary of Input from Online Surveys 6
- Summary of Input from Stakeholder Interviews 7
  - Housing Locations 8
  - Workforce Housing 8
  - Affordable Housing Funding 9
  - Community Concerns 9
  - Special Needs Housing 9
- Additional Public Input Opportunities 10

DEMOGRAPHIC AND ECONOMIC TRENDS 13

- Population and Employment Characteristics 13
  - Population and Household Trends 13
  - Age of Residents 15
  - Household Income Distribution 17
  - Household Income Categories 17
- Employment Trends 19
  - Unemployment Rate 20
  - Local Jobs by Industry 20
  - Worker Commuting Patterns 21
- Population, Household and Employment Projections, 2010-2040 22
- Summary 24

HOUSING CONDITIONS 26

- Existing Housing Conditions 26
  - Housing Stock Characteristics 26
  - Overcrowding 27
  - Housing Cost Burden 28
  - Age of Housing Stock 29
  - Occupancy Rates 30
  - Housing Conditions Survey 31

Existing Affordable Housing Units at Risk of Conversion to Market Rates 34
Housing Market Conditions 36
For-Sale Housing 36
Rental Housing 39
Affordability of Second Units 41
Summary 42
SPECIAL NEEDS POPULATIONS 43
Persons with Disabilities 43
Elderly 47
Age of Householder 48
Elderly Housing Cost Burden 49
Supportive Housing Options for Seniors 51
Large Families 54
Large Family Cost Burdens 55
Female Headed Households with Children 56
Farmworkers 59
Income and Housing Affordability 62
Farmworker Survey 63
Farmworker Accommodations 65
Key Recommendation from the Farmworker Housing Needs Assessment 71
Treatment of Farmworker Housing in Zoning Ordinance 71
Families and Persons in Need of Emergency Shelter 71
Summary 74
NONGOVERNMENTAL AND GOVERNMENTAL CONSTRAINTS 77
Nongovernmental Constraints 77
Infrastructure Availability, Water Supply and Sewer Services 77
Incompatible Land Uses 78
Topography 78
Land Costs 78
Construction Costs 78
Lack of Economies of Scale and High Site Improvement Costs 79
Financing 79
Overall Housing Production Costs 79
Governmental Constraints 79
Land-Use Controls 80
Fees and Exactions 89
Processing and Permit Procedures 90

Constraints to Housing for Persons with Disabilities 91
Other Zoning, Land Use, and Processing Procedures Affecting the Disabled 93
Summary 94
Constraints of Other Governmental Agencies 94
Summary 94
ZONING TO ACCOMMODATE A RANGE OF HOUSING TYPES 96
Zoning for Emergency Shelters 96
Zoning for Transitional and Supportive Housing 96
Zoning for Mobilehomes and Factory Built Housing 96
Zoning for Single-Room Occupancy Units 96
Zoning for Farmworker Housing 96
Zoning for Multifamily Rental Housing 96
County PD Zoning 96
APPENDIX A: REVIEW OF 2009 HOUSING ELEMENT PROGRAMS 97
APPENDIX B: NAPA COUNTY SECOND UNIT SURVEY 102
APPENDIX C: NAPA COUNTY HOUSING CONDITION SURVEY 104

TABLE OF TABLES

Table 1: Population and Housing Trends, 2000 and 2013 14
Table 2: Age Distribution, 2000 and 2013 16
Table 3: Household Income Distribution, 2000 and 2013 17
Table 4: Distribution of Households by Income Category, 2006-2010 18
Table 5: Labor Force Trends, 2003 to 2013 20
Table 6: Jobs by Industry, Napa County as a Whole, 2003 to 2012 21
Table 7: Napa County Workers by Place of Residence, 2006-2010 22
Table 8: Household, Housing Unit, and Employment Projections, 2010 and 2040 23
Table 9: Housing Stock Characteristics, 2000 and 2013 27
Table 10: Overcrowding by Tenure, 2000 and 2007-2011 28
Table 11: Household Cost Burden, Unincorporated Napa County, 2006-2010 (a) 29
Table 12: Housing Stock by Year Built, 2013 30
Table 13: Housing Occupancy and Vacancy Status, 2000 and 2011 31
Table 14: Housing Conditions Survey Results, Unincorporated Napa County, 2013 (a) 32
Table 15: Single-Family Housing Prices, Napa County, November 1, 2012 - April 30, 2013 37
Table 16: Affordable For-Sale Housing Prices, Napa County, 2013 38
Table 17: Affordable Rents, Napa County, 2013 40
Table 18: Usage of Second Units 41
Table 19: Persons with Disabilities by Disability Type, 2009-2011 44
Table 20: Persons with Disabilities by Employment Status, 2009-2011 45
Table 21: Developmentally Disabled Residents, by Age, Napa County, 2013 47
Table 22: Household Tenure by Age of Householder, 2007 - 2011 48
Table 23: Senior Residents by Poverty Status, 2007-2011 49
Table 24: Elderly Households and Household Cost Burden, Napa County as a Whole, 2006-2010. 50
Table 25: Licensed Assisted Living and Skilled Nursing Facilities, Napa County, 2013 53
Table 26: Family and Non-Family Households by Size, 2007-2011 54
Table 27: Large Family Households and Household Cost Burden, Napa County, 2006-2010 55
Table 28: Single Female-Headed Households with Children, 2007-2011 57
Table 29: Total Farm Employees, Napa County, 1993 to 2011 61
Table 30: Continuum of Care Housing Inventory Count, Napa County as a Whole, January 2013 72
Table 31: Point in Time Count of Sheltered and Unsheltered Persons, Napa County as a Whole, January 2013 73
Table 32: Napa County Residential Zoning 81
Table 33: Site Regulations by Zoning District 82
Table 34: New Dwelling Units Permitted in Unincorporated Napa County 2004-2013 86

TABLE OF FIGURES

Figure 1: Percent of residents by Age, Unincorporated Area, 2000 and 2013 17
Figure 2: Percent of Households by Tenure and Income Category, 2006-2010 18
Figure 3: Projected Housing and Employment Growth, 2010 to 2040 24
Figure 4: Percent of Housing Stock by Year Built, 2013 30
Figure 5: Overall Conditions of Surveyed Units, Unincorporated Area, 2013 33
Figure 6: Napa County Housing Conditions Survey Results 35
Figure 7: Single-Family Housing Prices, November 1, 2012 to April 30, 2013 36
Figure 8: Percent of Persons With and Without Disabilities by Employment Status, 2009-2011 46
Figure 9: Unincorporated Area Households by Poverty Status and Family Type, 2007-2011 58
Figure 10: Total Farm Employment, Napa County, 1993-2011 60

INTRODUCTION

This Housing Needs Assessment will serve as one component of the 2014 Housing Element of the Napa County General Plan. The Housing Needs Assessment provides background information and analysis used to help to inform updates to the County's housing goals, policies, and programs. Beginning Fall 2013, the County conducted public outreach, and collected input on potential changes in Housing Element goals, policies, and programs, to augment the technical analysis conducted in the preparation of the Housing Needs Assessment. Similar to the 2009 Housing Element, the County has combined all of the technical analysis into a Housing Needs Assessment document, and all of the updated goals, policies, and programs into an updated Housing Policy document, to comprise the complete 2014 Housing Element.

IMPLEMENTATION AND EFFECTIVENESS OF THE 2009 HOUSING ELEMENT

The 2009 Housing Element contained a substantial number of policy and program changes that removed constraints and encouraged housing production for households of all income levels. A cornerstone of the 2009 Housing Element was a program to make land available at the Napa Pipe property for development of housing. As a result of actions carried out pursuant to the 2009 Housing Element, the Napa Pipe property is now zoned to allow 202 dwelling units by right, at 20 dwelling units per acre, up to 304 total units at 20 units per acre, and a total of 700 units (or 945 units, with a density bonus). In addition, the Napa Pipe zoning allows construction of a 150-unit senior housing facility. The Napa Pipe project alone will accommodate the County's RHNA for the 2014-2022 period; however, as with the 2009 Housing Element, the County will also include policies and programs that support development of housing for households at all income levels on other sites throughout the unincorporated area.

In addition to the Napa Pipe project, significant implementation actions taken pursuant to the 2009 Housing Element include, but are not limited to:

- Modified the affordable housing guidelines to ensure that infrastructure costs are an eligible cost under the program, to facilitate development of affordable housing sites
- Amended the zoning ordinance to allow homeless shelters as a permitted use in the Industrial zone
- Amended the zoning ordinance to clarify that transitional and supportive housing facilities are not subject to special restrictions not applicable to other residential developments
- Modified the affordable housing guidelines to require a preference for farmworker households in affordable housing developments assisted with Affordable Housing Fund monies
- Amended the zoning ordinance to ensure consistency with State law regarding farmworker housing (California Health and Safety Code sections 17021.5 and 17021.6)
- Removed spacing requirements for medium and large residential care facilities and relaxed the location requirements for large residential care facilities.
- Amended the zoning ordinance to allow accessory residential units in commercial areas
- Exempted affordable housing projects from the 30-acre minimum parcel size requirement for PD zones
- Simplified the County Growth Management System
- Updated the building code to incorporate green building standards (the "CalGreen" Code)

Appendix A includes a listing of all of the 2009 Housing Element's programs, along with evaluation of their effectiveness and the proposed treatment of the programs in the 2014-2022 Housing Element Update. The housing market crash that ensued with the global economic recession has greatly inhibited the private market response to the changes adopted in the 2009 Housing Element, and production of housing units within the unincorporated area dropped significantly during the 2009 to

2013 period; however, this same pattern was evident throughout state and the U.S. For this reason, it is difficult to fully evaluate the effectiveness of the 2009 Housing Element; however, as indicated in Appendix A, a number of the 2009 Housing Element programs that called for one-time actions can be eliminated, because they are no longer applicable. Most other actions will carry over into the 2014 Housing Element Update, as they are still relevant and deemed appropriate, given updated needs assessment findings.

PUBLIC PARTICIPATION IN THE HOUSING ELEMENT UPDATE

Napa County actively solicited public participation in the process of undertaking the 2014 Housing Element Update, and used this input to help shape the Draft 2014 Housing Element.

The County initiated the public participation process by hosting two public workshops, on October 28th, 2013 and on November 6, 2013. Both workshops were held in the evening, with the former in the main County library located in downtown Napa, and the latter in the branch library in St. Helena. The workshops opened with a background presentation on Housing Element requirements and the update process, the County's current Housing Element, and preliminary findings from the Housing Needs Assessment. Then, meeting participants had the opportunity to ask questions, and provide comments regarding their perceptions of housing needs, challenges, and opportunities within the unincorporated area.

The County made diligent efforts to publicize both workshops, including the County's usual public noticing procedures, a direct e-mail blast to approximately 80 e-mail addresses in the County's outreach database, and publication of display ads in the Napa Valley Register and St. Helena Star newspapers. The outreach database included representatives of key stakeholder groups, including:

- Napa Valley Vintners
- Napa Wine growers
- Save Rural Angwin
- Napa Valley Community Housing
- Calistoga "Affordable"
- Napa Farm Bureau
- Napa Valley Grape Growers

The e-mail invitations and newspaper notices invited interested parties to attend either of the workshops, which were structured to provide the same content, but to provide the public with options for different dates and different locations to facilitate attendance. In addition, the notices invited interested parties to participate in a brief online survey, which was available in both English and Spanish versions.

Summary of Input from Public Workshops

Public attendance at the two public workshops included approximately 8 to 10 people in Napa and approximately 16 to 20 people in St. Helena. Following are highlights of input received at the two workshops:

Constraints:

- There are subsidy needs and limited funds available.

- There are problems with community opposition when affordable projects are proposed. The CEQA process provides a way for opponents to delay housing projects and the design review process can create another opening for opponents.

- For affordable housing to work it would require relatively high density, and the County's default minimum density to count sites as potentially addressing lower-income housing needs is 20 dwelling units per acre, yet this density is possible in only limited locations due to physical and environmental conditions

Opportunities:

- Need to do a better job marketing affordable housing to the community, e.g., address misperceptions about affordable housing, to create support and minimize community opposition.

- Napa County should pursue USDA Section 514 housing for farmworkers. Family housing is most appropriate in cities, where there is access to schools, shopping, etc., and where there is walkability.

- California Department of Food and Agriculture is working on a project to address constraints to farmworker housing.

- Real estate transfer fees were suggested to help fund affordable housing; however, it may require amendments to existing State law to allow it.

- Transfer agreements have helped to keep higher densities in the cities with the County preserving Ag uses. Building the more dense projects in the cities is a win-win. Need to strategize with the cities to get affordable housing built.

- Reconsider appropriateness of existing affordable housing sites at Angwin, Spanish Flat, and Moskowite Corner in light of reduced RHNA. Also, consider adding Silverado Trail sites as affordable housing sites.

Challenges:

- Consider farmworkers' and senior citizens' needs and be explicit about income levels when talking about affordable housing.

- Farmworker housing needs

    - New emphasis on family housing
    - Conduct outreach to farmworkers to understand their preferences
    - Recognize ongoing need for migrant farmworker housing

    - Recognize needs in eastern and southern Napa County, which currently lack farmworker centers

- The Housing Element should accommodate the hospitality and farm workers who are lower wage. Both hospitality workers and farmworkers work odd hours, so this creates need for special services, such as transportation and childcare that works with their schedules. Onsite childcare centers could be particularly helpful.

- Housing should be built near employment centers

- Napa County's poverty rate is over 20%, one of the highest in the State

- Average development cost of an affordable unit is $325,000, inclusive of land costs

- Survey is unlikely to reach those who need it most. Should be sent out with schoolchildren and utility bills, additional outreach

Summary of Input from Online Surveys

As an additional means of gaining information to help guide the Housing Element Update, consultants and Napa County implemented a simple online survey for County residents during Fall 2013 as an additional means to gauge housing issues in the County. The survey posed eleven questions in multiple choice format, and was available in both Spanish and English. The survey was publicized along with the public workshops, as described above. Announcements for the public workshops included information about how to access the online survey, and the surveys were also publicized in the public workshops themselves. A total of 93 persons answered the survey.

Overall, survey respondents were most heavily represented by people who live in the St. Helena area, who work in either the City of Napa or City of St. Helena areas, or who are not employed. The respondents to the survey indicated that although their housing costs have tended to increase since 2009, they were generally quite satisfied with their current housing arrangements, with the most common reasons for dissatisfaction being housing that didn't specifically meet their households' needs, followed by cost. While the majority had not experienced discrimination, a minority did feel that they had experienced discrimination. Responses to related survey questions suggest that there may be an opportunity to better publicize the availability of fair housing services to assist victims of discrimination.

Following is a summary of the survey questions and the responses:

- Almost two-thirds of respondents indicated that their housing was more expensive in 2013 compared to 2009; just over one-fourth indicated that their costs were about the same, and just under 7 percent indicated that their housing was less expensive.

- Considering their needs and the needs of their household members, almost half of respondents rated their current housing conditions as very good, and 28 percent rated their conditions as good. Four percent rated their housing conditions as not very good, or unacceptable.

- 54 percent of respondents indicated that they were employed, and 46 percent indicated they were not currently employed. Of those employed, just over one-third indicated they work in or around the City of Napa, and just under one-third indicated they work in or around the City of St. Helena. About 18 percent work outside of Napa County, and the remainder work elsewhere in Napa County, including 10 percent who work in multiple locations throughout the year.

- The majority of survey respondents (62 percent) live in or around St. Helena, and 24 percent live in or around the City of Napa.

- When asked about their housing preferences, over two-thirds (69 percent) of respondents indicated that they were happy with both the area in which they live and the home in which they live. 14 percent indicated that while they were happy with the area in which they lived, they would like to move to a different home.

- Of those who indicated they would prefer to live somewhere else, the most common reason (44%) was that the home doesn't meet the household's needs, and the second most common reason (24%) was for a reason other those listed. The third most common reason (20%) was that the home was too expensive. The only other reason chosen by more than five percent of respondents was a desire to live closer to shopping or other services (8%).

- 80 percent of respondents indicated that they did not believe they had ever been the victim of housing discrimination in Napa County, and 20 percent indicated that they did believe they had experienced housing discrimination. Of those who believed they did experience discrimination, only 20 percent indicated that they sought assistance to resolve the situation. Of those who did not seek help, half indicated that they did not think that seeking assistance would help their situation; 12.5 percent indicated that they did not know that help was available, and 37.5 percent had other reasons. Of the two respondents who believed they experienced discrimination and sought assistance, neither reported that they actually received help. This suggests a need to better publicize the availability of fair housing assistance in the County and to evaluate the effectiveness of existing programs.

Summary of Input from Stakeholder Interviews

Consultants conducted seven interviews with individuals who are knowledgeable regarding the concerns of key constituencies within the Napa Community, order to obtain input from their various perspectives. The individuals and their affiliations are as follows:

- Linda Reiff, Executive Director, Napa Valley Vintners

- Ryan Gregory, Chair, Community Action Napa Valley; Chair, Napa Chamber of Commerce
- Carol Kunze, Napa Director, Tuleyome; Executive Committee member, Napa Group Sierra Club
- Jennifer Kopp Putnam, Executive Director, Napa Valley Grapegrowers
- Jim Featherstone, Gasser Foundation
- Sandy Elles, Executive Director, Napa County Farm Bureau
- Michelle Benvenuto, Executive Director, Winegrowers of Napa County
- Grania Lindberg, affordable housing advocate, Napa County Affordable Housing Task Force member, former Executive Director, Napa Valley Community Housing

Following is a summary of key themes and ideas that emerged from the stakeholder interviews:

Housing Locations

Among the interviewees, there was a high degree of concurrence that Napa County should continue to work with the County's cities to coordinate to meet local housing needs primarily in the County's urbanized areas. Conservation of agricultural land and open space was seen as an important role of the County, which can provide recreational, aesthetic, and environmental benefits to residents of the urban areas. At the same time, those interviewed also recognized that the housing needs of farmworkers represent a particular challenge, with farmworkers needing access to workplaces in agricultural areas, but also wanting to be near schools, shopping and services, and to be part of a community, rather than in isolated areas. Cities are seen as better equipped to accommodate higher-density housing that can be affordable to lower- and moderate-income households, and interviewees also expressed interest in seeing cities embrace innovative housing types, such as micro-housing, single-room occupancy units, live-work units, and co-housing, that can provide increased housing options to meet different types of housing needs. Lack of transportation in rural areas was cited as an additional limiting the practicality of affordable housing in rural areas, and the need to increase the housing availability "up valley" was also cited. Interest was expressed in the potential availability of surplus or underutilized County-owned land for affordable housing development.

Workforce Housing

Farmworker housing continues to be a concern for many stakeholders; however, with the housing market recovery, and increasing use of residences in the unincorporated area as second homes, there is growing recognition that there is a broader workforce housing challenge, with even professional staff in local organizations and businesses, particularly younger workers, having difficulty finding suitable and affordable housing options. In addition, with the continuing popularity of the Napa region as a tourism destination, hospitality and restaurant workers struggle to afford housing in the local market. There was a suggestion that provisions which facilitate development of onsite farmworker housing be expanded to allow onsite housing for winery workers.[1] Although

[1] Note that employee housing provisions do apply to all employees.

tourism at Lake Berryessa has declined due to delays re-establishing master concessionaire operations at the lake after the Bureau of Reclamation did not renew agreements with former concessionaires, there are prospects for tourism to increase at the lake within the 2014-2022 Housing Element planning period. In turn, increased tourism could increase demand for employee housing in the subdivisions and mobile home parks around the lake, which still have numerous vacant lots and mobile home spaces.

Affordable Housing Funding

In the arena of funding for affordable workforce housing, agricultural interests in particular felt that it would be appropriate to broaden the base of industries that contribute funding to address local affordable housing projects. With the CSA #4 assessment on cultivated acreage, grapegrowers provide funding to support the Farmworker Centers. In addition, developers provide funding for affordable housing in the form of Housing Trust Fund fees paid on new residential and commercial development projects. Although businesses occupying new buildings contribute indirectly through purchase or lease of buildings that paid into the Trust Fund at the time of construction, stakeholders felt that it would be important to engage other industry groups, such as the lodging and restaurant sectors, to broaden the base of funding for affordable housing in Napa County. This becomes more relevant as farm laborers increasingly remain in the County for most of the year, and thus may work outside of the agricultural industry during parts of the year. Some interviewees expressed support for local worker preferences in new housing developments and continuation of the County's workforce proximity housing program, as well as considering changes in the way that existing funding sources are used, such as allowing use of some CSA #4 funds for farmworker family housing if revenues allowed, and direction of some funds from the Tourism Business Improvement District (TBID) for hospitality worker housing. However, one interviewee felt strongly that CSA #4 funds should only be utilized for housing single, unaccompanied, migrant farmworkers, as was originally intended.

Community Concerns

Stakeholders recognized the valuable contributions that Napa County has made to supporting affordable housing projects within the cities; however, they noted continuing neighborhood opposition, which has adversely affected the ability to construct new affordable housing projects within the cities. An example of the adverse impact of this is the decision by Auction Napa Valley to fund other types of projects because a large number of the affordable housing units previously funded failed to proceed to construction in a timely fashion, while other pressing community needs went unfunded. Suggestions to help overcome the opposition to affordable housing projects included increasing community outreach by developers in advance of applications, incorporating affordable housing into market rate projects, providing more information in planning documents (e.g., visual examples) about standards for affordable housing, and reducing the need for discretionary approvals where possible.

Special Needs Housing

Interviewees noted that in addition to affordable housing needs for the general lower-income population (for which 3-bedroom family units are a particular need) there are also various special

housing needs. While there are new supportive housing resources with 24 units at the Gasser Supportive Housing complex and 19 units at the Skyline Apartments at Napa State Hospital, there are additional unmet needs within the County. Interviewees recommended that supportive housing be developed in scattered sites, primarily in cities, rather than concentrating in one or a few locations. Similarly, the existing emergency shelters and transitional housing serving the County operate at capacity, and funding for operations continues to be a challenge. There are approximately 40 homeless families, but the current family shelter can only accommodate about 7-10 families at a time. Specialized needs include foster care facilities for young adults (age 16 to 25). Interviewees also mentioned moderate income households as a group that is challenged because they have trouble affording market rate housing, but do not qualify for subsidized housing.

Input from Planning Commission Hearing on Preliminary Draft Housing Element Update

The Napa County Planning Commission reviewed the preliminary Draft Housing Element, during their regular meeting on March 5, 2014. Staff and consultants made a presentation on Housing Element requirements, the Housing Element update process, key findings from the Housing Needs Assessment, and proposed updates to Housing Element policies and programs. The Planning Commission asked questions and then accepted public comments on the Preliminary Draft. Following is an summary of comments received and how they have been addressed:

Following is an summary of comments received and how they have been addressed:

- The primary public feedback received was disagreement with the Housing Needs Assessment's characterization of Angwin as a community with some similarities to the City of Calistoga. *Revisions have been made to the policy document to address the concerns.*

- Commentors noted the projected increase in leisure and hospitality industry jobs and expressed support for a multi-industry approach to providing funding assistance for affordable housing. *A policy is already included in the draft policy document to reflect this.*

- Commentors expressed concerns about potential impacts from leaving Angwin sites in the Housing Element as affordable housing locations and/or inconsistencies with the rest of the General Plan. *The potential impacts from developing Angwin sites under the AH zoning were fully analyzed in the EIR for the 2009 Housing Element Update, which was found to be consistent with the rest of the General Plan.*

- A commentor observed that mobile homes that were removed from Lake Berryessa due to Bureau of Reclamation orders were dismantled and removed, and not reused. The commentor suggested that stronger policies should be included to prevent loss of mobilehomes from the housing stock and to relocate and reuse mobilehome units. *The draft policy document already includes strengthened language about preventing the loss of affordable mobilehome units.*

- A commentor noted that lot line adjustments had been completed for the Angwin AHCD sites. *Revisions been made to the housing sites inventory information included in the policy document to reflect the lot line adjustments.*

- Commentors noted that the County and the cities of the county convened discussions about a sub-regional RHNA process and successfully came to terms on allocations that would focus residential growth in the cities. *The policy document has been revised to acknowledge this cooperation; however, the sub-regional RHNA was not implemented because ABAG's initial RHNA for Napa County jurisdictions accomplished the same objective.*

- A commentor requested that the Housing Needs Assessment highlights section of the policy document be revised to show the number of jobs in the unincorporated area only. *The policy document has been revised accordingly.*

- A commentor noted that the Growth Management System permit allocations for the 2014-2022 time period are different than the permit allocation numbers discussed in General Plan policy AG/LU-119. *The growth management system permit allocation figures have been updated as part of the Housing Element Update process, following the procedure outlined in AG/LU-119. A General Plan consistency section has been added to the policy document to address this item and other updates to portions of the General Plan outside of the Housing Element that may be needed to address overall General Plan consistency.*

Following are additional comments given, which the Planning Commission considered, to which the Planning Commission decided not to direct staff/consultants to make changes in response:

- Commentors suggested that sites around Monticello Road/Atlas Peak area be added to the sites inventory.

- A commentor suggested that a housing impact fee oversight committee be established

- A commentor suggested that the County should attempt to get "moved" to the list of rural counties so that land zoned for development at densities below 20 dwelling units per acre could be counted as meeting lower-income RHNA requirements.

- A commentor noted that Angwin is a community dedicated to needs of elderly, sick, and disabled and these populations could be targeted for affordable housing built in the community, which generate limited new auto usage and provide employment opportunities for students.

- A commentor supported the encouragement of onsite housing for workers, including winery workers

- A commentor suggested that the state Office of Migrant Services should be a better partner in providing farmworker housing.

- A commentor supported limitations on non-permanently occupied homes (i.e., vacation homes/2nd homes).

- A commentor noted that farmworker housing address unique needs that are not the same as the needs of people employed in other industries who may have the same income levels.

Additional Public Input Opportunities

Upcoming opportunities for further public participation will include public hearings at the Planning Commission and Board of Supervisors as part of the refinement and adoption process for the Housing Element Update, tentatively scheduled for June and July of 2014.

DEMOGRAPHIC AND ECONOMIC TRENDS

To better understand how the unincorporated parts of Napa County (hereafter "unincorporated area") differ from, or are similar to, other nearby communities, and to highlight the unique housing-related characteristics of the unincorporated area, the following section presents data for the unincorporated area alongside comparable data for Napa County (including both incorporated and unincorporated areas) and for the San Francisco Bay Area region as a whole.[2]

This section evaluates the need for housing in the unincorporated area of Napa County using data on population and employment trends, household characteristics, and other demographic and economic factors. The intent of the demographic and economic trends assessment is to assist Napa County in developing realistic goals and formulating rational policies and programs to address housing problems and concerns within the unincorporated area.

The data for the analysis of population, employment, and household characteristics come from the U.S. Department of Housing and Urban Development (HUD); the California Department of Housing and Community Development (HCD); the California Department of Finance (DoF); and California Employment Development Department (EDD). Claritas, Inc., a private data vendor, provides updated population and household characteristics for the year 2013, the 2000 Census provides historical data, to highlight changes in conditions. Projection data for households, housing units, and employment are from the Jobs-Housing Connection Strategy, published by the Association of Bay Area Governments (ABAG) in May of 2012.

Population and Employment Characteristics

This section presents information regarding population, household, and employment trends in the unincorporated area between 2000 and 2013.

Population and Household Trends

Table 1 compares the population from 2000 to 2013 in the unincorporated area, Napa County, and the Bay Area, based on data from the 2000 Census and 2013 Claritas estimates. The unincorporated area lost nearly 2,000 residents over this period, a population decline of just over seven percent overall or 0.6 percent per year. In contrast, Napa County as a whole and the Bay Area region both added population during this same period.

[2] For the purposes of this Needs Assessment, the Bay Area is defined to include the following counties: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Sonoma, and Solano.

Table 1: Population and Housing Trends, 2000 and 2013

Unincorporated Area	2000	2013	Average Annual Growth 2000-2013
Total Population	27,864	25,871	-0.6%
Households	9,745	9,579	-0.1%
Average Household Size (a)	2.59	2.44	-0.4%
Household Type			
Families	72.1%	69.0%	
Non-Families	27.9%	31.0%	
Household Tenure			
Renter	26.8%	28.7%	
Owner	73.2%	71.3%	

Napa County as a Whole	2000	2013	Average Annual Growth 2000-2013
Total Population	124,279	140,010	0.9%
Households	45,402	49,948	0.7%
Average Household Size	2.62	2.70	0.2%
Household Type			
Families	67.6%	67.7%	
Non-Families	32.4%	32.3%	
Household Tenure			
Renter	34.9%	37.4%	
Owner	65.1%	62.6%	

Bay Area (b)	2000	2013	Average Annual Growth 2000-2013
Total Population	6,783,760	7,352,834	0.6%
Households	2,466,019	2,684,502	0.7%
Average Household Size	2.69	2.68	0.0%
Household Type			
Families	64.7%	64.6%	
Non-Families	35.3%	35.4%	
Household Tenure			
Renter	42.3%	44.0%	
Owner	57.7%	56.0%	

Notes:

(a) The average household size estimates for the unincorporated portion of Napa County are calculated by dividing the total population, minus those in group quarters, by the number of households.

(b) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: Claritas, Inc. 2013; 2000 Census, 2013; BAE, 2013.

The number of households[3] in the unincorporated area also declined, though at a lower rate than the decline in population. This is in contrast to Napa County as a whole and the region, both of which added households during the same period. With the unincorporated population declining faster than the number of households, the average household size has also declined by about six percent between 2000 and 2013. During this same period, household size in Napa County as a whole increased slightly (about 3 percent), while the average household size in the Bay Area remained essentially flat. As discussed elsewhere in this Assessment, the decline in unincorporated population and households is likely due to increasing second-home use.

Table 1 also shows households by type: family households consisting of two or more related persons living together and non-family households consisting of persons who live alone or in groups of unrelated individuals. The unincorporated area has a higher percentage of family households than the County as a whole or the Bay Area region. The relative prevalence of family households in the unincorporated area is at least partially a function of the existing mix of housing units. As the housing stock in the unincorporated area is almost exclusively single-family units, non-family households may frequently look to the incorporated cities, and their more diverse housing stock, to meet their unique housing needs. Additional information regarding housing stock characteristics is provided in the following section. The percentage of family households in the unincorporated area declined slightly from 2000 to 2013, while remaining essentially unchanged in the County as a whole and in the Bay Area.

Household tenure refers to home ownership versus rental. As summarized in Table 1, households throughout the region are more likely to own their homes than rent. The homeownership rate in the unincorporated area (71 percent) is substantially higher than the rate for the County as a whole (63 percent) or the Bay Area Region (56 percent). The higher ownership rate in the unincorporated area is likely due to the relative prevalence of single-family homes compared to the cities and the region. However, the entire region experienced declining rates of homeownership between 2000 and 2013, most likely due to the recent recession.

Age of Residents

Table 2, and Figure 1 below, present information on the distribution of residents by age, in 2000 and 2013. Most striking is the fact that in the unincorporated area, the number of individuals under 55 years of age decreased in absolute terms, while the number of individuals age 55 and over increased. In both the County as a whole and the Bay Area, the proportions of people aged 55-64 increased between 2000 and 2013 also, indicating that the unincorporated area is following a statewide trend toward a more elderly population. Consistent with this trend, the median age increased in each of the three areas between 2000 and 2013. The shift was most pronounced in

[3] The Census Bureau defines household as a person, or group of persons, living in a housing unit. This does not include persons living in group quarters, such as dormitories, convalescent homes or prisons.

the unincorporated area, where the 2013 median age of 47 is substantially above the medians for the other two areas.

Table 2: Age Distribution, 2000 and 2013

	Unincorporated Area			
Age Distribution	2000		2013	
Under 18	5,525	19.8%	4,246	16.4%
18-24	2,718	9.8%	2,684	10.4%
25-34	2,609	9.4%	2,405	9.3%
35-44	4,154	14.9%	2,715	10.5%
45-54	5,022	18.0%	4,006	15.5%
55-64	3,450	12.4%	4,706	18.2%
65+	4,386	15.7%	5,109	19.7%
Total	**27,864**	**100%**	**25,871**	**100%**
Median Age (a)	41.7 Years		47.0 Years	

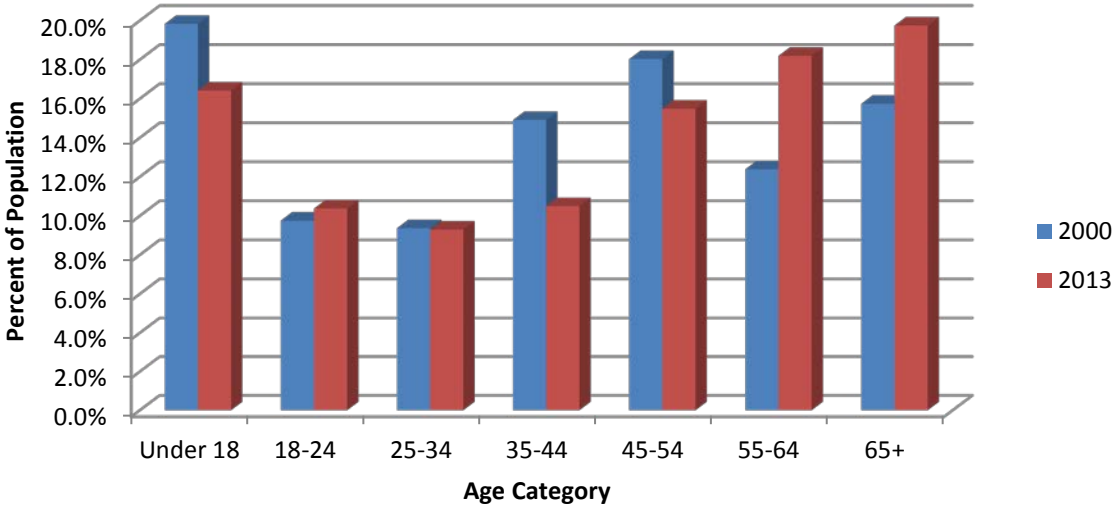
	Napa County as a Whole			
Age Distribution	2000		2013	
Under 18	29,998	24.1%	31,663	22.6%
18-24	10,510	8.5%	12,950	9.2%
25-34	15,562	12.5%	16,769	12.0%
35-44	18,884	15.2%	17,565	12.5%
45-54	18,392	14.8%	19,841	14.2%
55-64	11,847	9.5%	18,637	13.3%
65+	19,086	15.4%	22,585	16.1%
Total	**124,279**	**100%**	**140,010**	**100%**
Median Age	38.3 Years		39.9 Years	

	Bay Area (b)			
Age Distribution	2000		2013	
Under 18	1,601,858	23.6%	1,627,699	22.1%
18-24	595,173	8.8%	639,950	8.7%
25-34	1,120,919	16.5%	1,036,136	14.1%
35-44	1,172,570	17.3%	1,066,610	14.5%
45-54	964,638	14.2%	1,089,298	14.8%
55-64	571,095	8.4%	920,320	12.5%
65+	757,507	11.2%	972,821	13.2%
Total	**6,783,760**	**100%**	**7,352,834**	**100%**
Median Age	35.5 Years		38.5 Years	

Notes:
(a) Median age figures for the unincorporated area were extrapolated based on the available age distribution data.
(b) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: Claritas, Inc. 2013; 2000 Census, 2013; BAE, 2013.

Figure 1: Percent of residents by Age, Unincorporated Area, 2000 and 2013



Household Income Distribution

Household incomes tend to be higher in the unincorporated area as compared to the County as a whole or the Bay area. As shown in Table 3, the unincorporated area had, and continues to have, a higher median income than either the County overall or the Region; however, the median income did increase more rapidly in the County overall than in the unincorporated area, suggesting that higher income households are finding the cities increasingly attractive.

Table 3: Household Income Distribution, 2000 and 2013

	Unincorporated Area				Napa County as a Whole				Bay Area (b)			
	2000		2013		2000		2013		2000		2013	
Household Income	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
under $15,000	671	6.9%	723	7.5%	4,397	9.7%	4,781	9.6%	245,211	9.9%	243,642	9.1%
$15,000 to $24,999	814	8.4%	729	7.6%	4,825	10.6%	4,580	9.2%	191,343	7.8%	205,042	7.6%
$25,000 to $34,999	867	8.9%	665	6.9%	5,247	11.6%	4,293	8.6%	212,650	8.6%	190,787	7.1%
$35,000 to $49,999	1,391	14.3%	978	10.2%	7,331	16.1%	5,997	12.0%	324,833	13.2%	285,889	10.6%
$50,000 to $74,999	1,830	18.8%	1,529	16.0%	9,147	20.1%	8,706	17.4%	482,228	19.5%	426,742	15.9%
$75,000 to $99,000	1,247	12.8%	1,321	13.8%	6,022	13.3%	6,802	13.6%	347,356	14.1%	335,226	12.5%
$100,000 to $149,999	1,520	15.6%	1,569	16.4%	5,062	11.2%	7,852	15.7%	372,910	15.1%	466,587	17.4%
$150,000 or more	1,406	14.4%	2,065	21.6%	3,364	7.4%	6,937	13.9%	291,493	11.8%	530,587	19.8%
Total	**9,746**	**100%**	**9,579**	**100%**	**45,395**	**100%**	**49,948**	**100%**	**2,468,024**	**100%**	**2,684,502**	**100%**
Median Household Income (a)	**$65,400**		**$78,000**		**$51,738**		**$65,285**		**$63,056**		**$74,423**	

Notes:
(a) Median household income figures for the unincorporated area were extrapolated based on the available household income distribution data.
(b) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: Claritas, Inc. 2013; 2000 Census, 2013; BAE, 2013.

Household Income Categories

Table 4 reports data for Napa County as a whole from the 2006-2010 Comprehensive Affordability Strategy (CHAS) data set. The CHAS is a special tabulation of the American Community Survey (ACS), developed by the Census Bureau on behalf of the Department of Housing and Urban Development (HUD). Because the CHAS data are based on multi-year survey estimates, they should be interpreted with caution.

Table 4 and Figure 2 show that the majority of Napa unincorporated area households (5,350 households) are homeowners with moderate- and above-moderate incomes. Another 1,230 renter households have moderate- and above moderate-incomes. This means that about 30 percent of unincorporated area households fall into the lower-income categories (extremely low-, very low-, and low-income). The data show that lower-incomes are more prevalent among renters than owners. Just over half of renters fall into the lower-income categories, while just under 22 percent of owners fall into the lower-income categories.

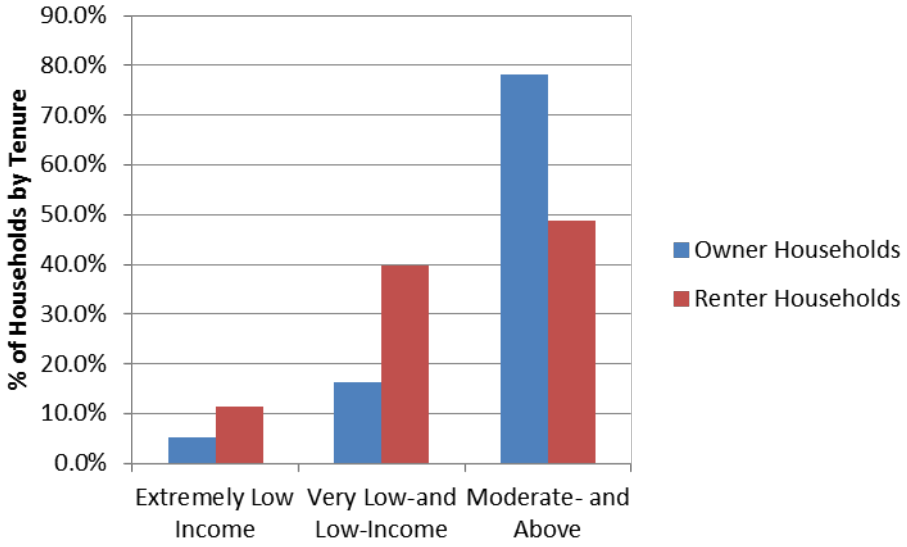
Table 4: Distribution of Households by Income Category, 2006-2010

	Owner Households		Renter Households		All Households	
Income Category (a)	Number	Percent	Number	Percent	Number	Percent
Extremely Low Income *(30% of HAMFI or Less)*	360	5.3%	285	11.3%	645	6.9%
Very Low-and Low-Income *(>30% to 80% of HAMFI)*	1,125	16.5%	1,000	39.8%	2,125	22.7%
Moderate- and Above-Moderate *(Above 80% of HAMFI)*	5,350	78.3%	1,230	48.9%	6,580	70.4%
All Income Levels (b)	**6,835**	**100.0%**	**2,515**	**100.0%**	**9,350**	**100%**

Notes:
(a) CHAS data reflect HUD-defined household income limits, for various household sizes, which are calculated for Napa County.
(b) Figures may not sum to totals due to rounding.

Sources: ABAG, 2014; BAE, 2014.

Figure 2: Percent of Households by Tenure and Income Category, 2006-2010



Extremely Low-Income Households

Government Code Section 65583 (a)(1) requires an assessment of the existing and projected needs of extremely low-income (ELI) households (i.e., households at or below 30% of the area median-income. The available data show that the vast majority of ELI households, both renters and owners, suffer from excessive or severe cost burdens. As indicated in Table 4, there were an estimated 645 ELI households in the unincorporated area during the 2006-2010 time period. Of these, 285 were

renters and 360 were owners. As shown in Table 11, below, there were approximately were 230 ELI renter households with excessive housing cost burdens (about 81 percent of all ELI renters), including 10 households with cost burdens between 30 and 50 percent of income, and 220 households with cost burdens equal to 50 percent or more of income. Table 11 also shows that there were 300 ELI owner households with excessive housing cost burdens in the unincorporated area (about 83 percent of all ELI owners) during the 2006-2010 time period, of which 50 households had cost burdens equal to between 30 and 50 percent of their monthly household income, and 250 had cost burdens equal to 50 percent or more of their monthly income.

The data that ABAG provided to Bay Area jurisdictions for use in updating housing elements, and the data available at the U.S Department of Housing and Urban Development's Comprehensive Housing Affordability Study (CHAS) web site are not sufficient to determine the number of ELI households experiencing overcrowding. BAE has inquired with ABAG staff, who have indicated that no additional data will be forthcoming from ABAG. Nevertheless, similar to cost burdens, it can be expected that ELI households will experience substantial problems with overcrowding, since ELI households will struggle to afford any housing, let alone decent housing that provides adequate space for all household members.

Moving forward, Napa County can expect to continue to have a component of its population living in ELI households. If the current proportion of ELI households to total households remains steady, approximately seven percent of any increase in households in the unincorporated area would be ELI households, and the majority of these households will struggle with excessive housing cost burdens as well as overcrowding and other housing problems, unless they are able to access subsidized housing. Thus, it will be important for the County to continue its efforts to foster the creation of new affordable housing units, including units subsidized to a level that could be affordable to ELI households.

Employment Trends

The next discussion focuses on unemployment trends among local residents, the types of jobs located in the County, and the residence location for people who work in Napa County,

Unemployment Rate

Table 5, presents annual average employment statistics from the California Employment Development Department (EDD) on labor force, employment, and unemployment. Employment in this context refers to number of local area residents who are currently working, regardless of where their jobs are located. This does not equate to the number of jobs located in the local area, which is discussed in the following sub-section.

The data show that those members of the labor force who reside in the unincorporated area consistently have fewer problems with unemployment than those who live elsewhere in the County or the Bay Area. This means that unincorporated area residents of working age should have greater stability in their living arrangements, as compared to populations that experience more unemployment and, likely, greater fluctuations in income as a result. Nevertheless, as of 2012, unemployment levels in all three areas were above the historic lows from the 2007-2008 time period. Annual average employment statistics for 2013 are not yet available.

Table 5: Labor Force Trends, 2003 to 2013

	2003	2006	2009	2012	Average Annual Growth 2003-2012
Unincorporated Area					
Labor Force	16,000	16,200	16,600	17,200	0.8%
Employment	15,500	15,600	15,600	16,200	0.5%
Unemployment	600	600	1,100	1,000	5.8%
Unemployment Rate (a)	3.8%	3.7%	6.6%	5.8%	
Napa County					
Labor Force	71,200	71,900	75,600	77,800	1.0%
Employment	67,700	69,100	69,100	71,800	0.7%
Unemployment	3,500	2,800	6,500	6,100	6.4%
Unemployment Rate (b)	4.9%	3.9%	8.6%	7.8%	
Bay Area (c)					
Labor Force	3,588,900	3,518,500	3,674,500	3,786,600	0.6%
Employment	3,346,800	3,368,400	3,310,000	3,471,600	0.4%
Unemployment	242,200	150,000	364,200	315,200	3.0%
Unemployment Rate (a)	6.7%	4.3%	9.9%	8.3%	

Notes:
(a) Unemployment rates for the Unincorporated Area and for the Bay Area Region are calculated using rounded employment and unemployment figures.
(b) Unemployment rates for Napa County are calculated using unrounded employment and unemployment figures.
(c) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: EDD, 2013; BAE, 2013.

Local Jobs by Industry

Table 6 presents EDD's estimates of the number of jobs in Napa County as a whole, broken down by industry. Overall, the number of jobs in Napa County increased by about 2,400 between 2003 and

2012, growing an average of 0.4 percent annually. Although the number of jobs has increased since the end of the recession, there were still 2,100 fewer jobs in 2012 (67,700) than at the peak, in 2008.

The employment categories with the highest annual growth rates between 2003 and 2012 were Leisure and Hospitality at 2.7 percent, Nondurable Goods Manufacturing at 1.7 percent, and Professional and Business Services at 1.4 percent. The largest declines, as measured by the average annual growth rates, were in Natural Resources, Mining, and Construction with a loss of -5.0 percent per year; Durable Goods Manufacturing with a loss of 3.5 percent; and in Information with a loss of -3.1 percent. This pattern points to an increasing prevalence of jobs in the Leisure and Hospitality sector. In fact, in 2012 for the first time, Leisure and Hospitality became the single largest employment sector in Napa County, surpassing Government and Non-Durable goods manufacturing, the latter of which includes winemaking. A preponderance of jobs in the Leisure and Hospitality sector tend to be relatively low paid, which may in turn lead to increased demand for affordable workforce housing within the County. Farm employment has remained relatively constant over the past 10 years.

Table 6: Jobs by Industry, Napa County as a Whole, 2003 to 2012

Industry Sectors	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Average Annual Growth 2003-2012
Farm	4,900	4,700	4,600	4,700	4,900	4,900	4,900	4,700	4,800	4,800	-0.2%
Natural Resources, Mining and Construction	4,300	4,600	4,500	5,100	4,600	4,000	3,000	2,600	2,500	2,700	-5.0%
Durable Goods Manufacturing	2,200	2,200	2,500	2,500	2,400	2,200	1,700	1,400	1,400	1,600	-3.5%
Nondurable Goods Manufacturing	8,300	8,600	8,900	9,100	9,300	9,800	9,300	9,300	9,500	9,700	1.7%
Wholesale Trade	1,300	1,400	1,400	1,500	2,400	1,600	1,500	1,500	1,400	1,400	0.8%
Retail Trade	6,200	6,200	6,200	6,100	6,100	6,100	5,800	5,800	5,700	5,800	-0.7%
Transportation, Warehousing and Utilities	1,500	1,400	1,300	1,400	1,600	1,700	1,600	1,500	1,600	1,800	2.0%
Information	800	700	700	700	700	700	600	600	600	600	-3.1%
Financial Activities	2,700	2,500	2,700	2,800	2,600	2,600	2,400	2,300	2,200	2,300	-1.8%
Professional and Business Services	5,400	5,500	5,400	5,700	6,100	6,100	5,700	5,300	5,500	6,100	1.4%
Educational and Health Services	7,800	7,900	7,800	7,700	8,000	8,200	8,000	8,300	8,400	8,500	1.0%
Leisure and Hospitality	8,400	8,500	8,500	8,500	9,100	9,200	8,800	9,300	10,000	10,700	2.7%
Other Services	1,800	1,800	1,800	1,700	1,800	2,100	1,900	1,900	1,900	2,000	1.2%
Government	9,700	9,700	10,000	10,000	10,200	10,600	10,700	10,400	10,100	9,800	0.1%
Total, All Industries (a)	**65,300**	**65,600**	**66,200**	**67,500**	**69,000**	**69,800**	**65,800**	**64,700**	**65,600**	**67,700**	0.4%

Note:
(a) Columns may not sum to equal totals due to rounding.

Sources: EDD, 2013; BAE, 2013.

Worker Commuting Patterns

Table 7 reports data from the 2006-2010 ACS regarding the place of residence for Napa County workers, indicating that about 70 percent of people who work in Napa County also live in Napa County. Based on the data, which represent the average for the five-year period, about 20,700 people commute into Napa County for work. Of those, the greatest number (15.7 percent) commute in from Solano County, followed by Sonoma County (5.7 percent), Contra Costa County (1.9 percent) and Lake County (1.8 percent). All other areas combined equal for less than five percent of the total employed in the County. Based on this information, efforts to increase the amount of housing affordable to Napa County's workforce might have the greatest impact on reducing congestion along the routes leading into Napa County from the south, including Highway 12 (Jameson Canyon) and Highway 37.

Table 7: Napa County Workers by Place of Residence, 2006-2010

	2006-2010 (a)	
County of Residence (b)	**Number**	**Percent**
Napa County	48,424	70.1%
Solano County	10,825	15.7%
Sonoma County	3,941	5.7%
Contra Costa County	1,328	1.9%
Lake County	1,240	1.8%
Alameda County	552	0.8%
Marin County	419	0.6%
San Francisco County	380	0.6%
Sacramento County	373	0.5%
El Dorado County	208	0.3%
San Joaquin County	177	0.3%
Yolo County	171	0.2%
Placer County	126	0.2%
Santa Clara County	85	0.1%
Santa Cruz County	79	0.1%
San Bernardino County	75	0.1%
Yuba County	57	0.1%
San Mateo County	50	0.1%
Elsewhere in California	**338**	**0.5%**
Outside of California	**235**	**0.3%**
Total Napa County Workers	**69,083**	**100%**
Commuting into Napa County	**20,659**	**29.9%**

Notes:
(a) Data for the period from 2006 to 2010 are American Community Survey (ACS) five year estimates.
(b) All places showing more than 50 workers commuting into Napa County are shown.

Sources: 2006-2010 ACS, 2013; BAE, 2013.

Population, Household and Employment Projections, 2010-2040

Table 8 reports projections of households, housing units, and employment in Napa County and the Bay Area between the years 2010 and 2040. The projections were developed by the Association of Bay Area Governments (ABAG) in completion of the *Jobs-Housing Connection Strategy,* published in May of 2012. The projections reflect ABAG's assessment of long-term regional demographic and macroeconomic trends, in addition to existing land capacity and the region's ability to produce housing. According to their estimates, growth in Napa County, and most of its constituent cities, is likely to be somewhat less than for the San Francisco Bay Area region as a whole. The notable exception is the City of American Canyon, which is projected to outpace the region in household, housing unit, and employment growth rates.

ABAG anticipates that housing and employment in the unincorporated area of Napa County will grow at a rate that is roughly comparable, but somewhat slower than Napa County as a whole. As illustrated in Figure 3, the cities are likely to experience varying rates of housing and job growth.

Although ABAG only projects a 0.2% average annual growth rate in the number of housing units in the unincorporated area (25 units per year), their projections anticipate a 0.4% average annual increase in households within the unincorporated area. This suggests a reduction in the number of units that are vacant or used as second homes within the unincorporated area, which would represent a change from the opposite trend observed between 2000 and 2013; however, this projection is the opposite of actual trends observed locally, where more homes in the unincorporated area are being converted to second home use. Although the County has recently approved the Napa Pipe development for 700 to 945 housing units, as the housing is built, it will be annexed to the City of Napa. Consequently, the County's growth rate will remain low despite its approval of additional housing.

ABAG projects that the number of jobs in the unincorporated area will increase by 5,370 between 2010 and 2040, to a total of about 30,000. This would represent a 0.7 percent average annual increase for the period, meaning that job growth would outpace growth in the number of housing units. Thus, the unincorporated area will continue to be an important location of employment opportunities for people who live within the Napa County cities and outside of the county.

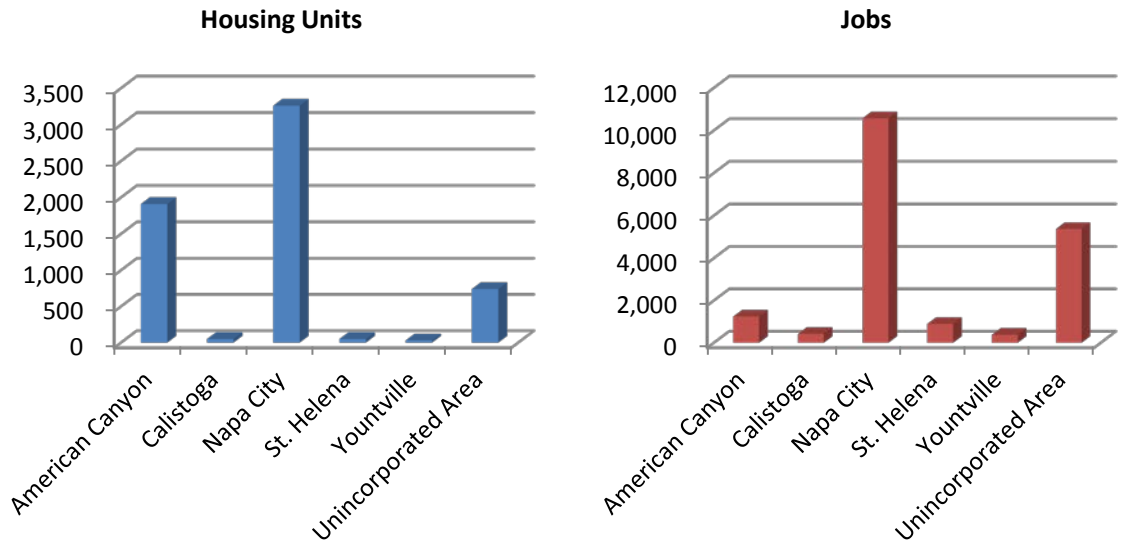
Table 8: Household, Housing Unit, and Employment Projections, 2010 and 2040

	Households				Housing Units				Jobs			
Jurisdiction	2010	2040	Difference	Average Annual Change	2010	2040	Difference	Average Annual Change	2010	2040	Difference	Average Annual Change
American Canyon	5,660	7,630	1,970	1.0%	5,980	7,890	1,910	0.9%	2,920	4,160	1,240	1.2%
Calistoga	2,020	2,130	110	0.2%	2,320	2,370	50	0.1%	2,220	2,640	420	0.6%
Napa City	28,170	32,010	3,840	0.4%	30,150	33,410	3,260	0.3%	33,950	44,520	10,570	0.9%
St. Helena	2,400	2,520	120	0.2%	2,780	2,830	50	0.1%	5,340	6,230	890	0.5%
Yountville	1,050	1,110	60	0.2%	1,250	1,280	30	0.1%	1,600	1,980	380	0.7%
Unincorporated Area	9,580	10,880	1,300	0.4%	12,280	13,020	740	0.2%	24,630	30,000	5,370	0.7%
Napa County	**48,880**	**56,280**	**7,400**	**0.5%**	**54,760**	**60,800**	**6,040**	**0.3%**	**70,660**	**89,530**	**18,870**	**0.8%**
Bay Area Counties (a)	2,622,130	3,310,910	688,780	0.8%	2,786,590	3,427,140	640,550	0.7%	3,385,260	4,505,240	1,119,980	1.0%

Note:
(a) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: ABAG, Jobs-Housing Connection Strategy, 2012; BAE, 2013.

Figure 3: Projected Housing and Employment Growth, 2010 to 2040



Summary

While the 2009 Housing Element identified slower than average growth in the unincorporated area, compared to the county as a whole, the data reported above indicate that the resident population of the unincorporated area contracted between 2000 and 2013, in favor of a population increase within the incorporated cities. While the unincorporated area lost nearly 2,000 residents and more than 160 households between 2000 and 2013, the county as a whole gained upwards of 15,700 residents and 4,500 households. The unincorporated area's losses of households and population are likely a result of increases in housing units used as second homes or illegal vacation rentals combined with some loss of housing units around Lake Berryessa due to changes in Bureau of Reclamation management practices. With anticipated and ongoing corrections in the residential housing market and improvements to the overall economic climate, ABAG projects incremental growth in the unincorporated area through 2040. However, the 0.4 percent average annual growth rate projected for the unincorporated area remains somewhat lower than that projected for Napa County and the Bay Area, and is notably lower than the County's adopted Growth Management System Policy of one percent annual growth.

The median age has increased in the unincorporated area to around 47 years. The median household income also increased since 2000 to over $78,000 per year. This indicates that the unincorporated area population is increasingly older and more affluent, compared to Napa County as a whole and the Bay Area. The unincorporated area also contains a higher proportion of family households. While the proportion of family households declined in the unincorporated area, it remained relatively constant in Napa County as a whole, and the Bay Area. Corresponding with the high median income, data indicate that unincorporated area households remain far more likely to own their own homes, but with renters becoming somewhat more prevalent over time. While most households fall into the moderate- and above moderate-income categories, renters are more likely than owners to have incomes categorized as extremely low-, very low-, or low-income.

Employment growth in the unincorporated area was somewhat slower than in the county as a whole, during the period from 2000 to 2012. Between 2009 and 2012, however, employment growth in the unincorporated area has kept pace with growth in the county as a whole, but has lagged the Bay Area more generally. The dominant industry sectors in both 2003 and 2012, in terms of share of total employment, were Nondurable Goods Manufacturing, Education and Health Services, Leisure and Hospitality, and Government. The industry sectors that experienced the greatest change in employment, since the beginning of the recession in late 2007 and early 2008, were Mining and Construction, and Wholesale Trade, which lost roughly 1,900 and 1,000 jobs respectively during that period. The greatest gain in employment during the same period was in Leisure and Hospitality, which added 1,600 jobs since 2007, potentially signaling a greater prevalence of lower paid workers who may be in need of affordable workforce housing.

Moving forward, ABAG projects employment growth in the unincorporated area of 0.7 percent annually. This is comparable to the 0.8 percent growth rate projected for Napa County as a whole, and the 1.0 percent rate projected for the combined Bay Area counties. Estimates indicate that job growth in the unincorporated area will outpace housing growth, meaning that the unincorporated area will continue to be an important source of jobs for people living in the County's cities. In addition, it is likely that significant portions of the people employed within the county will continue to commute in from homes in neighboring counties, particularly Solano County and other areas to the south of Napa, and Sonoma County. Efforts to provide increased affordable workforce housing within the county could help to ease commute congestion on routes leading into the county.

HOUSING CONDITIONS

The following section details the housing conditions in the unincorporated area of Napa County and compares the existing conditions to those present in Napa County as a whole (including incorporated cities) and the Bay Area. Data sources used for the analysis include the 2000 and 2010 Census, the 2007-2011 American Community Survey, the California Department of Finance (DoF), U.S. Department of Housing and Urban Development (HUD), the California Department of Housing and Community Development (HCD), Claritas, Inc., and Dataquick, a private real estate transactions data vendor. Information regarding local multifamily rental market conditions was collected directly from a sampling of area multifamily property owners and managers.

Existing Housing Conditions

Housing Stock Characteristics

Table 9 reports data on the number of housing units, by type, in the unincorporated area, Napa County, and the Bay Area. According to this data, single-family detached units constituted the majority of the housing units in the unincorporated area, in both 2000 and 2013. In the unincorporated area, there were approximately 9,650 detached single-family units in 2013, representing an increase from 9,620 units in 2000. This equals nearly 79 percent of the total housing stock in the unincorporated area. Attached single-family housing units accounted for an additional four percent of housing units, with a total of nearly 500 units. The remaining 17 percent of units in 2013 were classified as multifamily units, mobile homes, boats, vans, or "other". Multifamily housing represents a smaller portion of the housing stock in the unincorporated area as well as the county as a whole, compared to the Bay Area.[4]

In 2013, Claritas reports that the number of mobile home units decreased to 565, from 650 units in 2000, which equates to 4.6 percent of the housing stock. Much of this decline can likely be attributed to the removal of mobilehomes located in developments along the shore of Lake Berryessa, which the Bureau of Reclamation compelled because the mobile homes were blocking access to public lands. Boats, RV's, and other types of housing accounted for a total of 46 units, or 0.4 percent of the 2013 housing stock. This was a reduction from 84 units in 2000. Mobile homes

[4] According to data for 2013 from Claritas, Inc., multifamily units account for upwards of 12 percent of unincorporated housing units, with a total of more than 1,500 units; however, it is known that the number of multifamily housing units located in the unincorporated area of Napa County has not changed appreciably since the previous housing element update in 2008, when BAE estimated that there were approximately 440 multifamily housing units, accounting for around 3.4 percent of the total unincorporated housing stock. This discrepancy is likely a result of changes to the sampling methodology for some Census data products, such as the ACS, that are used by Claritas to derive their updated estimates. Therefore, the trend between 2000 and 2013 should be interpreted with caution.

can be an important source of relatively affordable housing, and therefore, the County is concerned about actions that would result in further loss of mobile home units.

Table 9: Housing Stock Characteristics, 2000 and 2013

	Unincorporated Area				Napa County				Bay Area (a)			
	2000		2013		2000		2013		2000		2013	
Units in Structure	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Detached Single Family	9,617	84.2%	9,656	78.8%	32,569	67.1%	37,674	67.4%	1,376,911	53.9%	1,522,763	53.1%
Attached Single Family	652	5.7%	489	4.0%	3,215	6.6%	2,923	5.2%	224,837	8.8%	264,108	9.2%
2 to 4 units	372	3.3%	807	6.6%	3,637	7.5%	4,972	8.9%	266,321	10.4%	297,262	10.4%
5 or more units	52	0.5%	697	5.7%	5,204	10.7%	6,684	11.9%	623,345	24.4%	724,963	25.3%
Mobile Homes	650	5.7%	565	4.6%	3,832	7.9%	3,555	6.4%	57,129	2.2%	56,271	2.0%
Boats, RV's, Vans, Other	84	0.7%	46	0.4%	97	0.2%	126	0.2%	3,859	0.2%	3,131	0.1%
Total Housing Units	**11,427**	**100%**	**12,260**	**100%**	**48,554**	**100%**	**55,934**	**100%**	**2,552,402**	**100%**	**2,868,498**	**100%**

Note:
(a) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: Claritas Inc. 2013; 2000 Census, 2013; Bay Area Economics, 2013.

Overcrowding

The U.S. Census Bureau defines overcrowding as more than one person per room in a given housing unit.[5] Table 10 compares the incidence of overcrowding across the unincorporated area, Napa County, and the Bay Area. The information collected from the 2000 Census on persons per room is supplemented with information from the 2007-2011 ACS data, reflecting the average trend over the five-year period.

ACS data, for the period from 2007 to 2011, show that 9,368 housing units, or around 96.5 percent of all occupied unincorporated area housing units, had one person or less per room. More than 69 percent of occupied units were owner occupied, with no overcrowding, while 27 percent were renter occupied, with no overcrowding. By comparison, 335 housing units were reportedly occupied with more than one person per room, indicating that roughly 3.5 percent of households experienced overcrowded conditions during this period. This was a decline from 2000, when the Census indicated that approximately six percent of households were overcrowded. In general, an equal number of owner and renter households experienced overcrowded conditions, with an estimated 168 owner households and 167 renter households occupied by more than one person per room. However, when examined by tenure category, around 2.4 percent of owner households experienced overcrowding, compared to 5.9 percent of renter households. According to this data, the rate of overcrowding among owner households dropped by almost two full percentage points. Likewise, the

[5] According to the U.S. Census, a room includes all "whole rooms used for living purposes…including living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and lodgers' rooms. Excluded are strips or pullman kitchens, bathrooms, open porches, balconies, halls or foyers, half-rooms, utility rooms, unfinished attics or basements, or other unfinished space used for storage. A partially divided room is a separate room only if there is a partition from floor to ceiling, but not if the partition consists solely of shelves or cabinets."

rate of overcrowding among renter households decreased by nearly five and a half percentage points.[6]

Table 10: Overcrowding by Tenure, 2000 and 2007-2011

	Unincorporated Area				Napa County				Bay Area (b)			
	2000		2007-2011 (a)		2000		2007-2011 (a)		2000		2007-2011 (a)	
Persons Per Room	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Owner Occupied Units												
1.00 Person or less	6,938	71.1%	6,719	69.2%	28,137	62.0%	30,444	61.3%	1,334,546	54%	1,434,779	55.7%
1.01 - 1.50 Persons	189	1.9%	148	1.5%	871	1.9%	749	1.5%	47,891	2%	32,632	1.3%
1.51 - 2.00 Persons	107	1.1%	20	0.2%	410	0.9%	178	0.4%	27,229	1%	7,126	0.3%
2.01 Persons or more	9	0.1%	0	0.0%	146	0.3%	70	0.1%	14,358	1%	2,494	0.1%
Subtotal: Owner-Occupied	**7,243**	**74%**	**6,887**	**71%**	**29,564**	**65%**	**31,441**	**63%**	**1,424,024**	**58%**	**1,477,031**	**57%**
Renter Occupied Units												
1.00 Person or less	2,225	22.8%	2,649	27.3%	13,156	29.0%	16,149	32.5%	857,322	35%	997,100	38.7%
1.01 - 1.50 Persons	144	1.5%	127	1.3%	1,039	2.3%	1,326	2.7%	69,396	3%	63,188	2.5%
1.51 - 2.00 Persons	82	0.8%	40	0.4%	800	1.8%	660	1.3%	66,519	3%	29,449	1.1%
2.01 Persons or more	59	0.6%	0	0.0%	843	1.9%	64	0.1%	48,758	2%	10,712	0.4%
Subtotal: Renter Occupied	**2,510**	**26%**	**2,816**	**29%**	**15,838**	**35%**	**18,199**	**37%**	**1,041,995**	**42%**	**1,100,449**	**43%**
Total Households	**9,753**	**100%**	**9,703**	**100%**	**45,402**	**100%**	**49,640**	**100%**	**2,466,019**	**100%**	**2,577,480**	**100%**

Notes:
(a) Data for the period from 2007 to 2011 are American Community Survey (ACS) five year estimates.
(b) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: 2007-2011 ACS, 2013; 2000 Census, 2013; Bay Area Economics, 2013.

Housing Cost Burden

Table 11 presents data on housing cost burden for owner and renter households in the unincorporated area, by income category. The data are generated by ABAG from the same 2006-2010 CHAS data set. HUD estimates monthly housing cost burden as a share of a household's monthly income. The common measure of an excessive cost burden for housing is one that exceeds 30 percent, ranging up to 50 percent, of a household's monthly income. A severe cost burden is one that consumes more than 50 percent of the monthly household income. For renters, housing cost burden includes rent plus utility charges. For owners, utility charges are not included, but mortgage principal, interest, property taxes, and insurance (PITI) are included in the cost burden calculation.

As shown in Table 11, within the unincorporated area, there were a total of 1,731 lower-income households who paid more than 30 percent of their income for housing. Within this number, 1,101 lower-income households were paying more than 50 percent of their income towards housing. There were 530 extremely low-income households who paid more than 30 percent of their income for housing, and 470 extremely low-income households who paid more than 50 percent of their income for housing.

[6] Note that some of this variation may be the result of error in the survey estimates reported by the ACS. Therefore, these estimates should be considered with caution.

Overpayment Among Lower-Income Renters
A total of 750 lower-income renters in the unincorporated area paid more than 30 percent of their income for housing. Of these, 480 paid more than 50 percent of their income for housing. Extremely low-income households represented 230 of the renter households that were paying more than 30 percent of their income for housing, and extremely low-income households represented 220 of the renter households that were paying more than 50 percent of their income for housing.

Overpayment Among Lower-Income Owners
A total of 981 lower-income owners in the unincorporated area paid more than 30 percent of their income for housing. Of these, 621 paid more than 50 percent of their income for housing. Extremely low-income households represented 300 of the owner households that were paying more than 30 percent of their income for housing, and extremely low-income households represented 250 of the owner households that were paying more than 50 percent of their income for housing.

Overall, overpaying for housing is more prevalent among lower-income renters than among lower-income owners.

Table 11: Household Cost Burden, Unincorporated Napa County, 2006-2010 (a)

Number of Owner Households	Extremely Low-Income	Very Low-Income	Low-Income	All Lower Income
With 30% to 50% Housing Cost Burden	50	150	160	**360**
With 50% or Greater Housing Cost Burden	250	195	176	**621**
Total with Excessive Cost Burden	300	345	336	**981**
Number of Renter Households				
With 30% to 50% Housing Cost Burden	10	80	180	**270**
With 50% or Greater Housing Cost Burden	220	195	65	**480**
	230	275	245	**750**
All Households Overpaying				
With 30% to 50% Housing Cost Burden	60	230	340	**630**
With 50% or Greater Housing Cost Burden	470	390	241	**1,101**
Total Households (b)	**530**	**620**	**715**	**1,731**

Notes:
(a) CHAS data reflect HUD-defined household income limits, for various household sizes, which are calculated for Napa County and provided by ABAG.
(b) Figures may not sum to totals due to rounding.

Sources: ABAG from HUD, 2006-2010 CHAS, 2014; BAE, 2014.

Age of Housing Stock

The age of the housing stock in the unincorporated area, as detailed in Table 12 and illustrated in Table 4, closely aligns with that of the Bay Area, with 45 percent of units built prior to 1970 in the unincorporated area, 20 percent built from 1970-1979, 14 percent between 1980 and 1989, 12 percent between 1990 and 1999, 7 percent between 2000 and 2004, and finally three percent from 2005 to 2013. Meanwhile, the housing stock in Napa County as a whole is slightly newer because the County had a lower percentage of units, 42 percent, built prior to 1970. The County also had a higher percentage, 14 percent, built between 2000 and 2013.

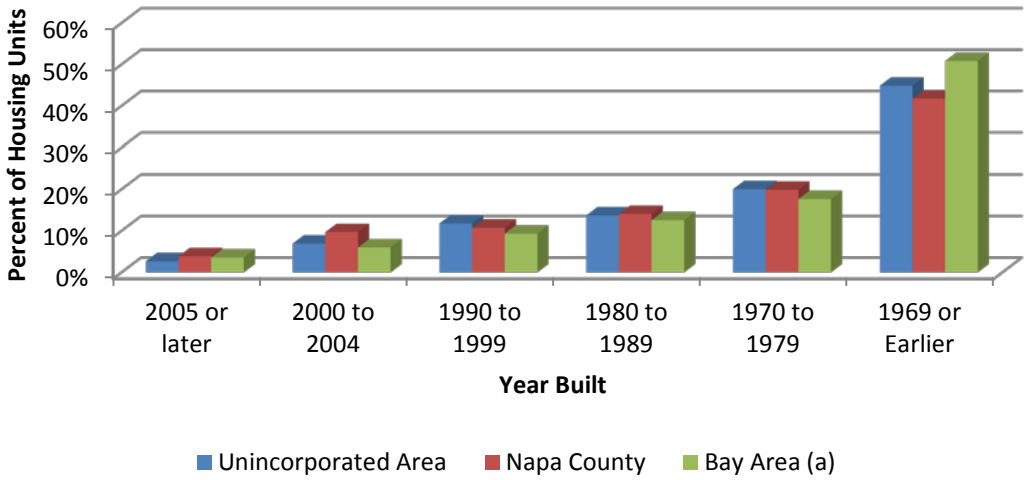
Table 12: Housing Stock by Year Built, 2013

Housing Units by Year Built	Unincorporated Area Number	Unincorporated Area Percent of Total	Napa County Number	Napa County Percent of Total	Bay Area (a) Number	Bay Area (a) Percent of Total
2005 or later	330	3%	2,166	4%	103,085	4%
2000 to 2004	851	7%	5,418	10%	172,443	6%
1990 to 1999	1,444	12%	6,020	11%	267,657	9%
1980 to 1989	1,679	14%	7,869	14%	360,235	13%
1970 to 1979	2,457	20%	11,115	20%	506,405	18%
1969 or Earlier	5,499	45%	23,346	42%	1,458,673	51%
Total	**12,260**	**100%**	**55,934**	**100%**	**2,868,498**	**100%**

Note:
(a) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: Claritas Inc. 2013; BAE, 2013.

Figure 4: Percent of Housing Stock by Year Built, 2013



Occupancy Rates

As presented in Table 13, overall housing vacancy rates in all three areas increased between 2000 and the 2007-2011 period covered by the American Community survey. Historically, the housing vacancy rate tends to be higher in the unincorporated area than in the other two areas, and this continued to be true in the 2007-2011 period. DOF also provides more current vacancy rate estimates, though vacancy rates are not detailed by either housing or vacancy type. As of January 1, 2013, DOF estimated an overall housing vacancy rate, including second homes, of 22 percent in the unincorporated area. Napa County, by comparison, had a vacancy rate of 10.7 percent. Vacancy in the incorporated cities averaged 7.5 percent, but ranged between 5.4 percent in American Canyon and 16.1 percent in Yountville.

Although not as current as the DOF data, the Census and American Community Survey data provide a more nuanced look at the characteristics of vacant housing units in the different areas. As shown

in Table 13, almost two-thirds of Napa County's vacant housing units are used "for seasonal, recreational, or occasional use". Further, the data show that the number of housing units used in this manner increased by about 36% between 2000 and the 2007-2011 period. If not for this pattern of usage, which is not uncommon for a vacation destination like Napa, the unincorporated area's vacancy level would be much more comparable to the County as a whole, and the Bay Area, where housing used for second homes is not as commonplace.

Table 13: Housing Occupancy and Vacancy Status, 2000 and 2011

	Unincorporated Area				Napa County				Bay Area (c)			
	2000		2007-2011 (a)		2000		2007-2011 (a)		2000		2007-2011 (a)	
Occupancy Status	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Occupied Housing Units	9,753	85.4%	9,703	80.0%	45,402	93.5%	49,640	91%	2,466,019	96.6%	2,577,480	92.8%
Vacant Housing Units	1,670	14.6%	2,422	20.0%	3,152	6.5%	4,972	9%	86,383	3.4%	198,776	7.2%
For rent	*143*	1.3%	*233*	1.9%	*450*	0.9%	*908*	2%	*25,272*	1.0%	*53,763*	1.9%
For sale only	*88*	0.8%	*254*	2.1%	*390*	0.8%	*902*	2%	*9,469*	0.4%	*28,055*	1.0%
Rented or sold, not occupied	*90*	0.8%	*60*	0.5%	*267*	0.5%	*266*	0%	*9,471*	0.4%	*19,637*	0.7%
For seasonal or occasional use	*1,124*	9.8%	*1,538*	12.7%	*1,574*	3.2%	*2,325*	4%	*21,211*	0.8%	*33,778*	1.2%
For migrant workers	*7*	0.1%	*21*	0.2%	*8*	0.0%	*21*	0%	*415*	0.0%	*215*	0.0%
Other vacant (b)	*218*	1.9%	*316*	2.6%	*463*	1.0%	*550*	1%	*20,545*	0.8%	*63,328*	2.3%
Total	**11,423**	**100%**	**12,125**	**100%**	**48,554**	**100%**	**54,612**	**100%**	**2,552,402**	**100%**	**2,776,256**	**100%**
			414									

Notes:
(a) Data for the period from 2007 to 2011 are American Community Survey (ACS) five year estimates.
(b) If a vacant unit does not fall into any of the classifications specified above, it is classified as "other vacant." For example, this category includes units held for occupancy by a caretaker or janitor, and units held by the owner for personal reasons.
(c) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: 2007-2011 ACS, 20011; 2000 Census, 2013; BAE, 2013.

Housing Conditions Survey

In April 2013, BAE completed a windshield survey of the condition of housing units in the unincorporated area. A random sample of 400 parcels with recorded residential uses was drawn from County Assessor data. BAE staff attempted to visually survey the exterior condition of existing housing units located on the 400 randomly selected parcels, noting in particular the condition of each unit's foundation, roofing, doors, siding/stucco, and windows. The survey form used to evaluate the condition of the housing units can be found in Appendix B. One form was completed for each residential parcel surveyed, and the scoring protocol recommended by HCD allocates points based on specific observable exterior physical deficiencies.[7] The intention of the scoring protocol is to limit subjectivity and ensure that survey results are comparable. Attached garages were included in the evaluation; detached garages, carports, and other accessory structures were not included.

BAE successfully completed the survey for 329 residential parcels in the unincorporated area, on which 379 units were located. Of the 71 parcels that BAE staff were unable to survey, the most common reason was poor visibility of residential structures from the public right-of-way (55 percent of those not evaluated) and the second most common reason was that the surveyors were unable to confirm the address of the housing unit (22 percent of those not evaluated).

[7] California Department of Housing and Community Development. *Building Blocks for an Effective Housing Element: Housing Needs, Housing Stock Characteristics.* http://www.hcd.ca.gov/hpd/housing_element/index.html. Accessed on Jun 12, 2008.

Table 14 summarizes the survey results. Of the 329 residential parcels surveyed, 3.6 percent had "For Sale" signs posted and 2.4 percent appeared to be vacant. Seven homes, or 2.1 percent of those evaluated, were undergoing significant construction or rehabilitation work at the time of the survey. Wood frame construction was the most common housing construction type (98.5 percent). Three homes surveyed were masonry dwellings, two homes were modular units, and no mobile homes were found in the random survey sample.

Table 14: Housing Conditions Survey Results, Unincorporated Napa County, 2013 (a)

	Number	Percent
Residential Parcels Surveyed	329	100.0%
Vacant Housing Units	12	3.6%
For Sale Housing Units	8	2.4%
Active Construction/Rehabilitation	7	2.1%
Construction Type		
Wood Frame	324	98.5%
Masonry	3	0.9%
Mobile	0	0.0%
Modular	2	0.6%
Structure Type		
Single Family with Attached Garage	188	57.1%
Single Family with Detached Garage	121	36.8%
Single Family with no Garage	6	1.8%
Multifamily/Duplex	12	3.6%
Overall Housing Condition (b)		
Sound	287	87.2%
Minor Repairs Needed	23	7.0%
Moderate Repairs Needed	14	4.3%
Substantial Repairs Needed	1	0.3%
Dilapidated	4	1.2%
Structures with possible asbestos siding in need of replacement	5	1.5%

Note:
(a) Appendix A contains a copy of the survey instrument, including scoring criteria, which evaluated the condition of the foundation, roofing, siding/stucco, and windows for each unit. A total of 329 randomly selected units were surveyed throughout the unincorporated area.

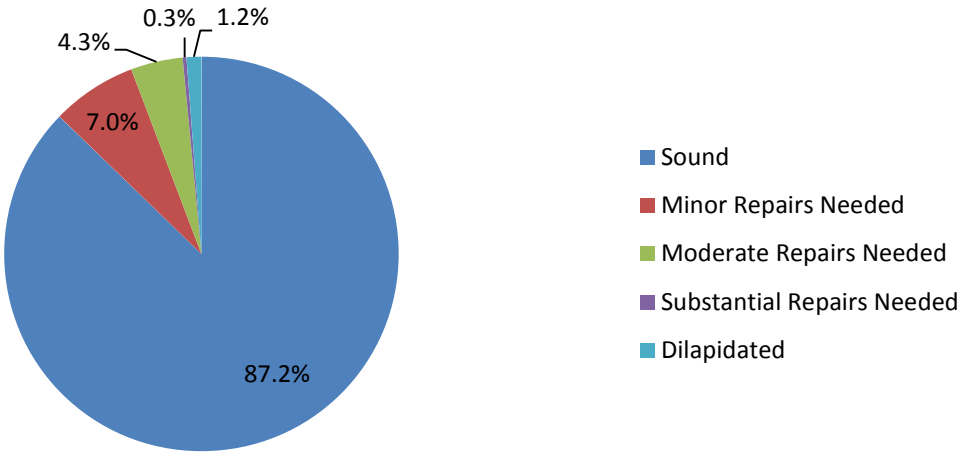
Source: BAE, 2013

Almost 94 percent of the homes surveyed were single-family residences. The most common structure type was the single-family home with an attached garage (57.1 percent), followed by single-family homes with detached garages (36.8 percent). Twelve parcels included one or more units that

were part of a multifamily or duplex configuration, accounting for 26 units total.[8] Six homes had no garages at all (1.8 percent), while a dozen homes had garages that appeared to have been converted into permanent indoor living spaces. Garage conversions were particularly prevalent among smaller, older, single-family homes located around the City of Napa, and in Angwin.

As illustrated in Figure 5, 87.2 percent of all housing units surveyed were determined to be in sound condition. Structures were classified as "sound" if they scored 9 points or fewer on the survey, with a lower score indicating better condition. Of the structures classified as "sound," 25 percent still have identifiable maintenance needs, typically minor painting and patching of siding.

Figure 5: Overall Conditions of Surveyed Units, Unincorporated Area, 2013



Housing units that scored between 10 and 15 points on the survey instrument were classified as needing "minor repairs", and 7.0 percent of the housing units surveyed qualified for this classification. Fourteen houses surveyed, or 4.3 percent, were determined to be in need of "moderate repairs". One house was determined to be in need of "substantial repairs" (0.3 percent of the total), and four houses were classified as "dilapidated" (1.2 percent of the total). Of the four homes classified as "dilapidated", three were undergoing substantial rehabilitation work at the time of the survey.

Of the 42 housing units identified as needing minor to substantial rehabilitation, 36 were in need of roof repair; 18 had windows that were in need of repair or replacement; 14 were in need of siding

[8] Note that, particularly for residences located in the Silverado Country Club, the County Assessor classifies some single-family homes as condominiums or townhouses if the home owner owns the structure of the home but not the land on which it is located. For the purpose of this survey, housing structure classification reflects the unit's attached or detached configuration, not its ownership structure.

replacement; 13 had faded, peeling or flaking exterior paint; and 11 had doors in need of repair or replacement. Many houses required more than one of these repairs.

As shown in Figure 6, which maps the location of all residential parcels surveyed, dwelling units located outside of the City of Napa, along Silverado Trail north of St. Helena, and in Angwin were particularly likely to be in need of minor to substantial repairs. Homes located near the City of Calistoga or between the City of Napa and the City of St. Helena were likely to be in sound condition, with few or no issues detected. Additionally, though classified as "sound" by the scoring system, a large proportion of homes located east of the City of Napa and on the south end of Lake Berryessa were identified as needing maintenance. Several foreclosures and short sales were noted in the communities surrounding Lake Berryessa.

In cases where siding was judged to be in need of replacement and painting, surveyors visually assessed whether the existing siding appeared to be a type that resembled those that used asbestos in the material. Older siding that consisted of loose or crumbling material that resembled the shingle or cladding types that commonly incorporated asbestos fiber were noted as possible asbestos materials. Five dwellings or approximately 1.5 percent, were deemed to have possible asbestos siding in need of repair or replacement.

In addition to the housing conditions survey, BAE also reviewed recorded Napa County code enforcement violations regarding substandard housing cases. Between January 1, 2003 and May 6, 2013, Napa County recorded 49 substandard building housing code violations. Of these, 31 properties were recorded for substandard property maintenance, including pest infestations, mold, hazardous electrical systems and water leaking issues. An additional eight properties were deemed not fit for human habitation despite evidence that they were being used as residences, including plywood sheds, burned out homes, and agricultural buildings. The remaining nine residential properties were cited for housing code violations because they were being used in ways not permitted by code, including unlicensed wineries, multiple unpermitted rental units, unpermitted additions or garage conversions, or permanent use of recreational vehicles (RVs) as primary residences. According to the Napa County Planning, Building and Environmental Services Department, the majority of housing code violation cases are opened following a complaint lodged by a neighbor or renter.

Existing Affordable Housing Units at Risk of Conversion to Market Rates

State housing law requires that Housing Elements identify affordable housing units that are at risk of conversion to market rates during the next 10 years. There are no existing affordable housing projects in the unincorporated area that are at risk of conversion to market rates.

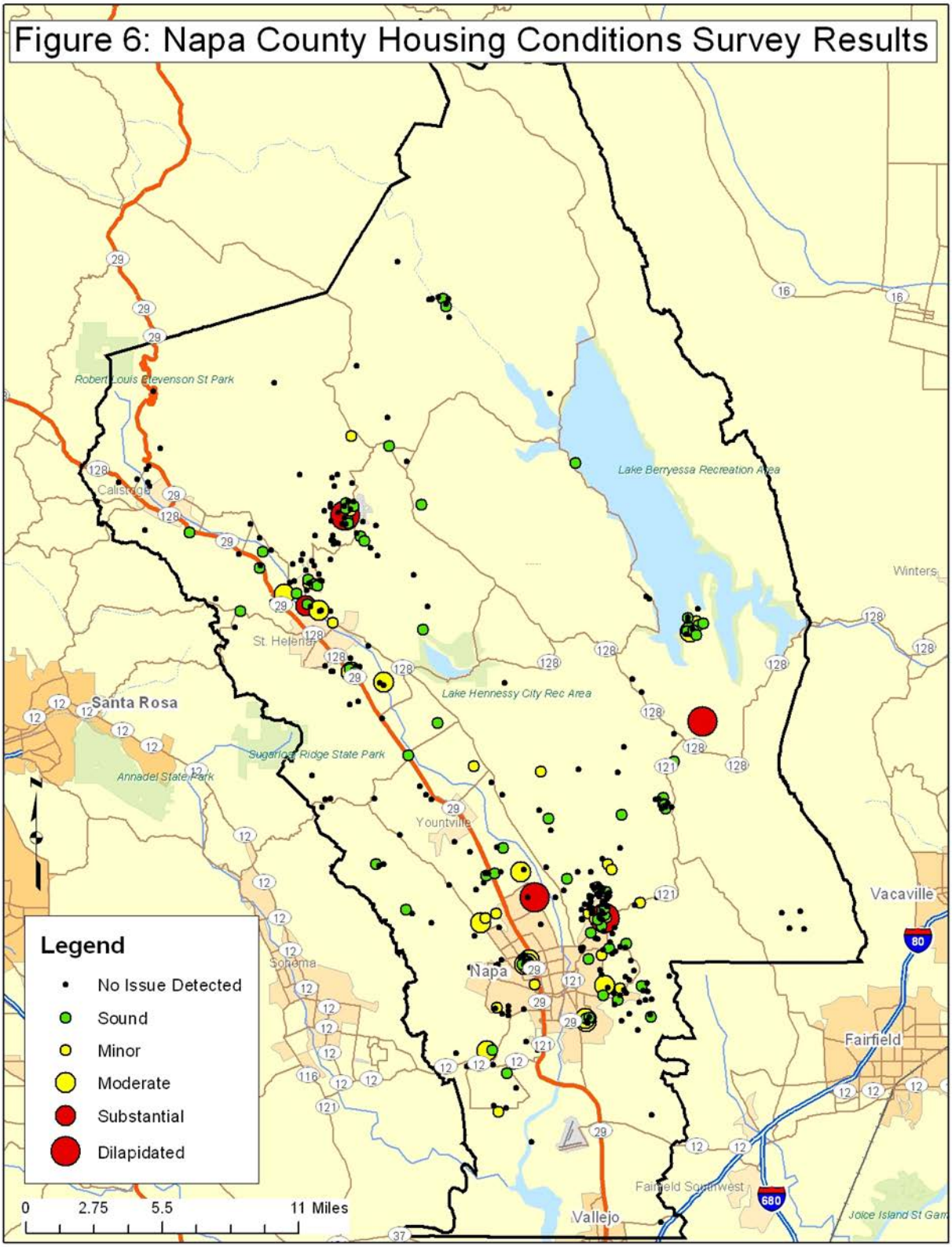


Figure 6: Napa County Housing Conditions Survey Results
Robert Louis Stevenson St Park
Calistoga
St. Helena
Santa Rosa
Annadel State Park
Sugarloaf Ridge State Park
Lake Hennessy City Rec Area
Lake Berryessa Recreation Area
Winters
Yountville
Napa
Sonoma
Vacaville
Fairfield
Fairfield Southwest
Vallejo
Joice Island St Gam
Legend
No Issue Detected
Sound
Minor
Moderate
Substantial
Dilapidated
0
2.75
5.5
11 Miles

Housing Market Conditions

This section assesses the current housing market conditions in the unincorporated area and Napa County as a whole. This information is critical for evaluating the ability of the private housing market to accommodate the housing needs of local residents. The for-sale housing prices reflect single-family units that sold in all areas of Napa County between November 1, 2012 and April 30, 2013. Rental rates for multi-family housing units were collected through a telephone survey of representative housing complexes located throughout Napa County. An effort was made to report rates from different geographic areas of the county to provide a more comprehensive perspective on rental affordability. Affordable home purchase prices and affordable rental rates are calculated based on adopted HUD income limits, current residential mortgage terms, and the City of Napa Housing Division's utility allowances for 2012.

For-Sale Housing

Figure 7 and Table 15 below, report sales prices for single-family homes and condominiums sold in Napa County over a six-month period ending in April of 2013. The average sales price was approximately $433,000, while the median came in somewhat lower at $365,000. By comparison, the average for home sales in the unincorporated area was $623,133, and the median was $322,500, that latter of which was lower than the county as a whole or in any of the cities. This means that the average in the unincorporated area was skewed upward by a relatively small number of very expensive homes, but in the lower and middle portions of the market, affordability in the unincorporated as is good, compared to the rest of the county. Some of this affordability could be attributed to the fact that the average home sold in the unincorporated area is about 12 percent smaller than the average for the county as a whole.

Figure 7: Single-Family Housing Prices, November 1, 2012 to April 30, 2013

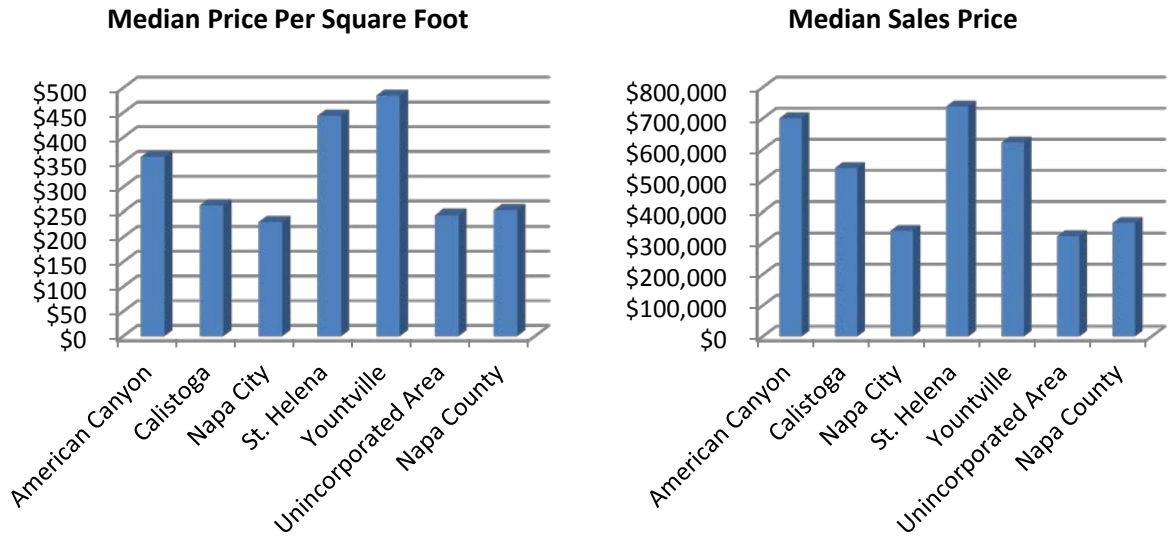


Table 15: Single-Family Housing Prices, Napa County, November 1, 2012 - April 30, 2013

Jurisdiction (a)	No. of Sales	Lot Square Footage		Square Footage of Living Area		Price Per Square Foot of Living Area		Sales Price (b)		Average Bedrooms
		Average	Median	Average	Median	Average	Median	Average	Median	
Napa County as a Whole	***785***	***12,140***	***6,534***	***1,952***	***1,509***	***$265***	***$244***	***$432,969***	***$365,000***	***3***
American Canyon	*139*	*27,034*	*8,712*	*3,500*	*2,050*	*$406*	*$361*	*$820,708*	*$700,000*	*3*
Calistoga	*26*	*10,703*	*7,623*	*2,002*	*2,042*	*$290*	*$263*	*$541,688*	*$540,000*	*3*
Napa City	*562*	*9,080*	*6,098*	*1,610*	*1,425*	*$238*	*$230*	*$344,603*	*$340,000*	*3*
St. Helena	*44*	*6,795*	*6,537*	*1,486*	*1,384*	$475	$443	$773,761	$737,500	*3*
Yountville	*14*	*6,552*	*6,098*	*1,705*	*1,401*	$481	$484	$683,357	$622,500	*4*
Unincorporated Area	***32***	***99,643***	***8,059***	***1,714***	***1,423***	**$296**	**$253**	**$623,133**	**$322,500**	***3***

Notes:
(a) Data for cities may include homes located in adjacent Unincorporated Areas that have incorporated city mailing addresses.
(b) Average and median sales price figures exclude records with no reported sales price.

Sources: DataQuick.com, 2013; BAE, 2013.

Affordable Home Purchase Prices

The figures reported in Table 16 reflect affordable home prices calculated based on the HUD income limits for extremely low-, very low-, low-, and moderate-income households. The calculations used the 2013 income limits for Napa County. Similar to HUD and HCD, BAE assumes that a unit is affordable if housing costs do not exceed 30 percent of a household's gross income. Housing costs include monthly principal and interest payments, mortgage insurance, property taxes, and property insurance costs for homeowners. Mortgage assumptions used to calculate sales prices affordable to homebuyers of various incomes are as follows:

- Downpayment: 3.5 percent
- Annual Interest Rate: 3.5 percent
- Loan Term: 30 years
- Prepaid Mortgage Insurance: 1.75 percent of loan amount
- Annual Mortgage Insurance: 1.35 percent of loan amount
- Annual Property Tax Rate: 1.25 percent of purchase price
- Annual Hazard Insurance: 0.35 percent of home value

These assumptions are based on typical terms for a first-time homebuyer obtaining a mortgage insured by the FHA.

In the case of a typical three-person household, the maximum sales price for a single-family residential unit that could be considered affordable ranges from $87,600 for extremely low-income households, to $145,600 for very low-income households, $222,400 for low-income households, and $349,300 for moderate income households. Note that the income limits increase with family size. Therefore, a unit deemed affordable to a four-person household would range from $97,000 for an extremely low-income household, $161,700 for a very low-income household, $247,000 for a low-income household, and $388,200 for a moderate income household. The sales price for a unit deemed affordable to a five-person household would range from $105,000 for an extremely low-income household, $174,800 for a very low-income household, $266,900 for a low-income household, and $419,100 for a moderate income household. Based on a comparison with the

median single-family sales price reported in Table 15 for the unincorporated area ($322,500), above moderate-income households and a portion of those in the moderate-income category could afford to purchase the median-priced home in the unincorporated area. As shown on Table 3, the median household income in the unincorporated area was $78,000 in 2013. This means that the household with the median income would be able to afford a home that is priced near the mid-point between the limit for a 5-person lower-income household ($266,908 home cost) and the limit for a moderate-income 3-person household ($349,265 home cost) shown in Table 16, or roughly $305,000 to $310,000. This means that the median-income household in the unincorporated area would fall short of being able to afford the median-priced home for the area.

Table 16: Affordable For-Sale Housing Prices, Napa County, 2013

	Household Size		
2013 Income Limits (a)	3-Persons	4-Persons	5-Persons
Extremely Low	$23,300	$25,850	$27,950
Very Low Income	$38,750	$43,050	$46,500
Lower Income	$59,200	$65,750	$71,050
Moderate Income	$92,950	$103,300	$111,550

3-Person Household	**Affordable Home Price**
Extremely Low	**$87,617**
Very Low Income	**$145,627**
Lower Income	**$222,424**
Moderate Income	**$349,265**

4-Person Household	**Affordable Home Price**
Extremely Low	**$97,085**
Very Low Income	**$161,708**
Lower Income	**$247,071**
Moderate Income	**$388,189**

5-Person Household	**Affordable Home Price**
Extremely Low	**$105,050**
Very Low Income	**$174,783**
Lower Income	**$266,908**
Moderate Income	**$419,148**

Ownership Cost Assumptions		
Mortgage Terms		
Down Payment	3.5%	of home value
Annual Interest Rate	3.5%	fixed
Loan Term	30	years
Upfront Mortgage Insurance	1.75%	of Home Value
Annual Mortgage Insurance	1.35%	of mortgage
Annual property tax rate	1.25%	of home value
Annual Hazard Insurance	0.35%	of home value

Note:
(a) Income limits are published by the California Department of Housing and Community Development for 2013 for all of Napa County and reflect the new state hold harmless policy.

Sources: HCD, 2013; Department of Insurance, Homeowners Premium Survey, 2013; BAE, 2013.

Rental Housing

A very limited number of rental options exist in the unincorporated area. Further, the recent foreclosure crisis has turned some homeowners into renters, and demand for rental units is particularly acute at present. Therefore, BAE surveyed rents for apartments in the Cities of Napa, American Canyon, and St. Helena, which may be indicative of rents in adjacent parts of the unincorporated area. One- and two-bedroom apartments comprise the majority of the rental options in Napa County as a whole. The only apartment building in the sample offering three- and four-bedroom units is Stonebridge Apartments, an affordable housing development. The median rent for one- and two-bedroom units across the sample of ten complexes was $1,203, or $1.60 per square foot for an 857 square foot unit. The 2013 rents represented an increase of $53 per month or $0.17 per square foot since the 2008 Housing Needs Assessment. The overall median square footage for 1- and 2-bedroom units remained unchanged, at 857 square feet. In 2013, the median monthly rent and square footage increases with the number of bedrooms, from about $1,066 per month for a one-bedroom/one bath unit, up to $1,160 for a two-bedroom/one bath and $1,463 for a two-bedroom/two bath unit. The two townhome projects in the City of Napa sample, Rutherford Townhomes and Marina Park Townhomes, offer units ranging from one-bedroom/one-bath to two-bedroom/1.5 baths. The townhome median square footage was slightly larger, and median rents about $150 higher, compared to the median overall square footage and rents for 1- and 2-bedroom units represented in the sample.

Affordable Rental Rates

Similar to the affordable purchase prices, affordable rental rates are calculated based on adopted HUD income limits for 2013. Table 17 reports the affordable rates by income category, household size, and unit size. The reported affordable rents assume a 30 percent cost burden and account for anticipated utility costs based on the City of Napa Housing Division utility schedule, adopted in late 2012. Utilities are assumed to include electric heating, cooking, and water heating. They also include other electricity usage, such as air conditioning, lights, refrigeration, and other small appliances.

Based on these calculations, affordable rents for extremely low-income households range from around $400 to $580 per month, depending on both household and unit size. The maximum rent affordable to a very low-income four-person household is approximately $1,040 per month. With median rental rates of $1,068 for one-bedroom units and $1,160 for two-bedroom units reported in Table 18, rental housing is not affordable to most extremely low-, and very low-income households. The remaining low-income households, in addition to moderate- and above-moderate households, can afford a median-priced apartment without incurring excessive housing cost burdens. However, the rental market is focused on one- and two-bedroom units, with a limited supply of apartments available to larger households, regardless of income levels.

Demand for subsidized rental housing in Napa County as a whole exceeds supply. According to the City of Napa Housing Division, the wait list for Section 8 vouchers currently has 9,872 names on it and was expected to be capped at the end of March, 2013, with only ten new vouchers issued monthly due to attrition. Approximately 3,000 households on the waitlist are currently living and

working in Napa. The County and other Napa County jurisdictions have implemented policies and incentives to further encourage the production of affordable housing, but local government financial resources available to support new development have been reduced by the 2012 elimination of redevelopment agencies. Similarly, state and federal funding has been reduced in recent years, and federal funding will be further reduced to the extent that 'sequestration' is implemented.

Table 17: Affordable Rents, Napa County, 2013

	Income Limits/Household Size				
Year/Income Category (a)	1 Person	2 Person	3 Person	4 Person	5 Person
2013: Median $86,100					
Extremely Low Income	$18,100	$20,700	$23,300	$25,850	$27,950
Very Low Income	$30,150	$34,450	$38,750	$43,050	$46,500
Low Income	$46,050	$52,600	$59,200	$65,750	$71,050
Moderate Income	$72,300	$82,650	$92,950	$103,300	$111,550

	Unit Size					
Affordable Rents (b)	Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom	5-Bedroom
Extremely Low Income						
1-Person	$416	$396				
2-Person		$461	$440			
3-Person			$505	$485		
4-Person				$548	$527	
5-Person					$580	$560
Very Low Income						
1-Person	$717	$697				
2-Person		$804	$783			
3-Person			$891	$871		
4-Person				$978	$957	
5-Person					$1,044	$1,024
Low Income						
1-Person	$1,114	$1,094				
2-Person		$1,258	$1,237			
3-Person			$1,402	$1,382		
4-Person				$1,546	$1,525	
5-Person					$1,657	$1,637
Moderate Income						
1-Person	$1,771	$1,751				
2-Person		$2,009	$1,988			
3-Person			$2,246	$2,226		
4-Person				$2,485	$2,464	
5-Person					$2,670	$2,650
Included Utilities (c)	$83	$84	$93	$102	$110	$119

Notes:
(a) Income limits are published by the California Department of Housing and Community Development for 2013 for all of Napa County and reflect the new state hold harmless policy.
(b) Affordable rents equal to 30 percent of gross monthly income, minus a utility allowance. The utility allowance is derived based on the 2012 figures published by the City of Napa Housing Division. Utility allowance estimates assume that all heating, cooking, and water heating would be done using electricity. Other electricity usage is also included, accounting for air conditioning, lights, refrigeration, and small appliances.
(c) Included utilities represents utility costs normally included in rent, such as water, sewer and trash collection.

Sources: HCD, 2013; HUD, 2013; City of Napa Housing Division, 2013; BAE, 2013.

Affordability of Second Units

Within the unincorporated area, second units (e.g., granny flats) are a source of relatively affordable housing. By definition, they cannot be sold independent of the main residential property upon which they are located. In addition, they are limited to a maximum size of 1,200 square feet, so their size is modest and thus, they are affordable by design.

In order to better understand the characteristics and uses of recently constructed second units, in May 2013, BAE conducted a mail survey of all property owners who had applied for second unit construction permits between 2003 and 2013. A copy of the survey instrument can be found in Appendix B. Of the 91 surveys mailed to second-unit property owners, 40 surveys were and returned, for a response rate of 44 percent. Based on the responses received, 51 percent of second units permitted by Napa County in the last ten years are one-bedroom units, and an additional 35 percent are two-bedroom units. The average size was 1,100 square feet, and 65 percent of all units were between 1,000 and 1,200 square feet. Only one of the property owners surveyed indicated having more than one second unit on their property.

Table 18: Usage of Second Units

Principal Use of the Second Unit	Number	Percentage
Guest House for Family and Friends	17	45%
Permanent Residence for Family (b)	11	29%
Primary Residence for Owner, Principal Residence used as Rental	4	11%
Rental Unit	3	8%
Other/Unknown (c)	3	8%
Total	**38**	**100%**

Notes:
(a) A survey was mailed to all property owners who obtained permits for the construction of a second unit between 2003 and 2013. The survey instrument can be found in Appendix B.
(b) Survey respondents indicated that these units were inhabited by elderly parents or adult children.
(c) Data includes one unit used as a "party room," one unit where the owner had not yet decided on its use at the time of the survey, and one unit where the owner declined to answer the question.

Source: Bay Area Economics, 2013.

As indicated in Table 18, owners of 38 units answered the question about how the units are used. According to these responses, about 47 percent of the second units are used as dwelling units. This includes eight percent (3 units) used as rental units, 29 percent (11 units) used as housing for elderly parents or adult children, and 11 percent (4 units) where the owner of the property lives in the second unit and rents the main house.

Second units provided free of rent to family members can represent a source of affordable housing, for those households that occupy the units under those terms. When second units are offered at market rates, they are most likely providing housing that is affordable to moderate-income households.

Summary

Analysis of the available data suggests that the existing housing stock within the unincorporated area is predominantly single-family detached units, with smaller numbers of multifamily and mobile home units. Compared to Napa County as a whole and the Bay Area, the unincorporated area has a lower percentage of multifamily units, reflecting the generally rural nature of the unincorporated area. While renter households in the unincorporated area are statistically more likely to experience overcrowded conditions, compared to their owner counterparts, the rates of overcrowding for both renter and owner households remain somewhat lower than in the Bay Area overall. Despite this, rental accommodations for large family households are in short supply, with few options for rental housing with more than two bedrooms.

Despite relatively high median incomes in the unincorporated area and Napa, many residents still experience excessive or severe housing cost burdens. In the three lowest income categories (i.e. extremely low-, very low-, and low-income), significant numbers of both renters and owners are in need of assistance to bring their housing cost burdens down to 30 percent or less of their monthly income.

Data on single-family home sales prices in Napa County from November 2012 through April 2013, suggest that single-family units are primarily affordable to above moderate-income households, although some moderate-income households may be able to afford single-family homes, depending on their household size. Based on current HUD income limits, the rental rates deemed affordable to extremely low- and very low-income households remain well below the current market rate for most multifamily housing units in Napa County. The relatively high incomes of area residents and the overall desirability of Napa County as a place of residence, along with competition for homes among permanent residents and second homeowners, ensure that both for-sale and rental housing costs are generally higher than can be deemed affordable to most lower-income households (i.e., extremely low-, very-low, and low-income households). When second units are used as permanent residences, they provide a useful source of affordable units in the unincorporated area.

SPECIAL NEEDS POPULATIONS

California Government Code Section 65583 (a) (7) requires an analysis of any special housing needs, "such as those of the elderly, persons with disabilities (including developmental disabilities), large family, farm workers, families with female heads of household, and families and persons in need of emergency shelter."[9] This section provides detailed information for these special needs categories and discusses their housing needs. Special needs populations can require non-conventional housing types that provide both shelter and services to their residents. Many special needs populations are on fixed incomes and have limited ability to absorb increased housing costs. In addition, special needs populations are often unable to find appropriate shelter due to their unique circumstances and needs.

Data sources used in the following analysis include the American Community Survey, Claritas, Inc., and HUD. In addition, information on the developmentally disabled comes from the North Bay Regional Center and data on farm worker housing comes from the study "2012 Napa County Farmworker Housing Needs Assessment" completed by BAE Urban Economics, Inc. for Napa County.[10] Estimated need for emergency and transitional shelter comes from the Napa County Continuum of Care and the City of Napa Consolidated Plan for 2010-2015.

Persons with Disabilities

Disabilities can take many forms and have numerous implications for housing need. Under the U.S., Fair Housing Act (42 U.S.C. 3602) a person possesses a disability or "handicap" if that person has a physical or mental impairment which substantially limits one or more of such person's major life activities. Many disabled people can live in conventional housing without any modifications, or with only minor modifications, while some disabled people require substantial modifications and/or on-site care to maintain everyday living. Accessible units can be more expensive to build, because of features such as ramps, extra wide doors, handrails, lowered counters, raised toilets, and a variety of other accessibility features. Compared to the general population, disabled persons are more likely to live alone, earn less, and be homeless.

---

[9] California Government Code Section 65583 (a)(7)

[10] BAE Urban Economics, Inc. March 29, 2013. "Final Report: 2012 Napa County Farmworker Housing Needs Assessment." Prepared for Napa County.

Table 19: Persons with Disabilities by Disability Type, 2009-2011

Age Range and Disability Type	Napa County (a) Number	Napa County (a) Percent	Bay Area (b) Number	Bay Area (b) Percent
Persons With One or More Disabilities, Ages 5-17				
With a hearing difficulty	84	14%	4,755	13%
With a vision difficulty	108	18%	6,207	17%
With a cognitive difficulty	480	80%	24,581	68%
With an ambulatory difficulty	46	8%	5,837	16%
With a self-care difficulty	67	11%	9,051	25%
Subtotal: Ages 5-17	**598**	**NA (c)**	**36,308**	**NA (c)**
Persons With One or More Disabilities, Ages 18-64				
With a hearing difficulty	1,292	20%	55,969	18%
With a vision difficulty	983	16%	48,138	16%
With a cognitive difficulty	2,915	46%	129,304	43%
With an ambulatory difficulty	2,917	46%	142,408	47%
With a self-care difficulty	1,474	23%	55,762	18%
With an independent living difficulty	2,538	40%	110,719	36%
Subtotal: Ages 28-64	**6,310**	**NA (c)**	**303,573**	**NA (c)**
Persons With One or More Disabilitiess, Age 65+				
With a hearing difficulty	3,117	43%	114,706	38%
With a vision difficulty	1,007	14%	51,571	17%
With a cognitive difficulty	1,580	22%	84,149	28%
With an ambulatory difficulty	4,531	63%	192,818	64%
With a self-care difficulty	1,517	21%	84,708	28%
With an independent living difficulty	2,673	37%	152,662	51%
Subtotal: Ages 65 and over	**7,234**	**NA (c)**	**299,811**	**NA (c)**
Total, All Ages	**14,142**		**639,692**	

Notes:
(a) Figures include residents of the incorporated cities in Napa County. Unincorporated Napa County figures are not publicly available due to confidentiality concerns.
(b) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.
(c) Totals may be less than sum of list of disabilities, since a person may have more than one disability.

Sources: 2009-2011 ACS; BAE, 2013.

Table 19 shows the estimated number of disabled persons in Napa County and in the nine county Bay Area during the 2009 – 2011 time period.[11] Due to privacy concerns, the American Community Survey does not separate out data on the number of disabled persons who reside in the unincorporated County. Based on available information, around 14,100 Napa County residents over the age of five live with a disability. This includes approximately 600 people ages 5-17 years, 6,300 aged 18-64 years, and 7,200 persons aged 65 and older. In Napa County, the majority of disabled

[11] The questions related to disability status and type changed between the 2000 Census and 2009-2011 American Community Survey. Disability data provided by the 2000 Census is not directly comparable to data provided by the 2009-2011 American Community Survey.

residents are seniors aged 65 and over, whereas in the overall Bay Area the number of disabled residents who are aged 18 to 64 years exceeds the number of disabled seniors.

Disabled persons often require special housing features to accommodate physical limitations. Some disabled persons may have financial difficulty due to the cost of having their special needs met or due to difficulty in finding appropriate employment. Although Title 24 of the California Administrative Code requires all public buildings to be accessible to the public through architectural standards such as ramps, large doors, and restroom modifications to enable handicap access, not all available housing units have these features. Section 504 of the federal Rehabilitation Act 1973, which applies to all federally funded multifamily housing with five or more units, does require that at least one unit be accessible to people with mobility, hearing, and vision impairments.

Table 20: Persons with Disabilities by Employment Status, 2009-2011

	Napa County (a)		Bay Area (b)	
	Number	**Percent**	**Number**	**Percent**
Persons With a Disability				
Employed	2,145	34%	103,739	34%
Unemployed	767	12%	26,745	9%
Not in the Labor Force	3,398	54%	173,089	57%
Total, With a Disability	**6,310**	**100%**	**303,573**	**100%**
Unemployment Rate	26.3%		20.5%	
Persons Without a Disability				
Employed	58,167	75%	3,185,925	73%
Unemployed	5,641	7%	349,844	8%
Not in the Labor Force	13,322	17%	806,284	19%
Total, Without a Disability	**77,130**	**100%**	**4,342,053**	**100%**
Unemployment Rate	8.8%		9.9%	

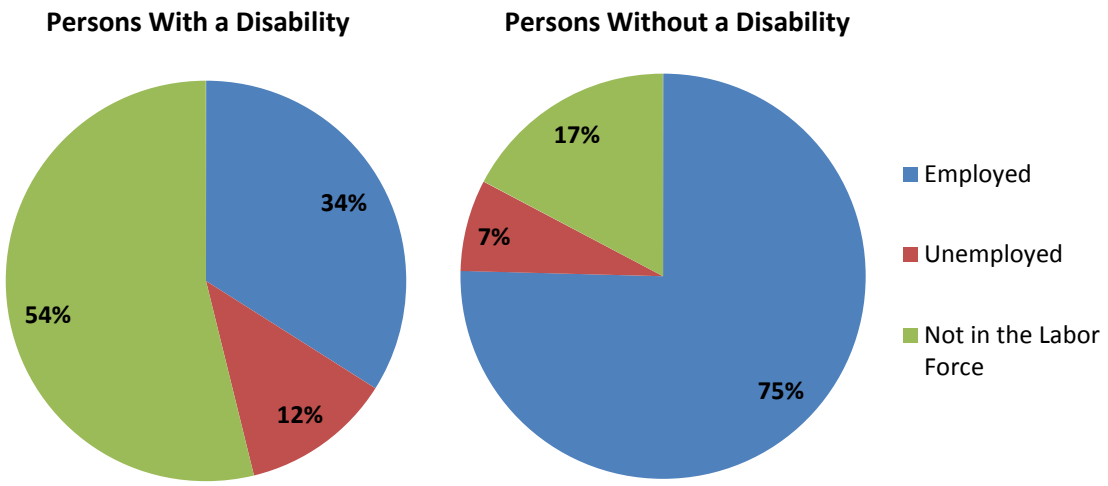
Notes:
(a) Figures include residents of the incorporated cities in Napa County. Unincorporated Napa County figures are not publicly available due to confidentiality concerns.
(b) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Source: 2009-2011 ACS, 2013; BAE, 2013.

As reported in Table 20, and further illustrated in Figure 8 below, only 34 percent of Napa County residents with disabilities are employed, compared to 75 percent of Napa County residents without disabilities. As a result, the unemployment rate among County residents with disabilities is approximately 26.3 percent, compared to 8.8 percent among residents without disabilities. It is worth noting that the unemployment rate for Napa County residents with disabilities exceeds the Bay Area average by almost six percentage points. This segment of the disabled population, along with other disabled persons with low incomes and retired individuals, may not have the financial capacity to pay for needed accommodations or modifications to their homes. In addition, even those able to pay for special housing accommodations may find them unavailable in the County. While persons with disabilities are generally more likely to be low-income and to be unemployed, or underemployed,

there are no data available regarding the incomes of households that include persons with disabilities.

Figure 8: Percent of Persons With and Without Disabilities by Employment Status, 2009-2011



Persons with Developmental Disabilities

Effective January 2011, California Housing Element law was amended to require that Housing Elements include an evaluation of special housing needs for persons with developmental disabilities. Portions of the text provided in this section are drawn from a memo issued by the California Department of Housing and Community Development in June 2012 that provides guidance this portion of the Housing Element.

A "developmental disability" is defined as disability that originates before an individual attains age 18 years, continues, or can be expected to continue, indefinitely, and constitutes a substantial disability for that individual. Developmental disabilities include mental retardation, cerebral palsy, epilepsy, and autism, as well as disabling conditions that are closely related to mental retardation or require treatment similar to that required for individuals with mental retardation, but do not include persons with disabilities that are solely physical in nature.

The State Department of Developmental Services (DDS) currently provides community-based services to approximately 269,000 persons with developmental disabilities and their families. Services are delivered primarily through 21 regional centers, which are nonprofit agencies that contract with local businesses to provide services to individuals with developmental disabilities.

The North Bay Regional Center provides these services in Napa County and Sonoma County. According to information provided by the North Bay Regional Center, there are approximately 740 individuals with developmental disabilities living within the two reported ZIP Codes in Napa County.

As reported in Table 21, 362 of these individuals are over 22 years of age. According to the North Bay Regional Center, most of these individuals rely on Supplemental Security Income (SSI) as their primary source of income. This makes housing affordability an important issue for adults with developmental disabilities.

Table 21: Developmentally Disabled Residents, by Age, Napa County, 2013

	Age Category					Total Across
ZIP Code	14 yrs or Less	15 to 22 years	23 to 54 years	55 to 65 years	Over 65 years	All Ages
94558	186	92	195	35	18	526
94559	66	33	99	20	5	223
Total	**252**	**125**	**284**	**55**	**23**	**739**

Sources: North Bay Regional Center, 2013; BAE, 2013.

A number of different housing types are appropriate for individuals with developmental disabilities, which reflects the range of housing needs among this group. Many individuals with developmental disabilities are able to live and work independently within a conventional housing environment and do not require housing that differs from the housing available to the population at large. Individuals with more severe developmental 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 the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult. Additional considerations include housing accessibility modifications, proximity to services and transit, and the availability of group living opportunities. Incorporating 'barrier-free' design in all newly constructed 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.

Elderly

The elderly population often requires special housing to accommodate part-time or full time care, but is also more likely to have lower incomes than the population in general. More simple requirements can include modifications to doors and steps to improve accessibility and installation of handrails and grab bars to make bathing, toileting, and other daily activities safer. Housing such as apartments or condominiums that do not entail high maintenance requirements can also be beneficial as the elderly become less able to perform extensive home maintenance work on their own. The elderly are also commonly on fixed incomes while expending more of their income on medical care, meaning that affordable housing is often needed.

Table 22: Household Tenure by Age of Householder, 2007 - 2011

	Unincorporated Napa County		Napa County		Bay Area (a)	
Age of Householder	Number	Percent	Number	Percent	Number	Percent
Owner-Occupied						
15 - 24 years	32	0%	102	0%	6,685	0.5%
25 - 34 yers	311	5%	2,007	6%	111,986	7.6%
35 - 54 years	2,143	31%	12,173	39%	658,143	44.6%
55 - 64 years	1,712	25%	7,198	23%	328,208	22.2%
65 - 74 years	1,464	21%	4,931	16%	195,484	13.2%
75 - 84 years	857	12%	3,729	12%	124,959	8.5%
85 years and older	368	5%	1,301	4%	51,566	3.5%
Subtotal: Owner-Occupied	**6,887**	**100%**	**31,441**	**100%**	**1,477,031**	**100.0%**
Renter - Occupied						
15 - 24 years	176	6%	1,099	6%	74,275	6.7%
25 - 34 years	553	20%	4,564	25%	305,007	27.7%
35 - 54 years	1,249	44%	7,431	41%	451,967	41.1%
55 - 64 years	575	20%	2,500	14%	134,187	12.2%
65 - 74 years	216	8%	1,119	6%	64,757	5.9%
75 - 84 years	47	2%	797	4%	44,131	4.0%
85 years and older	-	0%	689	4%	26,125	2.4%
Subtotal: Renter-Occupied	**2,816**	**100%**	**18,199**	**100%**	**1,100,449**	**100.0%**
Total Households	**9,703**		**49,640**		**2,577,480**	

Notes:
(a) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Source: 2007-2011 ACS, 2013; BAE, 2013.

Age of Householder

Table 22 reports American Community Survey on households by age of householder. During the period from 2007 to 2011, there were approximately 2,950 households with persons 65 years and older, or over 34 percent of the total households living within the unincorporated area. Overall, households in the unincorporated area are more likely to contain an elderly householder than are households in Napa County as a whole or the Bay Area, where 25 percent and 20 percent of householders, respectively, are age 65 and over. The vast majority of elderly households living in the unincorporated area were homeowners, with about 2,690 elderly households (28 percent of total households) owning their homes and 263 elderly households (three percent of total households) renting. In contrast, elderly renters represent a greater percentage (14 percent) of total households in Napa County as a whole. Meanwhile, 20 percent of households in the Bay Area are elderly households, and elderly owners equal 14 percent and renters five percent of the total elderly households.

Table 23: Senior Residents by Poverty Status, 2007-2011

	Residents 65 - 74 years		Residents 75 and over		All Seniors	
Poverty Status	Number	Percent	Number	Percent	Number	Percent
Unincorporated Napa County						
Below Poverty Level	448	6.2%	431	5.6%	879	5.9%
At or Above Poverty Level	6,727	93.8%	7,259	94.4%	13,986	94.1%
Total, All Residents	**7,175**	**100.0%**	**7,690**	**100.0%**	**14,865**	**100.0%**
Napa County						
Below Poverty Level	562	5.6%	569	5.9%	1,131	5.7%
At or Above Poverty Level	9,490	94.4%	9,051	94.1%	18,541	94.3%
Total, All Residents	**10,052**	**100.0%**	**9,620**	**100.0%**	**19,672**	**100.0%**
Bay Area (a)						
Below Poverty Level	28,128	6.8%	33,329	9.2%	61,457	7.9%
At or Above Poverty Level	386,661	93.2%	328,133	90.8%	714,794	92.1%
Total, All Residents	**414,789**	**100.0%**	**361,462**	**100.0%**	**776,251**	**100.0%**

Notes:
(a) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Sources: 2007-2011 ACS, 2013; BAE, 2013.

Elderly Housing Cost Burden

According to Table 23, 5.9 percent seniors living in unincorporated Napa County have household incomes below the poverty level, compared with 5.7 percent of seniors living in Napa County as a whole. Although the poverty rate among elderly households remains below the Bay Area average of 7.9 percent. Within unincorporated Napa County, seniors aged 65 to 74 years are slightly more likely to live below the poverty level than seniors over 75 years. The opposite is true in Napa County as a whole, where 5.6 percent of residents aged 65 to 74 years live below the poverty level compared to 5.9 percent of residents over 75 years of age.

Table 24 presents estimates of housing cost burden based on the 2006-2010 CHAS database from HUD. This data is not available for the unincorporated area alone. During that period, Napa County had a lower percentage of elderly households with excessive housing cost burdens than did all households, elderly and non-elderly, as reported in Table 11. For all elderly households, approximately 62.7 percent had housing cost burdens less than 30 percent, 16.6 percent had excessive housing cost burdens, and 20.5 percent had severe housing cost burdens, while the corresponding percentages for all households measured 56.8 percent, 22.8 percent, and 19.8 percent.

All Income Levels. Among elderly households of all income levels, 37.1 percent had housing cost burdens greater than 30 percent of income. More than 30 percent of owner households had excessive or severe cost burdens, while more than 60 percent of renter households had excessive or severe cost burdens.

Table 24: Elderly Households and Household Cost Burden, Napa County as a Whole, 2006-2010

	All Income Levels		Extremely Low Income (Less than 30% of HAMFI)		Very Low Income (30% to 50% of HAMFI)		Low Income (50% to 80% of HAMFI)		Moderate and Above (Over 80% of HAMFI)	
Elderly Households (a)	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Owner Households										
With 0% to 30% Housing Cost Burden	8,105	54.3%	295	2.0%	855	5.7%	1,450	9.7%	5,505	36.9%
With 30% to 50% Housing Cost Burden	1,635	11.0%	250	1.7%	400	2.7%	325	2.2%	660	4.4%
With 50% or Greater Housing Cost Burden	1,950	13.1%	740	5.0%	400	2.7%	360	2.4%	450	3.0%
Not Computed (No or Negative Income)	15	0.1%	15	0.1%	0	0.0%	0	0.0%	0	0.0%
Subtotal: Owner Occupied Households	**11,705**	**78.5%**	**1,310**	**8.8%**	**1,645**	**11.0%**	**2,135**	**14.3%**	**6,615**	**44.3%**
Renter Households										
With 0% to 30% Housing Cost Burden	1,250	8.4%	255	1.7%	170	1.1%	230	1.5%	595	4.0%
With 30% to 50% Housing Cost Burden	840	5.6%	180	1.2%	290	1.9%	155	1.0%	215	1.4%
With 50% or Greater Housing Cost Burden	1,110	7.4%	570	3.8%	290	1.9%	130	0.9%	120	0.8%
Not Computed (No or Negative Income)	15	0.1%	15	0.1%	0	0.0%	0	0.0%	0	0.0%
Subtotal: Renter Occupied Households	**3,215**	**21.5%**	**1,020**	**6.8%**	**755**	**5.1%**	**515**	**3.5%**	**925**	**6.2%**
Total Households (b)	**14,920**	**100%**	**2,330**	**15.6%**	**2,400**	**16.1%**	**2,650**	**17.8%**	**7,540**	**50.5%**

Notes:
(a) Elderly Households are defined as one or two-person households where either person is age 62 years or over.
(b) Figures may not sum to totals due to rounding.

Sources: HUD, 2006-2010 CHAS, 2013; Claritas Inc., 2013; BAE, 2013.

Extremely Low-Income Households. The overall percentage of extremely low-Income elderly households with excessive or severe housing cost burdens was 74.7 percent. The percentage among extremely low-Income homeowners was 75.6 percent and the percentage among renters was 73.5 percent.

Very Low-Income Households. The overall percentage of elderly very low-income households with excessive or severe housing cost burdens was notably less than extremely low-income households at 57.5 percent, with 48.6 percent of very low-income owners and 76.8 percent of very low-income renters experiencing excessive or severe cost burdens.

Low-Income Households. As was the general trend among all households, the prevalence of excessive or severe housing cost burdens for low-income elderly households was less, compared to the extremely low- and very low-income households. In the low-income category, 36.6 percent of households had excessive or severe housing costs burdens. Among Low-Income owners, 32.1 percent had excessive or severe cost burdens and among renters, the figure was significantly higher at 55.3 percent.

Moderate and Above Income Households. The percentage of elderly households with moderate and above-moderate incomes with excessive or severe housing cost burdens was significantly less than for lower-income households at 19.2 percent. Within this income category, roughly 36.2 percent of renter households had excessive or severe cost burdens, compared to only 16.8 percent of owner households that were paying greater than 30 percent of their gross monthly incomes for housing.

Overall, the data suggest that the prevalence of excessive and severe cost burdens was significantly more acute among lower-income elderly households (i.e., extremely low-, very low-, low-income), as compared to households in the moderate and above income category. Although a significant number of elderly owner households reported experiencing excessive and severe households cost

burdens, elderly renter households were significantly more likely to experience high housing costs. The large percentage of owner households with high housing costs in each income category was indicative of the greater incidence of home ownership among elderly households.

Supportive Housing Options for Seniors

As reported in Table 25, there are five licensed skilled nursing facilities located in Napa County, with almost 870 beds. These facilities are all located "down valley," with four located in and around the City of Napa and one, the N.M. Holderman Memorial Hospital, located in the City of Yountville. In addition, there are 38 assisted living facilities in the County, including group homes, with a total of 605 beds. These facilities are located throughout Napa Valley, with 25 located in and around the City of Napa, five located in American Canyon, and the remainder located "Up Valley." Thirty-two of the facilities are located in the unincorporated area.

In Napa County, there are a number of programs in place which help seniors to remain in their own homes, if they so choose. The County Health and Human Services Agency offers a Comprehensive Services for Older Adults (CSOA) program, which offers a variety of services for seniors and those that are disabled including in-home care, Adult Protective Services, Medi-Cal, Veteran's Services and Mental Health case management. The agency also provides referrals and helps to connect local residents to community resources, care providers, and local agencies. The following section includes a partial inventory of the available resources and services that are available to elderly residents in Napa County.

In order to help older and dependent adults remain in their own homes, Napa County's Adult Protective Services (APS) program offers protective services to those who are at risk for abuse, neglect, or exploitation by themselves or others. Staff investigate reports of alleged elder or dependent adult abuse and can help elderly residents to obtain additional supportive services. The APS programs operates an in-person emergency response, 24 hours a day, seven days per week, to respond to reports involving immediate life threats to an elder or a dependent adult. Staff also provide information and referrals, needs assessments, remedial and preventative social work activities, access to emergency shelters, and in-home protection. As resources allow, APS staff also provide tangible support services, such as emergency food, clothing, repair or replacement of essential appliances, plumbing and electrical repair, blankets, linens and other household goods, advocacy with utility companies, and emergency response units.

In order to preemptively protect its dependent seniors from injury, exploitation, or mistreatment, Napa County is the only county in California to require home care providers to apply for and carry a Caregiver Permit. The permit means that the holder has passed a background check and has a permit to work as a home caregiver.

Medi-Cal eligible Napa County senior residents also qualify for In-Home Supportive Services (IHSS), which assists low-income older and disabled adults who need assistance to remain safely at home by providing payment to care providers. IHSS is considered an alternative to out-of-home placement, but does not provide 24-hour care. Program services include house cleaning, meal preparation,

laundry, grocery shopping, personal care (such as assistance with bathing, grooming, toileting, etc), and accompaniment to medical appointments. In order to qualify, seniors must have a permanent disability or a disability expected to last 12 months or more, and be at-risk for out-of-home placement if services are not provided. Seniors who reside in a licensed care facility do not qualify for IHSS services.

Napa County offers Mental Health Case Management for Older Adults, including assessment, counseling, placement, and conservatorship monitoring. Mental Health counselors are available to assess the client's problems and needs and develop a comprehensive care plan. In addition, under the Older Adult Full Service Partnership Program, elderly Napa residents who are chronically mentally ill may receive housing and employment placement support, recovery plans, socialization programs, referrals to family support groups, transitional housing support, substance abuse treatment, and connections to counseling and support groups. The program provides focused outreach to Latino seniors and other underserved populations, as well as seniors who are at risk of being removed from their own homes.

The Senior Services program is provided through the Area Agency on Aging Napa-Solano. The agency helps connect seniors who are 60 and over to programs and services in Napa County. A Senior Services Case Worker monitors services provided to clients, addresses questions, and makes referrals. Some assistance with paperwork (i.e., Housing, Lifeline, CTAP, and Taxi Scrip) is available. In addition, referrals for financial assistance with housing through the Seasons of Sharing fund are accepted.

The Area Agency on Aging also operates the Multipurpose Senior Services Program (MSSP), which provides assistance free of charge to frail adults, age 65 and older, who are at risk of placement in a skilled nursing facility. MSSP also helps arrange or provide for home delivered supplemental meals, home care, home safety modifications, respite care, transportation, companions, activity programs, medical care counseling, government benefits, and legal and money management services. In order to benefit from MSSP services, adults must be covered by Medi-Cal and must have at least two deficits of Activities of Daily Living.

In addition, there are a large number of senior centers and other organizations throughout Napa County that provide meals and social opportunities for the elderly, which may help seniors to remain in independent living situations. These include the American Canyon Senior Multi-Use Center, the Berryessa Senior Center, the Calistoga Senior Association, the Napa Senior Center, the Napa Valley Food Bank, the Rianda House in St. Helena, the Senior Nutrition Community Action of Napa Valley (serves hot meals to seniors in American Canyon and the City of Napa, including home delivery when needed), and the Napa Valley Meals on Wheels program.

Table 25: Licensed Assisted Living and Skilled Nursing Facilities, Napa County, 2013

Supportive Housing for Seniors	Location	Capacity
Skilled Nursing Facilities		
N.M. Holderman Memorial Hospital	1900 Atrium Parkway, Yountville	499
Napa Valley Care Center	3275 Villa Lane, Napa	130
Golden Living Center	705 Trancas Street, Napa	120
Meadows of Napa Valley Care Center	1900 Atrium Parkway, Napa	69
Piner's Nursing Home	1800 Pueblo Ave, Napa	49
Total		**867**
Assisted Living Facilities		
Emeritus at Villa Del Rey	3255 Villa Lane, Napa	108
The Berkshire	2300 Brown Street, Napa	72
Aegis Assisted Living of Napa	2100 Redwood Rd, Napa	56
Veterans Home of California - Truman Hall	300 California Dr, Yountville	48
Nazareth Rose Garden	903 Saratoga Dr, Napa	44
Rose Haven	520 Sanitarium Rd, St Helena	30
Country Inn	1109-B La Grande Ave, Napa	29
The Greenhills Care Home	115 Thayer Way, American Canyon	24
Rosemont Home	1000 Monticello Rd, Napa	15
The Cedars Care Home	1520 Cedar Street, Calistoga	10
Vintage Chalet	346 Glass Mountain Lane, St Helena	10
A Hidden Knoll	3158 Browns Valley Rd, Napa	6
American Canyon Villa	39 Via Marciana, American Canyon	6
Celebrity Haven	5950 Haire Lane, Napa	6
Celebrity Haven II	2212 Trower Ave, Napa	6
Choctaw House	2504 Redwood Road, Napa	6
Choctaw House North	2529 Vine Hill Court, Napa	6
D'vine Manor Residential Care Facility	1691 Sequoia Street, Napa	6
EFE Canyon Care II	1088 Donaldson Way, American Canyon	6
The Elegant Guest Home	3851 Linda Vista Ave, Napa	6
Hearts That Matter Assisted Living	2025 Clay St, Napa	6
La Homa Guest Home, Inc	1161 La Homa Dr, Napa	6
Landana Care Home	122 Landana St, American Canyon	6
Linda Falls Guest Home I	755 Linda Falls Terrace, Angwin	6
Pueblo House	2600 Brown St, Napa	6
RMB Home Care, Inc	6 Via Pescara, American Canyon	6
Saint Helena Home Care	2011 Olive St, St Helena	6
Stayman Estates - Alston	115 Alston Ln, Napa	6
Stayman Estates - Arcadia	1630 Arcadia Ct, Napa	6
Stayman Estates - Jomar	3684 Jomar Dr, Napa	6
Stayman Estates-Joseph	769 Joseph Ct, Napa	6
Stayman Estates-Maher	4147 Maher St, Napa	6
Stayman Estates-West Pueblo	2162 West Pueblo Ave, Napa	6
Vintage House	2541 Vintage St, Napa	6
Wine Country Senior's Villa	3552 Jefferson St, Napa	6
Crinella Home Care	1726 Crinella Ct, St Helena	5
Virginia's	2524 MacGregor Ct, Napa	5
Young at Heart Home Care	161 Spikerush Cir, American Canyon	5
Total		**605**

Sources: Department of Social Services, 2013; California Healthcare Foundation, 2013; BAE, 2013.

Large Families

The Census Bureau defines a large family as one containing five or more related members, the California Department of Housing and Community development recommends using this definition.[12] Often, low-income large families live in overcrowded conditions and, due to the presence of minor children, require affordable childcare. Most conventional apartment complexes do not have four bedroom apartments and many apartment developers dedicate only a small portion, if any, of their unit mixes to three-bedroom units suitable for such families. In the case of the sample of apartments discussed previously, only the Stonebridge Apartments offered the option of three- or four-bedroom apartments. Lacking means to purchase or rent larger single-family homes, many lower-income families are forced into smaller dwelling units and overcrowded conditions.

Table 26 indicates that between 2007 and 2011, roughly 12 percent of unincorporated area households had five or more persons. Of these, 99 percent were family households, as opposed to non-family households. In comparison, about 17.6 percent and 16.5 percent of households in Napa County and the Bay Area had five or more persons.

Table 26: Family and Non-Family Households by Size, 2007-2011

	Unincorporated Napa County		Napa County		Bay Area (b)	
Household Type and Size	Number	Percent	Number	Percent	Number	Percent
Family Households (a)						
2-person households	3,698	54.0%	14,505	43.2%	639,731	38.3%
3-person households	1,244	18.2%	6,320	18.8%	393,752	23.6%
4-person households	1,114	16.3%	7,056	21.0%	369,155	22.1%
5+ person households	790	11.5%	5,691	17.0%	268,064	16.0%
Subtotal: Family Households	**6,846**	**100.0%**	**33,572**	**100.0%**	**1,670,702**	**100.0%**
Non-Family Households (a)						
1-person households	2,096	73.4%	12,566	78.2%	699,818	77.2%
2-person households	712	24.9%	2,877	17.9%	164,434	18.1%
3-person households	25	0.9%	387	2.4%	27,028	3.0%
4-person households	11	0.4%	139	0.9%	10,562	1.2%
5+ person households	13	0.5%	99	0.6%	4,936	0.5%
Subtotal: Non-Family Households	**2,857**	**100.0%**	**16,068**	**100.0%**	**906,778**	**100.0%**
Total Households	**9,703**		**49,640**		**2,577,480**	

Notes:
(a) A "family" household is two or more related people living together. Non-family households are single people living alone, or two or more un-related people living together.
(b) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Source: 2007-2011 ACS, 2013; BAE, 2013.

[12] California Department of Housing and Community Development. *Building Blocks for an Effective Housing Element: Special Needs, Large and Female-Headed Households.* http://www.hcd.ca.gov/hpd/housing_element/index.html.

Large Family Cost Burdens

Table 27 presents data on the housing cost burden faced by large family households in Napa County as a whole. Data for income level by family size are not available for the unincorporated area alone. As previously reported, the 2006-2010 CHAS data are broken out by income category and by household tenure. The data indicate that between 2006 and 2010, there was an average of more than 5,000 households (more than 10 percent of the total) with five or more persons. Of these, more than 61 percent owned their own homes. The remaining 39 percent lived in rented accommodations. Nearly 52 percent of large family households experienced normal cost burdens (i.e. equal to 30 percent or less), while 27.9 percent had excessive cost burdens, and 20.1 percent had severe cost burdens.

Table 27: Large Family Households and Household Cost Burden, Napa County, 2006-2010

	All Income Levels		Extremely Low Income (Less than 30% of HAMFI)		Very Low Income (30% to 50% of HAMFI)		Low Income 50% to 80% of HAMFI		Moderate and Above (Over 80% of HAMFI)	
Large Family Households (a)	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Owner Households										
With 0% to 30% Housing Cost Burden	1,525	30.3%	0	0.0%	10	0.2%	300	6.0%	1,215	24.2%
With 30% to 50% Housing Cost Burden	870	17.3%	15	0.3%	40	0.8%	170	3.4%	645	12.8%
With 50% or Greater Housing Cost Burden	670	13.3%	130	2.6%	95	1.9%	190	3.8%	255	5.1%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Subtotal: Owner Occupied Households	**3,070**	**61.1%**	**150**	**3.0%**	**145**	**2.9%**	**660**	**13.1%**	**2,115**	**42.1%**
Renter Households										
With 0% to 30% Housing Cost Burden	1,080	21.5%	0	0.0%	200	4.0%	290	5.8%	590	11.7%
With 30% to 50% Housing Cost Burden	530	10.5%	15	0.3%	230	4.6%	265	5.3%	20	0.4%
With 50% or Greater Housing Cost Burden	340	6.8%	205	4.1%	65	1.3%	70	1.4%	0	0.0%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Subtotal: Renter Occupied Households	**1,955**	**38.9%**	**220**	**4.4%**	**495**	**9.9%**	**630**	**12.5%**	**610**	**12.1%**
Total Households (b)	**5,025**	**100%**	**370**	**7.4%**	**640**	**12.7%**	**1,290**	**25.7%**	**2,725**	**54.2%**

Notes:
(a) Related households with five or more persons.
(b) Figures may not sum to totals due to rounding.

Sources: HUD, 2006-2010 CHAS, 2013; Claritas Inc., 2013; BAE, 2013.

All Income Levels. Among large family households of all income levels, 48 percent had housing cost burdens greater than 30 percent of income. Around 50 percent of owner large family households had excessive or severe cost burdens, while 44.5 percent of renter large family households had excessive or severe housing cost burdens.

Extremely Low-Income Households. The percentage of extremely low-income large family households with excessive or severe housing cost burdens was approximately 100 percent. This suggests that virtually all of the large family households reported in this income category had cost burdens in excess of 30 percent. Among Extremely Low-Income homeowners 96.7 percent,[13] and

[13] The HUD 2006-2010 CHAS data report that 96.7 percent of large family owner households had excessive or severe housing cost burdens. This accounts for roughly 145 households, out of a total of 150 large family owner households. However, the dataset does not identify any additional households in either of the two

among Extremely Low-Income renters 100 percent, had excessive or severe housing cost burdens. More than 90 percent of the households in this category, including both owners and renters, experienced a severe cost burden equal to 50 percent or more of their household income.

Very Low-Income Households. The percentage of large family Very Low-Income households with excessive or severe housing cost burdens is somewhat less than Extremely Low-Income households at 67.2 percent. In this income category 93 percent of owners and 59.6 percent of renters had excessive or severe housing cost burdens. Note that 40.4 percent of renter households in this category had acceptable (i.e., less than or equal to 30 percent of income) cost burdens, compared to only 6.9 percent for owner households.

Low-Income Households. The prevalence of excessive or severe housing cost burdens among low-income large family households was less, compared to the extremely low- and very low-income households. In the low-income category, 53.9 percent of households had excessive or severe housing costs burdens, with 54.5 percent of the owners and 53.2 percent of the renters in this income category experiencing excessive or severe cost burdens.

Moderate and Above Income Households. The percentage of large family households with moderate and above-moderate incomes having excessive or severe housing cost burdens was significantly less than for lower-income (i.e. extremely low-, very low-, and low-incomes) households at 33.8 percent. Within this income category, roughly 43 percent of owner households and 3.3 percent of renters had excessive or severe cost burdens.

Among the data discussed above, BAE identified two distinct trends that are noteworthy. First, extremely low- and very low-income large family households experienced very high rates of over-payment for housing between 2006 and 2010. Despite changes to the housing market that occurred during this period, BAE expects this trend to continue. In these income categories, owner households were more likely to experience the greatest cost burdens. Among Low-income households, there was little difference in the rate of overpayment between owner and renter households. However, for moderate and above-income large family households, owner households were more likely to pay greater than 30 percent of income to housing.

Female Headed Households with Children

Single female-headed households with children tend to have lower incomes and consequently have a higher need for affordable housing compared to family households in general. In addition, single female-headed households with children are more likely to need childcare since the mother is often the sole source of income and the sole caregiver for children within the family.

---

remaining cost burden categories. Due to the nature of the American Community Survey data, upon which the CHAS dataset was developed, this difference is most likely due to the margin of error associated with the individual estimates. The reported figures, therefore, should be interpreted with caution.

Using data from the 2007 – 2011 American Community Survey, Table 28 estimates that there were about 310 single female-headed households with children, and around 400 single female-headed households without children in the unincorporated area. While about seven percent of households in the unincorporated area were headed by single females, the percentages in the Napa and the Bay Area were around 10 percent and 11 percent, respectively. Thus, single-female headed households were less common in the unincorporated area than in Napa County as a whole and the Bay Area.

Table 28: Single Female-Headed Households with Children, 2007-2011

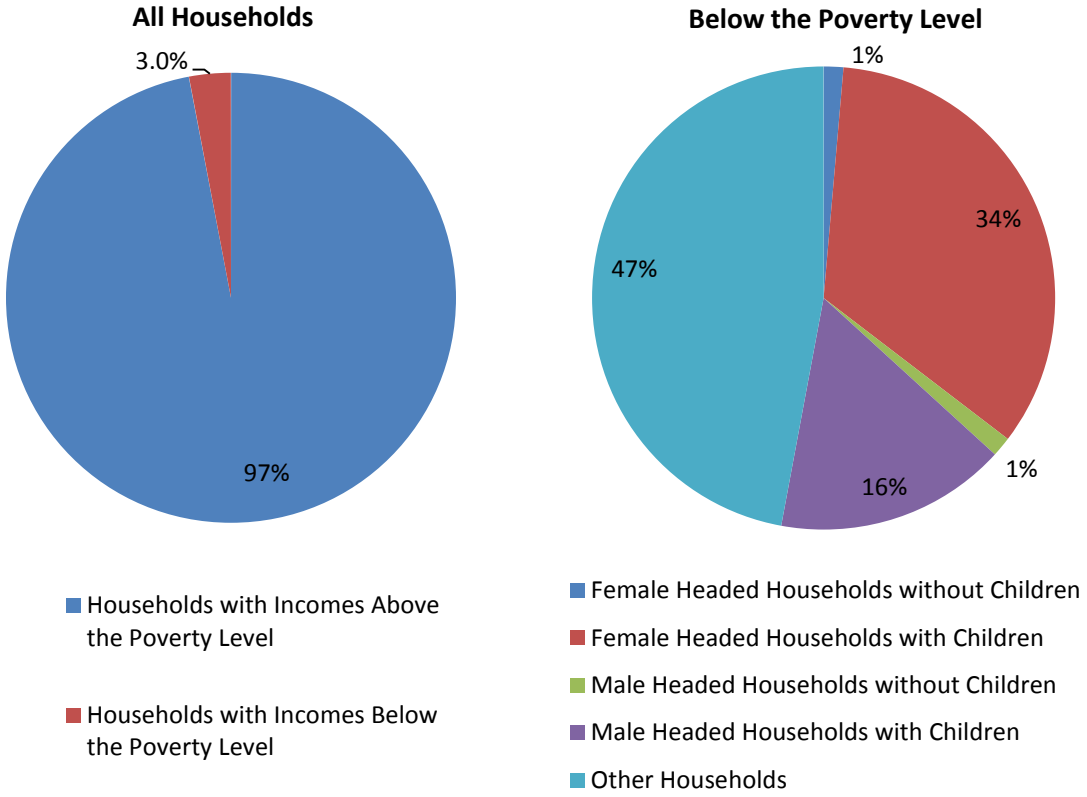
	Unincorporated Napa County		Napa County		Bay Area (a)	
	Number	Percent	Number	Percent	Number	Percent
Female Headed Households, No Husband Present						
With Children under 18	309	44%	2,763	56%	170,551	61%
Without Children under 18	396	56%	2,187	44%	110,809	39%
Total, Single Female Headed Households	**705**	**100%**	**4,950**	**100%**	**281,360**	**100%**
Male Headed Households, No Wife Present						
With Children under 18	219	59%	1,551	63%	64,317	52%
Without Children under 18	155	41%	906	37%	59,845	48%
Total, Single Male Headed Households	**374**	**100%**	**2,457**	**100%**	**124,162**	**100%**
Households with Incomes Below the Poverty Level						
Female Headed Households without Children, No Husband Present	4	1%	107	5%	8,819	8%
Female Headed Households with Children, No Husband Present	99	34%	790	35%	44,656	39%
Male Headed Households without Children, No Wife Present	4	1%	16	1%	3,497	3%
Male Headed Households with Children, No Wife Present	47	16%	234	10%	8,967	8%
Married Couples	137	47%	1,087	49%	47,793	42%
Total, Households With Incomes Below the Poverty Level	**291**	**100%**	**2,234**	**100%**	**113,732**	**100%**
Total Households	**9,703**		**49,640**		**2,577,480**	

Note:
(a) Bay Area includes the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma.

Source: 2007-2011 ACS, 2013; BAE 2013.

While single female-headed households are less common in the unincorporated area than the County as a whole or the Bay Area, Figure 9 shows that single female-headed households with children in particular make up a disproportionate share of the unincorporated area's households in poverty. Although they only comprise about three percent of the total households in the unincorporated area, they represent 34 percent of the households in poverty, meaning they are substantially more likely to live in poverty as compared to households in general and are particularly in need of affordable housing assistance.

Figure 9: Unincorporated Area Households by Poverty Status and Family Type, 2007-2011



While there are no existing programs targeted solely to single-parent households, an assortment of resources are provided throughout the county to assist these households, and others, in locating and securing affordable housing. For example, the Proximity Housing Homebuyers' Assistance Program offers up to ten percent down payment assistance for households with at least one individual who works in Napa County, and whose household income does not exceed 120 percent of the county median income. While this program may be beneficial to single-female headed households, it is targeted toward a much broader population of prospective homebuyers. Therefore, to further address the unique housing and supportive service needs of female-headed households, the County should continue to develop and maintain a variety of affordable housing options, coupled with targeted services and transportation options. Examples of services that the County or its non-profit partners could provide to support single-female headed households, in coordination with affordable housing, include childcare, family planning, and job training, among others. Ensuring ready access to transportation is also critical to successful supportive housing for female-headed households. Access to transit service can also provide greater access to employment, supportive services, and education and educational support opportunities for parents and children alike.

In addition to more traditional support service models that couple programmatic services with affordable housing, other innovative housing solutions should also be encouraged. For example, co-housing may offer a unique opportunity to leverage community-based support for single-female headed households. The economies of scale provided through the sharing of meal preparation and childcare responsibilities could be beneficial for this special needs group, as well as for low-income

households more generally. Coordination with a non-profit developer to establish limited- or no-equity cooperatives could help to maintain affordability.

Farmworkers

The County hired BAE Urban Economics, Inc. to conduct a Farmworker Housing Needs Assessment, which was published in March 2013.[14] The study relied on quantitative data as well as an extensive survey of farmworkers, a survey of farmworker employers, and input from agricultural industry stakeholders and the Napa County Housing Commission. This section summarizes key findings from that report pertaining to the special housing needs of farmworkers in Napa County.

The Napa County agricultural industry forms the backbone of the local economy, and farmworkers play an important role in creating and sustaining agricultural production. Napa County's economy is based on its $430 million agriculture industry, the value of which arises almost exclusively from its wine grape crops (98 percent).[15] Demand for farmworker labor is determined in part by the agricultural management techniques that farm owners and managers choose to implement. As the price premium associated with agricultural products grown in Napa has soared,[16] quality expectations for Napa grapes, wine, and other luxury agricultural products like olives have kept pace. In order to produce the highest quality product possible, Napa vineyards have implemented significantly more labor-intensive canopy management procedures and a denser spacing of vineyard rows; both measures have increased demand for skilled farmworker labor.

Number of Farmworkers

It is difficult to secure accurate data regarding agricultural workers, due to seasonal fluctuations in employment, language barriers, and informal employment arrangements. These difficulties are further complicated by the possibility that significant numbers of Napa County farmworkers reside outside the County, and the fact that some may be employees of labor contractors that are headquartered outside of Napa County and would therefore likely report their employees in their home counties. For these reasons, official federal and state data sets likely underestimate the number of farmworkers who work in Napa County because they do not include farmworkers hired under informal arrangements or through contractors outside of Napa County. In preparing the Farmworker Housing Needs Study, BAE compared data sets collected through the U.S. decennial Census, the American Community Survey, the federal Occupational Employer Statistics survey, the federal Quarterly Census of Employment and Wages program, the federal County Business Patterns series, the National Agricultural Statistics Services, and the California Industry Employment & Labor

---

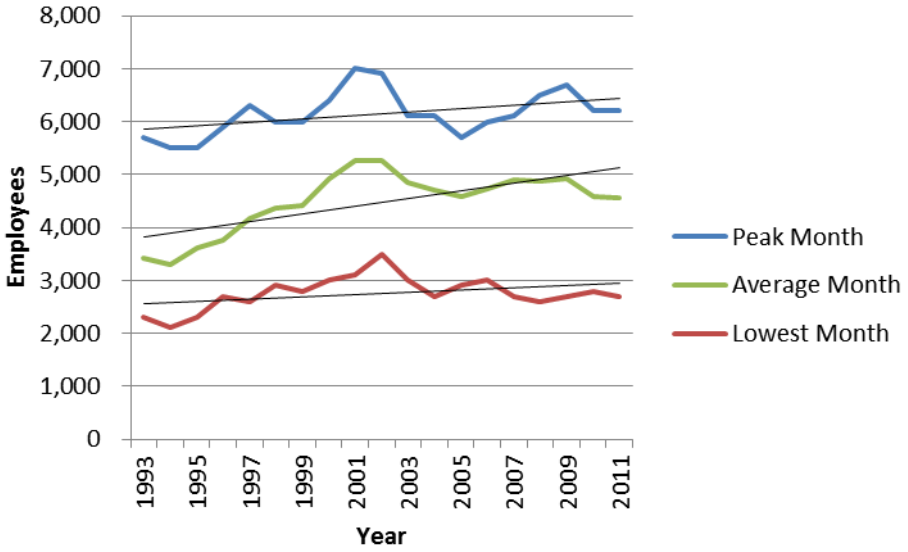
[14] BAE Urban Economics Inc. March 29, 2013. *2012 Napa County Farmworker Housing Needs Assessment.* Prepared for Napa County.

[15] Napa County Agriculture Commissioner, Annual Crop Reports, 2011; BAE 2013.

[16] BAE Urban Economics Inc. March 29, 2013. *2012 Napa County Farmworker Housing Needs Assessment.* Prepared for Napa County. Table 1, page 4.

Force data program. The number of Napa County farmworkers recorded by these data sources ranges seasonally from 2,300 workers to approximately 7,000 workers in the peak month.

Figure 10: Total Farm Employment, Napa County, 1993-2011



Note:
(a) These figures reflect the total numbers of employees reported to be working in the farm industry, defined as NAICS Codes 111000-113200 and 114000-115000. These figures do not include self-employed farm owners or their relatives, winery or wine production employees, or employees who do not receive unemployment insurance through their employer ("informal workers"). Further, farmworkers hired through contracting or management companies based outside of Napa County may not be reported in these figures.

BAE selected data issued by the California Employment Development Department (EDD), as this source offers historical data, a relatively small margin of error, and a clear and consistent data collection methodology. Using EDD data, Figure 10 illustrates the trends in reported Napa County farm employment between 1993 and 2011. The green trend line reflects the average monthly farm employment figures reported for a given year; the blue trend line reflects the peak number of employees reported during a given year; and the red line reflects the month with the lowest number of reported employees in a given year. Overall, the EDD data indicate that both the peak months and the lowest employment months tend to deviate from the average by approximately 1,500 to 2,000 workers, which suggests the continuing need for facilities such as the farmworker centers, which can accommodate seasonal housing demand. At the same time, given that average annual employment is increasing, there is likely a greater need for permanent housing for farmworkers who are employed most of the year in Napa County. The data underlying Figure 10 can be found in Table 29.

Table 29: Total Farm Employees, Napa County, 1993 to 2011

Year	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Peak Month	Lowest Month	Average Employment
1993	2,600	2,900	3,000	3,100	3,700	3,800	3,700	3,900	5,700	3,800	2,400	2,300	5,700	2,300	3,408
1994	2,600	2,700	2,800	2,900	3,500	3,400	3,500	3,200	5,500	4,800	2,600	2,100	5,500	2,100	3,300
1995	2,300	2,800	2,900	3,300	4,000	4,300	3,700	3,500	5,000	5,500	3,300	2,800	5,500	2,300	3,617
1996	2,700	3,200	3,100	3,300	4,200	4,400	4,000	4,300	5,900	4,300	3,000	2,700	5,900	2,700	3,758
1997	2,900	3,400	3,700	4,300	4,900	4,900	4,400	5,300	6,300	4,000	3,300	2,600	6,300	2,600	4,167
1998	3,000	3,400	3,700	4,200	4,800	5,100	5,000	4,800	5,500	6,000	3,900	2,900	6,000	2,900	4,358
1999	3,300	3,700	3,800	3,800	5,200	5,400	5,500	4,800	5,100	6,000	3,500	2,800	6,000	2,800	4,408
2000	3,400	3,900	4,500	5,300	5,900	6,100	5,500	5,500	6,400	5,800	3,700	3,000	6,400	3,000	4,917
2001	3,900	4,400	4,800	5,600	6,400	7,000	6,200	5,800	6,800	6,000	3,300	3,100	7,000	3,100	5,275
2002	3,600	4,100	4,400	5,200	6,200	6,500	6,800	6,000	6,900	6,200	3,800	3,500	6,900	3,500	5,267
2003	3,500	4,400	4,400	5,000	5,600	6,000	6,100	5,100	5,900	5,800	3,500	3,000	6,100	3,000	4,858
2004	3,600	4,300	4,600	5,500	5,900	6,000	5,200	5,400	6,100	4,400	2,800	2,700	6,100	2,700	4,708
2005	3,300	4,000	4,100	4,600	5,600	5,700	5,600	5,000	5,200	5,400	3,700	2,900	5,700	2,900	4,592
2006	3,300	4,200	4,500	4,100	5,800	6,000	5,900	5,100	5,400	5,700	3,900	3,000	6,000	3,000	4,742
2007	3,800	4,400	4,500	5,300	6,100	6,100	5,800	5,300	5,900	5,700	3,300	2,700	6,100	2,700	4,908
2008	3,500	4,300	4,600	4,700	6,000	6,500	6,300	5,100	6,300	5,600	2,900	2,600	6,500	2,600	4,867
2009	3,600	4,200	4,300	4,600	6,400	6,700	6,400	5,200	6,000	6,000	3,100	2,700	6,700	2,700	4,933
2010	3,500	4,100	4,100	4,000	5,800	5,800	6,200	5,200	5,300	5,000	3,300	2,800	6,200	2,800	4,592
2011	3,200	3,600	3,900	4,100	5,800	6,100	6,200	5,200	5,400	5,200	3,200	2,700	6,200	2,700	4,550
Average:	**3,242**	**3,789**	**3,984**	**4,363**	**5,358**	**5,568**	**5,368**	**4,932**	**5,821**	**5,326**	**3,289**	**2,784**	**6,147**	**2,758**	**4,486**

Notes:

(a) These figures reflect the total numbers of employees reported to be working in the farm industry, defined as NAICS Codes 111000-113200 and 114000-115000. These figures do not include self-employed farm owners or their relatives, winery or wine production employees, or employees who do not receive unemployment insurance through their employer ("informal workers"). Further, farmworkers hired through contracting or management companies based outside of Napa County may not be reported in these figures.

Source: EDD, 2013; BAE, 2013.

However, the EDD data do not include farmworkers hired under informal arrangements or farmworkers hired by contractors based outside of Napa County. Though such farmworkers may be hired by Napa agricultural employers during any season, key stakeholder interviews indicated that farm labor contractors are most likely to supplement the existing workforce during peak suckering and harvesting seasons. Under the assumption that informal hiring arrangements are also most likely to be made for temporary, seasonal work, it is likely that the estimates in Figure 10 for the number of Napa County farm employees differs from actual figures most significantly during the peak months.

Nevertheless, Figure 10 is likely to depict a fairly accurate assessment of the general trend in local farm employment over the course of a year. It would appear that, since the early 1990s, Napa agricultural employers have increased their demand for farmworkers, both during peak seasons and during off-seasons. Indeed, although there are annual fluctuations, the general trend in the average annual number of farm employees has shown a generally upward trend between between 1994, when the peak was 3,300 and 2011, when the peak was 4,550. These figures represent a 38 percent seasonally-adjusted increase in the number of reported farmworkers over the past two decades. Employment during peak season increased by 13 percent from the beginning to the end of the time period, and employment during the off-season increased by 29 percent. Assuming that farm owners are hiring additional farmworkers during the peak months not captured by EDD data, it would appear that demand for farmworkers has increased overall and demand for year-round or almost year-round farmworkers has also increased.

In Napa County, there are two peak farm employment periods each year, roughly corresponding to the May – June growing time period and the August - October harvesting time period. During the rest of the year, fewer farmworkers are needed for land and vineyard clearing and layout. According to some stakeholders interviewed as part of the Farmworker Housing Needs Assessment, employment jumps by up to two-thirds during peak time periods compared with "off-season" months. The growing season is preceded by a gradual scaling up of hiring activity during the late winter and early spring months, whereas the harvest season is followed by an abrupt shedding of farmworker employees.

The 2012 Farmworker Housing Need Assessment found that an increasing number of farmworkers are choosing to reside in Napa County on a permanent or semi-permanent basis, due to increased demand for year-round farm labor as well as difficulties crossing the U.S. Mexico border. This not only increases the need for local, affordable farmworker housing, but introduces issues related to providing housing for household types other than single adult men. Indeed, the Assessment's stakeholder outreach process indicated that there is a growing trend of farmworkers no longer merely looking for a temporary bed, but rather seeking family housing and all the services and neighborhood amenities associated with raising families and being permanent members of the community in Napa County.

Income and Housing Affordability

According to the 2006-2010 American Community Survey data analyzed in the 2012 Napa County Farmworker Housing Needs Assessment, approximately 1,478 of the farmworker households living in Napa County are extremely low-, very low-, and low-income households who may have difficulty affording market rate housing within the county.[17] Approximately 45 percent of farmworkers living in Napa County who rent their housing have housing cost burdens of greater than 30 percent. Approximately 18 percent who rent their housing pay more than 50 percent of their income towards housing. Among farmworkers who own their housing in Napa County, 40 percent reported paying more than 30 percent of their income for housing and just under 16 percent reported paying more than 50 percent of their income for housing.

As mentioned earlier, demand for subsidized rental housing exceeds supply. According to the City of Napa Housing Division, the wait list for Section 8 vouchers currently has 9,872 names on it and was expected to be capped at the end of March, 2013, with only ten new vouchers issued monthly due to attrition. Approximately 3,000 households on the waitlist are currently living and working in Napa County, although the number of those working in agriculture is not known.

---

[17] The ACS data may include farm owners, managers, and other persons with relatively high incomes who do not primarily work outdoors in agricultural production but nevertheless derive a substantial portion of their income through work in the agricultural industry.

Farmworkers who choose to live in Napa County market-rate housing are also likely to experience overcrowding, as discussed in the next section. The standard for overcrowding is when the number of persons per room (excluding bathrooms, but including kitchens) exceeds 1.0; extreme overcrowding is defined as when the number of persons per room exceeds 1.5.[18] In interviews conducted with key stakeholders, the 2012 Napa County Farmworker Housing Assessment found that landlords may attempt to evict residents when more persons reside in them than approved by the landlord. As mentioned previously, the recent foreclosure crisis has turned some homeowners into renters, and demand for rental units is particularly acute at present. In the experience of some stakeholders interviewed, some landlords take advantage of the strong competition for units and knowingly rent sub-standard housing to farmworkers.

Overall, the low-, very low-, and extremely low-income farmworkers may find it difficult to locate affordable housing in the Napa County, prompting many to commute in to their jobs from less expensive areas in neighboring counties or in the Central Valley. While this is true of lower-income workers in many industries, farmworkers' typical workplaces located in rural areas create special challenges, limited public transit access to their workplaces, and often the need to compromise between living near work and living near schools, shopping, and other services.

Farmworker Survey

A focal point of the Napa County Farmworker Housing Needs Assessment was a survey of 350 local farmworkers, which took place between June and October 2012. The results confirmed that year-round farmworker jobs are relatively uncommon (only 7 percent), with the average respondent working just over six months per year in the Napa agriculture industry. These gaps in employment prompted over 70 percent of all survey respondents to work outside of the county for at least part of the year. Nevertheless, Napa farmworkers appear to have strong local ties: 27 percent of respondents consider their Napa agricultural jobs "permanent" and do not hold other jobs, although they may work less than 12 months of the year. Another 50 percent consider their agricultural work seasonal and hold other jobs in Napa County during the rest of the year. Only 18 percent are migrant workers who expected to remain in Napa only temporarily. Almost two-thirds of respondents have been working in the local industry for five or more years, and over half of the survey respondents feel that Napa County is their permanent home. In fact, almost half of all farmworker center residents consider Napa to be their permanent home.

The most common types of housing units inhabited by survey respondents are apartments (34 percent) and farmworker centers (31 percent), followed by mobile homes (14 percent), single family

---

[18] According to the U.S. Census, a room includes all "whole rooms used for living purposes…including living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and lodgers' rooms. Excluded are strips or pullman kitchens, bathrooms, open porches, balconies, halls or foyers, half-rooms, utility rooms, unfinished attics or basements, or other unfinished space used for storage. A partially divided room is a separate room only if there is a partition from floor to ceiling, but not if the partition consists solely of shelves or cabinets."

homes (12 percent), and bunk houses/dormitories (9 percent). Farmworkers with permanent jobs are more likely to live in apartments or houses, while over three-fourths of migrant farmworkers live in bunk houses, dorms, or farmworker centers. Seasonal workers are equally as likely to live in apartments/houses as they are to live in farmworker centers. Undocumented workers are more likely to live in a farmworker center or a house, findings which may indicate that apartment managers and employers with bunk houses are more likely to refuse to rent to undocumented workers, than landlords renting houses. However, State law (Civil Code Section 1940.3(b)) does not allow landlords to inquire about citizenship status, except for projects with federal funding.

When encouraged to identify any and all housing problems that are present in their current living situation, 45 percent of all survey respondents complained of overcrowding issues. Farmworker center residents are particularly concerned about privacy in bathrooms and security for their personal belongings. Survey data indicate that, on average, two farmworkers share a bedroom in mobile homes and farmworker centers, while the average is 1.70 persons per room in apartments and houses. Rates of bathroom sharing are more marked: approximately 15.5 persons share one bathroom in dorms and farmworker centers, compared to approximately four persons in other housing types. Mobile home and apartment dwellers were more likely to be dissatisfied with their housing, as were migrant workers and workers with permanent Napa jobs. Although not directly comparable, the incidence of self-reported overcrowding among farmworkers is significantly higher than the rate identified in Table 10 for households of all types. This is likely a reflection of the fact that farmworkers tend to have relatively low incomes and, therefore, are more likely to have to compromise on the size of their dwellings in order to find rents or home prices that are affordable.

Almost half of all seasonal and migrant workers have a spouse and/or at least one child who does not live with them when they work in Napa County. These workers have between zero and eleven children, with an average of 2.44 children. When asked why these workers do not live together with their families, the most common explanation given is that respondents and/or members of their family are not legally allowed to reside in the United States. The second most common reason was financial constraints, including concerns over the cost of living, low income levels, and job insecurity. Some respondents pointed specifically to housing considerations, noting that they could not afford a sufficiently large housing unit for their family, or that the housing situation in which they currently lived would not be amenable to women or children.

When asked what the ideal housing situation would be for themselves and their families, the most common response was family housing, particularly among survey respondents who had expressed dissatisfaction with their current living situation. Respondents had mixed opinions regarding the ideal location. Some preferred to live near schools and other amenities, while others preferred to be located near work. Several emphasized the desire for family-friendly amenities, such as access to a garden or lawn, a quiet location, and family housing. When asked for elaboration, the most common suggestions included more affordable rents and increased privacy (including larger units with more square footage, more individual bedrooms, and more bathrooms). These themes surfaced throughout the survey as farmworkers reiterated that their financial situation has a significant

impact on where they chose to live, whether they could afford to live with their spouse and children, and how much basic privacy they could enjoy in their housing situation. Qualitative feedback indicates that farmworkers are particularly concerned that the living situations that are affordable on a farmworker's income are perceived as being too small and/or too crowded for their needs and those of their families.

Over half of all survey respondents (57 percent) prefer to rent their home, compared to 26.5 percent who voiced a preference for homeownership. This marked preference for home rental existed amongst all types of farmworker jobs held by the survey respondents.

Farmworker Accommodations

Four different kinds of housing exist specifically for farmworkers in Napa County: farmworker centers owned and operated by Napa County; private accommodations designated for agriculture employees that accommodate five or more employees and are monitored by the Environmental Health Division of the Planning, Building and Environmental Management Department; private accommodations designated as farm labor dwellings (FLD) accommodating less than five residents,[19] and private apartments or other housing rented or owned by farmworkers. Affordable housing projects subsidized by the County and by incorporated cities are also available to farmworkers, some of which have units set aside specifically for farmworker households. Farmworkers also can and do seek lodging in motels and, when necessary, homeless shelters.

County Service Area No.4

County Service Area No.4 (CSA 4) provides much needed financial assistance for the provision of farmworker housing in Napa County. Formed in 2002 under the provisions of Government Code Section 25210.4h, CSA No. 4 provides a mechanism for owners of land containing at least one acre of planted vineyards to approve an assessment, not to exceed $10.00 per planted vineyard acre per year, which assists in the acquisition, construction, leasing and maintaining of housing accommodations for farmworkers in Napa County.[20] Since all planted vineyard acres benefit equally from farmworker housing, each vineyard acre is assessed by the same amount. To date, these funds have been used to subsidize the Calistoga, Mondavi, and River Ranch farmworker centers. During fiscal year 2011/2012, the total CSA 4 assessment amounted to $454,290.[21]

In 2007, through the Proposition 218 ballot procedures, assessed property owners renewed the assessment district through fiscal year 2011-2012. In 2012, property owners subject to the assessment approved renewal of the assessment for an additional five-year period.

---

[19] Napa County Conservation, Development and Planning Department, Code Enforcement. June 30, 2008. Memorandum: Farm Labor Dwelling Monitoring.

[20] California State Senate. 2001. AB 1550 Assembly Bill Analysis. Available at: http://info.sen.ca.gov/pub/01-02/bill/asm/ab_1501-1550/ab_1550_cfa_20010720_111903_sen_floor.html.

[21] Kristin Lowell, Inc. May 20, 2011. CSA 4 Farmworker Housing Assessment District: Engineer's Report for Fiscal Year 2011/2012. Prepared for the Napa County Board of Supervisors.

Public Farmworker Centers

Napa County currently owns three public farmworker centers in Napa County: Calistoga, River Ranch, and Mondavi. The California Human Development Corporation (CHDC) has managed the day-to-day operations of the centers since the County assumed ownership in 2007, and has been involved in the centers' management since 1993. The centers are designed to serve short-term unaccompanied male and female residents and are not designed to address the housing needs of year round residents. Units are accessible to people with disabilities.

These centers are located near State Highway 29 on the eastern edge of Napa Valley, the first located halfway between Calistoga and St. Helena, the second immediately south of St. Helena, and the third approximately two miles south-east of Yountville. At present, there are no farmworker centers in the eastern or southern parts of the County. The Napa County Housing Commission has formed a committee to monitor occupancy at the existing centers and research possible sites for a new farmworker center should conditions warrant.

Each center has 60 beds (30 rooms with two beds each), for a total of 180 beds. In 2004, County Funds in conjunction with a grant from the Joe Serna, Jr. Farmworker Housing Grant (JSJFWHG) Program funded the comprehensive rehabilitation of the Mondavi and Calistoga Farmworker Centers, improving conditions throughout both centers and adding eight new beds to the Calistoga facility. None of these centers is open year round; each is closed for portions of the period from November to February, when the demand for labor goes down. However, the months during which they close are staggered, such that at least one of the centers is open during any given month of the year. On average, between 2007 and 2012, the Calistoga center has been closed for 52 days/year, the River Ranch center has been closed for 42 days/year, and the Mondavi center has been closed for 86 days/ year. The Mondavi center is the only farmworker center located south of Saint Helena

These public farmworker centers charge $12 per night, which includes lodging and three meals per day. The actual cost of operating the centers is approximately $18 per bed per night, resulting in a budget shortfall of $676,500 during the fiscal year 2011/2012. Approximately 67 percent of that year's shortfall came from CSA No.4 funds, while the Affordable Housing Fund made up four percent of the shortfall and charity contributions made up the remaining 28 percent.[22] The County Affordable Housing Fund also contributes $190,000 annually to offset the administrative costs of the program. Between fiscal year 2007/2008 and fiscal year 2011/2012, the operating budget for the three farmworker centers increased by 14.6 percent or $154,000, after taking inflation into account. This increase is likely due at least in part to higher occupancy rates experienced in all three centers and rising food costs.

Between 2007 and 2012, factoring in the months that centers are closed, the occupancy rates ranged between 53 percent and 69 percent, exhibiting a tendency towards higher occupancy rates

[22] Ibid.

during more recent years. The centers have become fully occupied earlier in the growing and harvesting seasons, and wait lists have grown longer. Residents tend to be employed by labor contractors and occupy beds for five days during the week, returning home to their families elsewhere in Northern California on the weekend. Peak demand occurs between May and October, during which time occupancy rates tend to exceed 70 percent and surpassed 90 percent in 2012. Though the data on record indicate that the three centers rarely achieved 100 percent occupancy during this time period, interviews with center managers found that the River Ranch center often achieves full occupancy and has had to turn away individuals on certain occasions during peak months. In addition, because many farmworkers seek housing as a group of acquaintances or relatives, it can be easier to fill a vacancy of five to ten beds than a vacancy of one or two beds. Farmworker center managers also indicated that many residents retain their beds in the centers during the peak of summer despite fewer job openings than during the spring and autumn, to ensure that they have lodging during the harvest season when more jobs become available. Finally, the data indicate that 30 to 40 farmworkers total choose to live in any of the three farmworker centers during the month of December. Anecdotally, center managers found that the River Ranch center tends to have a higher proportion of such "year round" residents than the other two centers.

Private Farmworker Centers

According to the California Employee Housing Act, an agricultural employer who operates private lodgings that accommodate five or more employees must obtain a permit from the California Department of Community Development (HCD) or from a local government agency authorized by HCD to issue such permits. There are currently seven licensed farmworker housing facilities operated by Napa County agricultural employers. These facilities are set up in a bunkhouse fashion, with five to 15 bunk beds in one or two large rooms. In total, these facilities can house up to 130 farmworkers. The seven licensed private facilities span the length of State Highway 29, from just south of the City of Napa to north of the City of Calistoga. Only one facility, Cypress Ranch, is located in Pope Valley. With the closure of the farmworker housing at Stanly Ranch, there remains only one facility located south of the City of Yountville. There are no private licensed facilities located in the western part of the County.

The annual statistical summary report issued by HCD's Employee Housing Program indicates that, on average, two illegal private employee housing facilities are identified each year in Napa County.[23] This is consistent with the experience of County staff charged with facility inspection and enforcement, who indicate that in the County's experience, violations tend to involve either substandard structures that are used as employee housing, or use of units permitted as employee housing for non-compliant purposes.[24] The licensed private facilities do not always operate at full

---

[23] California Department of Housing and Community Development, Division of Codes and Standards, Employee Housing Program. "Napa County Department of Environmental Management." 2007 Statistical Summary Report. P.11

[24] Personal communication. David Giudice, Napa County Code Enforcement Supervisor. February 4, 2014.

capacity and tend to house unaccompanied adult men exclusively. Unlike the publicly-run farmworker centers, the inhabitants of the licensed private facilities tend to be year-round residents, moving out only in order to start a family or upon a change in employment status. Based on this information, it is unlikely that the licensed private facilities are currently being used to house a significant number of Napa County's migrant or temporary farmworkers.

Recent research on statewide farmworker housing trends has found that one of the most significant changes in the farm labor housing market has been the precipitous decline in the number of employer-owned centers, a finding that is consistent with the experience of Napa County.[25] Faced with new federal and state standards enacted during the 1970s and early 1980s, many farm owners closed their centers because of the costs of compliance. The number of farmworker centers throughout the state fell from approximately 5,000 in the mid-1960s to 850 in 2007.[26] According to recent interviews conducted by the California Senate Committee on Housing and Land Use, "unrealistic" federal and state building standards continue to discourage farm employers from providing housing for workers. Other employers interviewed cited concerns over workers compensation liability, noting that if they provide housing as a condition of employment, they would be liable even when employees were off-duty.[27] Additionally, the increased reliance on farm labor contractors has made it less important for farmers to offer housing as an incentive to attract workers.[28] Other recent research concluded that, statewide, all but a relative handful of workers obtain housing off-farm. The County may wish to partner with private property owners who own farm labor dwellings serving six or more individuals to preserve or expand this housing supply.

Private Unlicensed Farm Labor Dwellings

In addition to the three publicly-run centers and private, licensed housing, other on-site private farmworker housing is provided by some Napa County agricultural employers. In cases where these employer-provided accommodations house fewer than five residents, the County designates them as farm labor dwellings (FLD) to differentiate from the accommodations that require State permits.

The County of Napa has had a permitting process in place for FLDs since 1969, and added a new section 18.104.295 to Title 18 of the County Code in 2004 to allow farmworker housing on

---

[25] Villarejo, D. December 2010. "The Challenge of Housing California's Hired Farm Laborers." Rural Housing, Exurbanization, and Amenity-Driven Development. Edited by D Marcouiller, M Lapping, and O Furuseth. P.193-207.

[26] California Department of Housing and Community Development, Business Transportation and Housing Agency. "Statistical Summary for Napa County." Employee Housing Program: 2007 Statistical Summary. Available at: http://www.hcd.ca.gov/codes/eh/EH2007StatsSumRpt-FINAL.pdf

[27] California Senate Committee on Housing and Land Use. October 1995. Farmworker Housing: A Background Staff Paper for the Interim Hearing of the Senate Committee on Housing and Land Use. p.8-9

[28] Villarejo, D. December 2010. "The Challenge of Housing California's Hired Farm Laborers." Rural Housing, Exurbanization, and Amenity-Driven Development. Edited by D Marcouiller, M Lapping, and O Furuseth. P.196

agriculturally-zoned parcels by right.[29] The County had issued 120 FLD permits through 2008, and issued permits for five additional FLDs between 2009 and 2013. The County has initiated an enforcement program to ensure that farm labor dwellings permitted in the past are being used appropriately.

The 2012 Farmworker Housing Needs Assessment surveyed farmworker employers about their decisions, costs, and policies regarding employee housing. Thirty percent of survey respondents indicated that they provided housing for at least some of their employees. These employers provide either one to three dormitory-style beds in a group housing setting, or one or two family housing units. Most respondents do not reserve these housing options for workers with supervisory responsibilities, nor do they provide meals. Respondents indicated that their worker housing is usually fully occupied during both peak season and off-season.

Many survey respondents who choose not to provide farmworker housing cited the burdens of regulatory compliance and liability, the absence of appropriate facilities or suitable sites on their property, use of farm labor contractors, and wages that take into account housing costs. Additionally, several employers indicated that farmworkers are not interested in worker housing, due to the physical isolation of agricultural properties, the lack of community and the associated amenities of higher density living (such as proximity to childcare and schools), and the desire to ultimately become homeowners.

Publicly-Subsidized Affordable Housing

The most common option for low-income farmworkers who prefer to live within Napa County is to secure private housing, though most market-rate units are unaffordable to farmworkers, resulting in overpayment and overcrowding. For example, see the discussion about the lack of affordability of market rate housing to extremely low- and very low-income households in the Housing Market Conditions section, above.

With its Affordable Housing Trust Fund, Napa County directly funds the production of new affordable housing units in and around existing urban centers, all of which may be occupied by income-eligible farmworkers. The County has requires that 10 percent of subsidized affordable units be targeted to farmworkers For example, as a condition for the $1.2 million loan to the Vineyards Crossing affordable housing project, the County mandated that that farmworkers be given priority for ten percent of the units (a minimum of 15 units). More recently, the County supported the construction of the new Arroyo Grande townhomes project in Yountville, which consists of 36 units that are targeted specifically to farmworker households.

---

[29] Napa County Planning Commission and Board of Supervisors. 2004. "Public Notice" http://www.co.napa.ca.us/gov/departments/29000/publicnotice.mht.

As mentioned previously, the County and other Napa County jurisdictions have implemented policies and incentives to further encourage the production of affordable housing, but local government financial resources available to support new development have been reduced by the 2012 elimination of redevelopment agencies. Similarly, state and federal funding has been reduced in recent years, and federal funding will be further reduced to the extent that 'sequestration' is implemented.

In an effort to better understand the characteristics of farmworker households who live in subsidized affordable housing units, and perhaps infer information regarding the housing preferences of farmworkers more generally, BAE interviewed staff and requested tenant data from Napa Valley Community Housing (NVCH). This organization is one of the larger affordable housing providers in Napa County, managing 406 units in 13 developments located in the City of Napa, Saint Helena, and Yountville. Of these, approximately 105 units, or one quarter, are occupied by self-identified farmworker households. All but one of these households includes children, and all were Napa County residents prior to moving into an affordable unit managed by NVCH. The average income of these farmworker households is $43,500, and the average household size is five persons. Only one of the NVCH-managed properties requires households to show legal documentation, due to the use of HUD subsidies; the other 12 properties are not permitted by State law to require documentation.

Information from key stakeholders indicates that a major concern with federally-funded affordable housing projects is the requirement that, at minimum, the head of household must provide documentation of legal resident status in order to qualify for the subsidized units. Additionally, traditional affordable housing projects struggle to accommodate the extended family configurations that many farmworker households prefer. These dual issues of documentation requirements and potentially inadequate unit sizes are important concerns that prospective affordable housing projects must confront. The legal documentation requirements, in particular, account for at least some local hesitancy to take advantage of federal loans and grants specifically meant for farm laborer housing, such as the U.S. Department of Agriculture's Section 514/516 Farm Labor Housing program. Funds from Section 514 loans and Section 516 grants can be used to purchase a site or a leasehold interest on a site; construct or repair housing, day care facilities or community rooms; pay fees to purchase durable household furnishings; or pay construction loan interest. Tenants of Section 514/516 subsidized housing projects must be farm laborers (and their families) who receive a substantial portion of income from primary production, processing, and transport of agricultural or aquacultural commodities, and must be either U.S. citizens or legally admitted for permanent residence. Neither legally admitted temporary laborers, such as H-2A workers, nor farmworkers who lack documentation are eligible to live in such housing.[30] These eligibility restrictions limit the number of Napa County farmworkers who might be interested and able to benefit from Section

[30] U.S. Government Accountability Office. March 30, 2011. Rural Housing Service: Opportunities Exist to Strengthen Farm Labor Housing Program Management and Oversight. GAO Report No.GAO-11-329. Available at: http://www.gao.gov/assets/320/317162.html

514/Section 516 affordable housing. Nonetheless, if a future Section 514/516 affordable housing project were built with units that could accommodate large farmworker families, there would likely be enough demand from Napa County farmworkers able to comply with the legal requirements to fully occupy the project.

Key Recommendation from the Farmworker Housing Needs Assessment

The key recommendation from the Farmworker Housing Needs Assessment was that while it is important for the County and grape growers to continue their efforts to maintain and support the County's existing farmworker centers for unaccompanied migrant workers, the County and local stakeholders should place increased emphasis on development of affordable family housing for farmworkers. This is due to changing agricultural practices and resulting labor patterns as well as the effects of immigration policies, which has caused an increase in farmworkers who reside or wish to reside in Napa County on a year round basis. Further, these farmworker families seek to be a part of communities where housing provides convenient access to schools, shopping, and services, meaning that sites in or in close proximity to urbanized areas may be most desirable.

Treatment of Farmworker Housing in Zoning Ordinance

In 2002, California Health and Safety Code sections 17021.5 and 17021.6 established provisions to require that local zoning codes accommodate farmworker housing. Section 17021.5 provides that all employee housing consisting of six or less units must be regulated in the same manner as a single-family residential unit. Section 17021.6 states that for employee housing of 12 units or less (or group quarters with 36 beds or less) that "no conditional use permit, zoning variance, or other zoning clearance shall be required of this employee housing that is not required of any other agricultural activity in the same zone."[31] To achieve consistency with theses codes, Napa County amended its zoning ordinance and added a new section 18.104.295 to Title 18 of the Napa County Code as recommended in the 2004 Housing Element and adopted additional amendments to each zoning district as recommended in the 2009 housing element.[32] The zoning ordinance allows farmworker housing by right, and specifically lists such housing as permitted in the relevant zoning districts. As a consequence of this zoning change, each agriculturally-zoned parcel is permitted to include 12 farmworker units by-right, ensuring that adequate sites are designated for farmworker housing.

Families and Persons in Need of Emergency Shelter

There are three homeless shelters and a homeless day center in operation in Napa County. All facilities are located in the City of Napa because most homeless persons stay in the City and few are located in the unincorporated area. Pursuant to Government Code Section 65583(a) (4) and 2009

---

[31] California Government Health and Safety Code 17021.6 (b)

[32] Napa County Planning Commission and Board of Supervisor. "Public Notice" 2004 http://www.co.napa.ca.us/gov/departments/29000/publicnotice.mht.

Housing Element Program H-3d, the County in 2009 designated Industrial zones where homeless shelters are allowed without a use permit or other discretionary approval.

The Samaritan Family Center has been in operation since 1990, and in August 2013 there were 15 individuals on the waitlist. The South Napa Shelter, a 65 bed adult shelter that opened in 2008, had a waitlist of 25 individuals in August 2013. Next door, Hartle Court offers 12 transitional beds for homeless young adults with mental disabilities (aged 18 to 24 years) and 18 one-bedroom permanent supportive housing for homeless or at risk of becoming homeless adults with mental disabilities. The County's Affordable Housing funds contributed $900,000 to the South Napa Shelter and $1.3 million to Hartle Court. Finally, the County of Napa funds the operation of a seasonal winter shelter operated by the Napa Valley Shelter Project. This shelter has been in seasonal operation at a variety of sites in south Napa since 2002. The County provides financial and operational support to a comprehensive shelter system and currently contributes approximately $1 million per year towards this end.

The Napa County Continuum of Care "CoC," a regional planning body that coordinates housing and services for homeless families and individuals in Napa County, includes as its members several key stakeholders including homeless service providers, social service agencies, affordable housing providers, local government agencies, and private foundations. These stakeholders collaborated to write the 2005 Ten Year Plan to End Homelessness that constitutes the comprehensive homeless plan for Napa County. The Napa County Health and Human Services Agency is the Collaborative Applicant or lead agency for the CoC and, in conjunction with CoC members, submits the annual HUD CoC Application for Funds for federal homeless assistance.

The Housing Inventory Count ("HIC"), conducted on January 28, 2013, identified a total of 105 year-round emergency shelter beds, along with 55 winter-seasonal emergency shelter beds. It also documented 84 total transitional shelter beds and two permanent supportive housing beds for individuals, as summarized in Table 30. The results of a detailed comparison, reported in the 2013 CoC document estimated identified an unmet need for 18 additional emergency shelter beds, 20 transitional housing beds, and 65 permanent supportive housing beds.

Table 30: Continuum of Care Housing Inventory Count, Napa County as a Whole, January 2013

	Family Housing		Beds for	Total Beds,	Total Beds,
Facility Type	Units	Beds	**Individuals**	**Year Round**	**Seasonal**
Emergancy Shelter	11	42	63	105	55
Transitional Housing	22	65	19	84	n.a.
Permanent Supportive Housing	0	0	2	2	n.a.
Total, All Housing Types	**33**	**107**	**84**	**191**	**55**

Source: Napa City-County Continuum of Care, Point In Time Summary for CA-517, 2013; BAE, 2013.

Table 31: Point in Time Count of Sheltered and Unsheltered Persons, Napa County as a Whole, January 2013

	Sheltered (a)			
	Emergency	*Transitional*	**Unsheltered**	**Total**
Families (b)	35	42	1 (c)	78
Individuals	84	16	67	167
Total	**119**	**58**	**68**	**245**

Notes:
(a) The point-in-time count required by the HUD Continuum of Care Homeless Assistance Program does not count persons residing in permanent supportive housing as being homeless.
(b) Figures represent the number of people, residing within each shelter category, who are part of households that contain at least one child.
(c) Represents a single unaccompanied minor.

Source: Napa City-County Continuum of Care, Point In Time Summary for CA-517, 2013; BAE, 2013.

The point-in-time ("PIT") count conducted concurrently with the HIC, summarized in Table 31, identified 245 individuals in need of emergency or transitional shelter residing within Napa County, including the incorporated cities.[33] Of those, 68 individuals (27.8 percent) were unsheltered, while 119 (48.6 percent) were housed in emergency shelter facilities and 58 (23.7 percent) were quartered in transitional housing facilities. There is no data presently available documenting the increased level of demand for shelter in Napa County during particular times of the year. The only time of year when increased demand appears to be a factor is during the winter months. As the PIT was conducted in mid-winter, for planning purposes, these figures are assumed to represent the peak demand for emergency shelter throughout the year, and the need for emergency shelter is not likely to be greater than that found during the annual homeless count. Thus, the total countywide unmet need for emergency shelter is estimated at 68 beds.

Since 2010, a majority of homeless service providers and shelters collect data about every person that participates in homeless services and shelter in the Homeless Management Information System ("HMIS"), a web-based database in which a range of local agencies providing services to populations including homeless individuals are required to enter client-level data throughout the year. HMIS data indicates that only a small portion of the homeless (less than five percent) are actually from the unincorporated area, with the large majority of clients identifying themselves as being from the City of Napa.[34]

---

[33] The point-in-time count required by the HUD Continuum of Care Homeless Assistance Program does not include persons or beds in permanent supportive housing as currently being homeless. While the number of permanent supportive housing beds is provided in the HIC, the estimated need for such housing is not quantified in the PIT count.

[34] According to HMIS, in 2011-12, the Napa Continuum of Care served about 1,500[34] unduplicated individuals (adults and children in various household configurations) who are literally homeless or imminently at risk of homelessness. This data comes from a variety of partners, including but not limited to Community Action Napa Valley, the Calistoga Family Center, and the City of Napa Police Department's outreach team.

There are over 350 acres of vacant land zoned for Industrial development in the unincorporated area that could house one or more emergency shelters to accommodate unmet needs. Meanwhile, no more than two to four acres of land are likely necessary to construct sufficient facilities to accommodate the entire county's (i.e., the combined need of the cities and the unincorporated area) unmet need for emergency shelters. The majority of the Industrial land is in southern Napa County, generally along Highway 29 north of American Canyon and south of Imola Avenue. The placement of emergency shelter(s) in this area would provide access to the transportation and support services that are generally more available in American Canyon or the City of Napa as compared to more rural parts of the County.

Summary

Housing needs can vary substantially between households, based on a variety of demographic, economic, and physical factors. Under Section 65583 (a) (7) of the California Government Code, the Housing Element must assess the special housing needs of certain sub-populations, including persons with disabilities, seniors, large families, female-headed households, farmworkers, and those in need of emergency shelter. Many of these special needs populations can require non-conventional housing types that provide both shelter and supportive services to residents. Because many special needs households are on fixed or limited incomes, their ability to absorb market-rate housing costs is often limited, making the need for adaptive affordable housing options even more acute.

The relative distribution of disabled persons by age in Napa County suggests that people ages 18 to 64 who have employment disabilities may require affordable housing assistance, given their diminished capacity to work, although no data is available on incomes of households containing disabled persons. More than 51 percent of the disabled population in Napa County is age 65 or over, suggesting that these individuals may live on fixed incomes, making them more susceptible to challenges associated with housing affordability. With more than 50 percent of disabled individuals in Napa County reported to have some kind of ambulatory difficulty, many persons with disabilities require adaptive modifications within the home, creating additional housing costs. Future planning for people with developmental disabilities should also consider necessary housing accessibility modifications, proximity to services and transit, and the availability of group living opportunities. One strategy could be to encourage the provision of 'universal' or 'barrier-free' designs that can accommodate a wide range of household and disability types.

Similar to disabled individuals, the elderly population can also require modifications to doors and steps to improve accessibility. Installation of handrails and grab bars can improve safety during daily activities, such as bathing. Some elderly persons require special housing to accommodate part-time or full time attendants who provide specialized medical care. The elderly are also more likely to have

low- or fixed incomes, compared to the general population, and often spend more of their income on medical care, increasing the need for affordable housing. According to the available data, lower-income elderly households are more likely to experience excessive or severe housing cost burdens. Among lower-income households, renters are especially at-risk for high housing cost. Low maintenance apartment and condominium units can be important housing options for lower- and fixed income elderly households that are able to age in place. For those that require more intensive care options, there are five licensed skilled nursing facilities in Napa County, as well as other assisted living and licensed residential care facilities. For those who choose to remain in their homes, the County Health and Human Services Agency offers a number of programs, such as the Comprehensive Services for Older Adults and Adult Protective Services programs. Additional supportive services for senior households are provided by other state, local, and not-for-profit agencies, such as the Area Agency on Aging Napa-Solano, Napa Valley Meals on Wheels, and the local network of area senior centers.

Large family households face challenges due to the need to accommodate multiple individuals. While the data suggest that only 12 percent of households in Napa County contained five or more persons, these households face challenges in the availability and affordability of suitable accommodations. Data suggest that extremely low- and very low-income large family households experienced very high rates of over-payment during the period from 2006 to 2010 (the most recent period for which data are available). Large family households that owned their home were more likely to experience high housing costs than smaller families, which is likely due to the greater cost to obtain homes of a sufficient size to accommodate five or more people. As a result, additional financial assistance may be necessary to make homeownership a viable option for these households.

Single female-headed households with children tend to have a higher need for affordable housing compared to family households in general. While single-female headed households comprised a smaller percentage of households in the unincorporated area compared to Napa County and the Bay Area, the overall number of these households in the unincorporated area appears to be increasing. These households are more likely to have incomes below the poverty level, resulting in a significant need for affordable housing. While there are no County housing programs specifically targeted toward single-parent headed households, most affordable housing programs serve these households. To further address the unique housing needs of female-headed households, the county should attempt to include services such as child care with affordable housing. Co-housing may also assist single-female headed household with children.

The importance of agriculture to Napa County means that farmworker housing is important to the County's economy. In March 2013, BAE completed the Farmworker Housing Needs Assessment for Napa County. While in the past a large proportion of Napa County farmworkers lived outside Napa County, an increasing number of farmworkers choose to reside in the County on a permanent or semi-permanent basis. This trend not only increases the need for local, affordable farmworker housing, but introduces needs for family housing. Approximately 45 percent of resident farmworkers

in Napa County who rent their homes have cost burdens equal to greater than 30 percent of their monthly income. While the County has instituted a homebuyer assistance program, the 10 percent down payment assistance may be insufficient to make home ownership affordable at farmworker income levels. Rental assistance currently available to lower-income households cannot accommodate the current demand. In order to better meet the needs of both migrant and local resident farmworkers, the 2013 Farmworker Housing Needs Assessment suggests that the County maintain the existing inventory of farmworker center accommodations, while encouraging additional construction of permanent farmworker housing in both the unincorporated and incorporated areas.

Countywide, there remain unmet needs for shelter for persons and families in need of emergency shelter. Although the estimated portion of countywide homeless persons attributable to the unincorporated area is only a small portion of the total estimate of 68 unsheltered individuals, there is more than adequate land within the County's Industrial zone, where emergency shelters may be established as of right, to accommodate development of shelter facilities to accommodate the entire County's unmet need.

NONGOVERNMENTAL AND GOVERNMENTAL CONSTRAINTS

Constraints on the development of housing are divided into nongovernmental constraints and governmental constraints. Nongovernmental constraints include infrastructure availability, incompatible land uses, topography, limited redevelopment opportunities, land costs, construction costs, and financing costs. Governmental constraints include land use controls, building codes, on- and off-site improvement standards, fees and exactions, processing and permit procedures, regulations affecting housing for persons with disabilities, and government agencies' codes and enforcement.

Nongovernmental Constraints

Housing development in the unincorporated area, especially at the higher densities often necessary to support affordable housing, is constrained by a number of physical and economic factors. The major physical constraints include lack of water and sewer, steep slopes and otherwise rugged terrain. The private market also affects the sale price and rental cost of new housing by affecting land costs, site improvement costs, construction costs, and financing costs.

Infrastructure Availability, Water Supply and Sewer Services

The County does not provide water and sewer services and is dependent upon the cities and special districts to serve new development. However, per the 2009 Housing Element Program H-2l, the County modified the Affordable Housing guidelines to ensure that Affordable Housing Funds may be used for infrastructure improvements. The County is also prepared to provide financial assistance and waive development processing and impact fees for qualifying projects.

In the unincorporated area, the City of Napa supplies around 2,200 water connections, the City of American Canyon 160 water service connections, and the Resort Improvement Districts at Lake Berryessa (LBRID) and the Napa Berryessa Resort Improvement District (NBRID) combined supply around 485 water connections.[35] In other areas, water for residential uses comes from wells, along with some private districts and mutual water companies. Sewage disposal in the unincorporated area is mainly handled by onsite wastewater treatment systems (i.e., individual septic systems) as well as some private and public services and districts.

Per the 2009 Housing Element Program H-2l, the County modified the Affordable Housing guidelines in 2009 to allow the use of Affordable Housing Fund assistance to affordable housing developers for infrastructure improvements, and is prepared to provide financial assistance once applicable developments are proposed. The County will also work with water and sewer purveyors to seek grant funds so that infrastructure improvements can be feasibly completed on the affordable housing sites designated in the sites inventory.

---

[35] *Napa County Baseline Report: Public Facilities and Services.* 2005. (Pg. 13-2and 13-3). http://www.co.napa.ca.us/gov/ departments/29000/bdr/pdfs/Ch13_PubFacServices.pdf.

Incompatible Land Uses

Negative impacts of certain land uses can extend beyond parcel boundaries and make adjoining land unfit for residential development. For example, some properties near the airport are not feasible for residential development due to noise conflicts.

Agriculture comprises upwards of 26 percent of the land (130,700 acres) in the unincorporated area.[36] Compatibility considerations (e.g., noise, chemical exposure) may constrain the viability of building high-density residential uses adjacent to active agricultural operations. In addition, much of the land in the unincorporated area (approximately 75,000 acres in fiscal year 2013-2014, including 11,500 acres of prime farmland) is subject to Williamson Act contracts, according to Napa County GIS records.

Topography

Comprised of more than 506,000 acres, Napa County topography as a whole encompasses a full range of geologic features. The valley floor is a narrow, relatively flat corridor that spans the length of the county, ranging in width from one to three miles at various points, comprising approximately one-third of the County's land area. Consisting largely of prime agricultural land, the majority of the property is occupied by established vineyard and commercial wineries. The remaining two-thirds of the County is mountainous, rugged terrain accessed only by long, remote, winding roads. The cost of high-density development on the steep slopes out of the valley would be prohibitive due to both the lack of infrastructure availability and increased construction costs relating to the challenging terrain.

Land Costs

Land cost is a major development constraint for affordable housing development in unincorporated Napa County, as it is throughout the Bay Area and much of California. There are no examples of multifamily land sales in the unincorporated area, thus it is not possible to provide a definitive estimate of the cost for affordable housing sites. In recognition of the limited opportunities for developers to obtain sites to develop affordable housing, as part of its development agreement for the Napa Pipe property, Napa County has negotiated for the dedication of land to an affordable housing developer for 140 units of housing affordable to very low- and low-income households. The County has also funded land purchases in the cities at early stages of development to reserve the land for affordable housing purposes.

Construction Costs

For a recent affordable housing project, for which Napa County provided funding assistance, the total hard construction costs were approximately $140 per square foot, with soft costs (e.g., design, permits, etc.), and land costs and other project costs further contributing to the total development

---

[36] BAE Urban Economics Inc. March 29, 2013. *2012 Napa County Farmworker Housing Needs Assessment.* Prepared for Napa County.

cost. In the future, Calistoga Affordable Housing, Inc. plans to reduce construction costs by using a complete modular construction design for future affordable housing developments. Estimates received indicate that the construction, delivery, and installation of complete move-in ready modular unit costs between $150 to $160 per livable square foot.

Lack of Economies of Scale and High Site Improvement Costs

Residential construction since 2004 in the unincorporated area has been primarily smaller individual sites with only a few of units constructed at one time. Many individual building sites are costly to improve with access roads, wells, and sewage drain fields; no economies of scale are possible with custom home construction on unique sites. With zoning to accommodate development of up to 945 housing units, plus a 150-unit senior housing complex, the Napa Pipe project offers a rare opportunity to achieve economies of scale in residential development in the unincorporated area.

Financing

Affordable housing developers interviewed indicated that, since 2008, multifamily housing development has become more constrained by the increasing reductions in short and long term financing from the federal and state governments. The availability of private financing remains constrained, with more onerous loan terms than before the recession. Also, projects located in rural locations without a full complement of services and without public transportation, often face additional difficulties when seeking state and federal tax credit programs, such as the Low Income Housing Tax Credit, due to competitive scoring criteria.

Overall Housing Production Costs

For the affordable housing project previously mentioned, to which Napa County provided funding, the total development cost was approximately $275 per square foot. Based on the factors discussed above, and including land costs when applicable, hard costs, soft costs, and developer profit, it is estimated that the total cost to build multifamily affordable housing in the County ranges from $277,000 to $387,000 per unit. These costs are comparable to those found in recent studies of affordable housing costs. However, without substantial subsidy, these units will not be affordable to lower income households.

Governmental Constraints

Local government has some direct influence on housing production cost including land use controls, building codes, on- and off-site improvement standards, fees and exactions, processing and permit procedures regulations affecting housing for persons with disabilities, and code enforcement. The most significant direct cost affected by local agencies is fees. Lot improvement costs are also indirectly affected by local standards for streets and other site improvements. Allowable residential densities also indirectly affect housing costs, as they affect the quantity of land that must be purchased to build each unit of housing. These examples represent constraints to housing production that local government can influence by policies and regulations. Other examples include land use and development controls, building codes and their enforcement, and local processing and permit procedures. Each of these issues is discussed below.

Land-Use Controls

Consistent with state laws encouraging development in urban areas and discouraging development of agricultural lands for urban uses (e.g., Government Code section 65589.5(c)), there are few urbanized areas outside of the incorporated cities/towns in Napa County.

Napa County General Plan

The 2008 Napa County General Plan categorizes all land as either "Urbanized or Non-Agricultural" or "Open Space." Lands categorized as Open Space are subcategorized as Agricultural Resource (AR), or Agriculture, Watershed, and Open Space (AWOS). The General Plan calls for the preservation of existing agricultural land uses and the concentration of urban uses in incorporated cities and designated urbanized areas in the unincorporated area. According to the Napa County Farmworker Housing Needs Assessment, the County had approximately 130,700 acres of active agricultural land, approximately half of which is located in what is traditionally termed "Napa Valley" (west of Silverado Trail, north of Highway 12). Napa County's General Plan includes a majority of the County in the AR and AWOS land use designations.

Measure L, approved by the voters in 2002, amended the Napa County General Plan's AR and AWOS land use designations to encourage the development of farmworker centers in the unincorporated area. The measure removed one constraint to this form of housing by allowing parcels with General Plan land use designations of AR or AWOS to be subdivided to a minimum of two acres, contingent on the use of these parcels for the provision of farmworker centers owned and/or operated by a government agency.

The County General Plan policies and designations also include provisions in accordance with Measure J, adopted by the voters in 1990. The Measure was designed to protect agricultural land through 2020 in keeping with State goals and policies. Measure P reaffirmed and readopted the AR and AWOS designations and development standards (including minimum parcel sizes), so agricultural land cannot be redesignated for multifamily housing without voter approval. In November 2008, Measure P was approved by 62.3 percent of voters, thereby extending the Measure J provisions through the year 2058. However, in compliance with State law, farmworker housing complexes with up to 12 units may be located on any parcel in the AR and AWOS zones, assuring that adequate land is zoned for farmworker housing.

Napa County Zoning Ordinance

Table 32 further describes the uses permitted as of right and through use permits in each of the County's residential zoning districts. The Planned Development (PD) designation allows residential uses subject to a use permit.and was intended to provide sufficient density and project flexibility to allow builders the economies of scale necessary for production of housing affordable to moderate and below-moderate income households. Districts zoned PD can potentially offer densities of up to 20 units per acre with a use permit. A developer may choose to utilize the Residential County (RC), Residential Single (RS), or Residential Multifamily (RM) densities.

Table 32: Napa County Residential Zoning

Zoning District	Residential Uses Permitted as of Right (b)	Residential Uses permitted with Use Permits and Minor Use Permits
AP (Agricultural Preserve)	One single-family dwelling, small residential care facilities, one guest cottage.	Farmworker housing and seasonal farm labor camps. (b)
AW (Agricultural Watershed)	One single-family dwelling, a second unit (attached or detached), small residential care facilities, one guest cottage.	Farmworker housing and seasonal farm labor camps. (b)
CL (Commercial Limited)	n.a.	Accessory dwelling units
CN (Commercial Neighborhood)	n.a.	Accessory dwelling units
I (Industrial)	Homeless Shelters	
GI (General Industrial)	n.a.	Homeless Shelters
MC (Marine Commercial)	n.a.	One dwelling unit for owner or caretaker, as an accessory to an approved use.
NP-MUR-W (Napa Pipe)	Homeless and emergency shelters, farmworker housing for six or fewer employees, up to 202 multifamily residential units at a minimum of 20 du/acre	Single-family attached and detached units, multifamily residential units (including cohousing or dormitory housing); up to 700 (945 with bonus density) upon approval of a development plan.
NP-IBP and IBP-W (Napa Pipe)	Homeless and emergency shelters.	
PD (Planned Development)	n.a.	Mobile home parks, and all other residential uses permitted in the RC (residential country), RS (residential single) and RM (residential multiple) districts.
RS (Residential Single)	One single-family dwelling, a second unit (attached or detached), small residential care facilities.	Medium or large residential care facilities.
RD (Residential Double)	One single-family dwelling, one additional dwelling unit within a single-family dwelling, small residential care facilities.	Medium residential care facilities.
RM (Residential Multiple) (a)	One single-family dwelling, small residential care facilities.	Multiple-family dwelling units, medium or large residential care facilities.
RC (Residential Country)	One single-family dwelling, a second unit (attached or detached), small residential care facilities, one guest cottage.	n.a.
Combination District		
AHC (Affordable Housing Combina	Subject to the requirements of the underlying district; not to include agriculture, watershed and open space, or agricultural	Subject to the requirements of the underlying district; not to include agriculture, watershed and open space, or

Notes:
(a) Although the RM district exists in the Napa County Zoning Code, no parcels in the County are currently zoned RM.
(b) In addition, farmworker housing of limited size is permitted as of right in residential and agricultural zones as required by Health and Safety Code sections 17021.5 and 17021.6.

Sources: Napa County Zoning Code, 2014; BAE, 2014.

The Napa County Zoning Ordinance sets out minimum and maximum site requirements for development. Table 33 outlines these guidelines within the various zoning districts. Of note are the minimum lot areas of the residential zoning districts. The RS and RM districts require only 8,000 square feet of lot area, less than one-quarter acre, while the RC district requires at least ten acres. Unlike other districts, the residential zones require a minimum lot width of 60 feet. The maximum building height for residential zones is based on a standard value for all development types of 35 feet. Maximum allowed building coverage is usually around 40 or 50 percent of the total lot area.

Table 33: Site Regulations by Zoning District

Single Zoning District	Minimum Lot Acres	Minimum Lot Sq. Ft.	Minimum Lot Width (Feet)	Minimum Yard (Feet) Front	Minimum Yard (Feet) Side	Minimum Yard (Feet) Rear	Maximum Main Bldg. Coverage	Maximum Bldg. Height (Feet)	Maximum Density
AP	40	--	--	20	20	20	--	35	
AW	160	--	--	20	20	20	--	35	
AV	--	--	--	--	--	--	--	--	
CL	1	-- (a)	--	--	--	--	--	35	
CN	1	--	--	--	--	--	--	35	
MC	-varies-		75	20	20	20	40%	35	
I	--	20,000	100	20	20	20	35%	35	
GI	-varies-		100	-varies-			35-50% (e)	35	
IP	-varies-		125	-varies-		10	35-50% (f)	35	
NP-MUR-W	2.7		(g)		(g)		(g)	55	20 DU/Acre
NP-IBP-W	(g)		(g)		(g)		(g)	48	
PD	--	--	--	--	--	--	--	35	
PL	10	-- (b)	--	-varies-	20	20	--	35	
RS	--	8,000	60	20	6	20 (d)	50%	35	
RM	--	8,000 (c)	60	20	6	20 (d)	40%	35	20 DU/Acre
RC	10	--	60	20	20	20	--	35	
TP	160	--	--	--	--	--	--	35	
Combination District									
AH - Single-Family	--	3,500	--	20	6	20 (d)	50%	35	
AH - Multifamily	0.9	--	--	20	6	20 (d)	40%	35	

Notes:
(a) 1/2 acre (21,780 square feet) if public water and sewer are available, one acre (43,560 square feet) in all other cases.
(b) In areas with general plan designations Agricultural Resource (AR), or Agriculture, Watershed and Open Space (AWOS).
(c) Plus 2,000 square feet per unit.
(d) Three feet shall be added to each side yard for each story above the first story of any building. Minimum yard on the street side of a corner lot shall be 10 feet.
(e) Up to 50 percent for certain uses.
(f) Maximum combined building site coverage.
(g) To be specified in approved development plan.

Sources: Napa County, 2014; BAE, 2014.

Where land is designated for residential use in the unincorporated area, the County zoning ordinance contains several provisions that remove land use constraints. The principal urban residential zoning designations are RS, RD, RC, and PD. The PD land use designation, designed to provide economies of scale, allows both single- and multifamily housing, limited commercial use and recreational uses, and mobile home parks.

In January, 2010, the County adopted a density bonus ordinance to provide a bonus for projects of five or more units where affordable units are constructed. Pursuant to State law, a density bonus is granted for residential projects of five or more units where affordable units (i.e., target units) are constructed. Projects containing target units affordable to very low-income households are granted a bonus ranging from 20 percent (for providing five percent very low-income units) to 35 percent (for providing 11 percent very low-income units). Projects containing target units affordable to low-income households are granted a bonus ranging from 20 percent (for providing 10 percent low income units) to 35 percent (for providing 20 percent low-income units). Projects containing for-sale moderate-income units in a common interest development are granted a bonus ranging from five percent (for providing 10 percent of moderate-income units) to 35 percent (for providing 40 percent moderate-income units). This is consistent with the state density bonus laws.

AHCD Zone. In the last decade, the County implemented an Affordable Housing Combination District (AHCD) on parcels identified as appropriate for multifamily housing. This combination district is intended to encourage the production of affordable housing in the areas of Moskowite Corner, Spanish Flat, and Angwin. The following analysis explains the combination district and its application to the qualifying sites.

The AHCD allows the construction of a variety of affordable housing types on parcels specifically identified as opportunity sites. The AHCD allows development of specified densities through an administrative by-right approval process (no use permit requirement) so long as the project complies with design criteria and development standards outlined in the AHCD. Environmental review has been completed and mitigation measures incorporated into the zone's development standards. The maximum and minimum densities for the development of affordable housing are listed below.

- Moskowite - The density allowed with by right approval is four units per acre, with up to 10 units per acre allowed with a use permit.

- Spanish Flat - The density allowed with by-right approval is four units per acre, with up to 25 units per acre allowed with a use permit.

- Angwin – The density allowed with by right approval is 12 units per acre, with up to 25 units per acre allowed with a use permit.[37]

The AHCD also establishes minimum development allocations based on affordability categories of moderate-, low- and very low-income. The required development allocations would vary for each of the four areas as follows:

- Angwin: The allocation differs for the two Angwin Parcels, A and B. With respect to Parcel A, at least 10 percent shall be affordable to very low-income households, 30 percent affordable to low income households, and an additional 25 percent to 30 percent affordable to moderate income households. With respect to Parcel B, at least 50 percent shall be affordable to low-and very low-income households.

- Moskowite Corner: At least 25 percent shall be affordable to low and very low-income households and 25 percent affordable to moderate-income households.

- Spanish Flat: At least 25 percent shall be affordable to low-and very low-income households and 25 percent affordable to moderate income households.

[37] Napa County Zoning Code. Chapter 18.82. *AH Affordable Housing Combination District*.

Under the AHCD, development standards for affordable housing mirror development standards for other development types. Therefore, affordable housing development is not subject to more restrictive development standards. For example, minimum site area, setbacks, and height limits for affordable housing development are similar to those for non-affordable housing projects.

Napa Pipe Zoning Districts. On June 4, 2013, the Napa County Board of Supervisors approved the creation of four new principal zoning districts specific to the Napa Pipe development project site. These include the:

- Napa Pipe Zoning District (NP)
- Napa Pipe – Mixed Use Residential Waterfront (NP-MUR-W)
- Napa Pipe – Industrial/Business Park Waterfront (NP-IBP-W)
- Napa Pipe – Industrial/Business Park (NP-IBP)

The new zoning districts permit construction of housing at densities of 20 dwelling units per acre, with a maximum of 700 total units, with a possible density bonus allowing up to 945 units. The NP-MUR-W district permits up to 202 multifamily dwelling units by right at a minimum density of 20 units per acre. Upon approval of a development plan, additional attached and detached single-family units may be constructed, provided that at least 304 of those units are constructed at densities of 20 units per acre. The district also permits family day care homes and residential care facilities. Homeless or emergency shelters are permitted without a use permit in all NP zoning districts.

Second units. Second dwelling units are permitted in the RS, RC, and AW districts. Second units are also allowable with a use permit in the CI and CN districts. Such units can be up to 1,200 square feet in size, which is greater than the 640 square foot minimum size specified in State Law. Thus, local policy facilitates and encourages production of this type of housing by allowing a greater range of options for units sized to meet various housing needs.

Manufactured housing. Manufactured housing is permitted in residentially zoned areas subject to the same site requirements as any other residential building constructed on a residential lot.

Growth Management System

County voters in 1980 approved, and the Board of Supervisors in November 2000 renewed the Slow Growth Initiative, Measure A. This initiative requires the County Board of Supervisors to adopt a Growth Management System. As described in the General Plan, the Growth Management System sets a one percent annual residential growth limitation, which is translated based on 2010 Census, to a maximum of 105 new housing units per year. This system creates an incentive for the development of affordable housing by reserving 15 percent of the annual residential building permit allocation for affordable housing, called Category 4 permits. Unlike permit allocations for market-rate units, unused annual allocations for Category 4 permits affordable can accumulate and carry over indefinitely for use in future years. Unused Category 1, 2, and 3 allocations can be carried over for up to three years, allowing projects to exceed the previous one-year ceiling. As of the beginning

of 2014, the Growth Management System had accumulated 630 unused permits for affordable housing units.

Currently, affordable units are those units made available to households earning at or below the average household income in Napa County. The Growth Management System defines the term "average" to formally mean "median"; thus, the implementation of the Growth Management System targets affordable units to households earning no more than 120 percent of the median household income for the County, or below $103,300 for a four-person household in 2013.

As structured at present, the Growth Management System will not constrain the County's ability to accommodate its allocated share of the regional housing need. As mentioned previously, permits for 630 affordable housing units are immediately available under the Growth Management System's permit allocation regulations. In addition, County staff project that in 2014, a total of 335 market rate housing units could be issued, including unused carryover permits from prior years as well as the new permits available for the current year. Moving forward, the GMS will provide 89 additional market rate housing unit permits each year and 16 additional permits for affordable units. With a total RHNA of 180 units, which must be accommodated over an eight-year period, the Growth Management System can allow housing development well in excess of the RHNA. Measure A provides additional flexibility due to the fact that it does not apply to development of second units. Table 34 summarizes the annual permit allocations and housing permits issued, and accumulated available permits under the Growth Management System for the 2004 to 2014 time period.

Table 34: New Dwelling Units Permitted in Unincorporated Napa County 2004-2013

	Annual Growth Rate Allocation	Building Permits Issued	Allocation Minus Issued Permits= Unused Permits	"carry-over" of unused permits for the last 3 yrs.	"carry-over" of unused permits cumulatively	Expired Cat 1/2/3 Permits which "carry-over" to Cat 4	Total Allocation for Jan. 1st of year	Notes
2004								*First Year 3 yr. Carry-over started*
Cat 1/2/3	97	46	51	0	-	-	-	
Cat4	17	0	17	-	0	0	-	
2005								*3 yr. Carry over includes 2004*
Cat 1/2/3	97	77	20	51	-	-	**148**	
Cat4	17	0	17	-	17	0	**34**	
2006								
Cat 1/2/3	97	59	38	71	-	-	**168**	*3 yr. Carry over includes 2004 & 2005*
Cat4	17	0	17	-	34	0	**51**	
2007								
Cat 1/2/3	97	53	44	109	-	-	**206**	*3 yr. Carry over includes 2004-2006*
Cat4	17	0	17	-	51	0	**68**	
2008								
Cat 1/2/3	97	46	51	102	-	-	**199**	
Cat4	17	0	17	-	85	0	**102**	
2009								*First Year expired Cat. 1/2/3 units get automatically converted to Cat. 4 (i.e.: 2005). & GMS # went from 114 to 115*
Cat 1/2/3	97	19	78	133	-	-	**230**	
Cat4	18	0	18	-	136	20	**154**	
2010								
Cat 1/2/3	97	16	81	173	-	-	**270**	
Cat4	18	0	18	-	174	38	**212**	
2011								
Cat 1/2/3	97	15	82	210	-	-	**307**	
Cat4	18	0	18	-	230	44	**286**	
2012								
Cat 1/2/3	97	11	86	241	-	-	**338**	
Cat4	18	0	97	-	292	51	**354**	
2013								
Cat 1/2/3	97	19	78	249	-	-	**346**	
Cat4	18	0	18	-	440	78	**509**	
2014								*GMS Allocation # declined from 115 to 105*
Cat 1/2/3	89	0	89	246	-	-	**335**	
Cat4	16	0	16	-	536	81	**630**	

Notes:

2004-2008 * As defined in Resolution 04-180

2009-present: As defined in the Housing Element of the Napa County General Plan, 2009

Source: Napa County Building Permits, PBES, 2014.

Inclusionary Housing Program

In 2009, Napa County amended its Affordable Housing Ordinance, based on a nexus study and economic feasibility analysis, to require that 20 percent of for-sale detached units and 17 percent of attached units in new housing projects of five units or more be set aside as affordable housing units. In the case of ownership projects, the inclusionary units are required to be affordable to households earning up to 120 percent of median income. In the case of rental projects, a rental housing impact fee must be paid. To help defray the cost of providing affordable units, the Affordable Housing Ordinance specifies that the County may waive application fees for all inclusionary units that are constructed and, in addition, the developer is eligible for a density bonus and other incentives provided by State density bonus law. Projects of four or fewer units must either provide a unit or pay an affordable housing impact fee. The fee is graduated based on house size, with for-sale units paying $9.00 per square foot for units between 1,200 and 2,000 square feet, $10.75 per square foot for units between 2,001 and 3,000 square feet, and $12.25 per square foot for units larger than 3,000 square feet. Units less than 1,200 square feet are exempt from paying the fee. Units in rental projects are charged a fee of $5.50 per square foot.

As part of the 2009 Affordable Housing Ordinance update, Napa County commissioned a report titled Napa County Affordable Housing Ordinance Revisions Update and Economic Analysis: Residential Component (Keyser Marston Associates, 2009), which determined that the impact fees that are economically justifiable as a result of the demand for affordable housing created by new market rate units was at least $20.00 per square foot; thus, Napa County has chosen to burden market rate housing units substantially less than would be legally defensible. In addition, the study determined that "The strength of the local residential market (under normal market conditions) can readily sustain these fee levels without deterring construction and significantly altering development decisions."

Building Codes

The County enforces the California Building Standards Code, as adopted by the California Building Standards Commission on behalf of every jurisdiction in the State. The most recent update is the 2013 Triennial Edition was published on July 1, 2013 and became effective January 1, 2014. The County adopted the 2013 California Building Standards Code with no additional local amendments.[38] The Building Standards Code is standardized and enforced by most communities without local changes in order to ensure that new construction is safe and sound. Adoption of a standardized building code facilitates housing production because it allows builders familiar with codes in other areas to easily work in Napa County, thus improving the local availability of qualified housing contractors. This should allow the local housing production capacity to more easily respond to increases in demand for construction services.

[38] Napa County Code Title 15 Building and Construction. 15.12.020 Modifications.

Other than inspections of new construction, the County building code enforcement efforts are in response to complaints of unsafe building conditions and the County seeks compliance with minimum health and safety standards. Please see the Housing Conditions section for analysis of housing code violations within the past decade.

On- and Off-site Improvement Standards

The zoning district regulations set forth the basic site improvement requirements. The PD regulations are flexible and can be modified to achieve lower cost housing developments. The other regulations are standard requirements. The County's standards strike a reasonable balance between adequate protection for health and safety while avoiding excessive requirements. The County also allows for flexibility in meeting standards.

Parking Requirements. The 2004 Housing Element identified the County's Off-Street Parking Code (Section 18.110) as a potential constraint due to a lack of specified parking standards that could create uncertainty for project sponsors. The current Off-Street Parking Code (Section 18.110) was updated before the 2009 Housing Element, in accordance with the recommendation, to include established parking requirements for multifamily housing consistent with other jurisdictions in California, with the provision that the Planning Commission retains the ability to reduce parking requirements on a case-by-case basis if it finds that reduced parking would adequately meet a project's needs. The standard or "default" parking requirement for multifamily housing projects is two spaces per unit, plus one guest space for every two units.

The newly adopted zoning for the Napa Pipe site (Section 18.66) further reduces off-street parking requirements based on unit size. For all residential uses in the NP districts, studios require only 1.25 spaces per unit, one bedroom units require 1.5 spaces per unit, and units of 2-bedrooms and up require the standard two spaces per unit. The requirement for senior housing is reduced to one space per unit, including employee parking. The guest parking requirement is reduced to one space for every four units. These changes in code, in conjunction with the fact that Napa County is a rural area with ample space available for parking, indicates that the parking requirements for multifamily housing do not pose an undue constraint on housing development. Furthermore, for qualifying affordable housing developments, the County complies with State density bonus law, which allows projects that qualify for a density bonus to have reduced parking requirements. Given the flexibility in the parking requirements and the low cost of providing parking in Napa County, the parking standards will not significantly impact the cost of housing production.

Pedestrian, Bicycle, and/or Bus Facilities. Napa County road and street standards call for provision of concrete sidewalks on both sides of all roads in high density developments. In low density developments, an improved walkway is required on both sides of urban arterial and collector roads. Where development is located on an existing bus route, the Napa county Transportation Planning Agency recommends bus facilities. The County Engineer may require additional pedestrian or bicycle facilities if in his/her opinion there is a potential for concentrated pedestrian and/or bicycle traffic.

Roads. Roads are required to be paved, with the exception of agricultural special purpose roads and residential driveways. The minimum structural section required is 2 inches of hot mix asphalt over 5 inches of Class 2 aggregate base. The minimum standard right of way for a public street is 40 feet and increases for roads intended to carry higher levels of traffic.

Drainage Facilities. Culverts must be designed to handle a 100-year runoff with a head not higher than the nearest edge of the traveled way.

Curbs and Gutters. Curbs and gutters must be designed to carry a 100-year runoff without over topping the curb or the back of sidewalk.

Best Management Practices. In compliance with Section 402(p) of the Federal Clean Water Act (CWA), the State Water Resources Control Board (SWRCB) requires all municipalities subject to storm water permitting requirements to develop and implement a program requiring the use of post-construction runoff management best management practices (BMPs). Effective as of July 2008, the Napa County Post-Construction Management BMP program applies to all discretionary and ministerial projects that submit applications for use permits, building permits, or grading permits.

Overall, the County's land use regulations and development standards are reasonable and necessary to ensure that new housing development does not have an adverse effect on the environment or on other development. The development standards are tailored to the type of development and the locations and zoning districts in which they apply. The standards and regulations allow housing to be constructed to meet the County's share of the regional housing need. More typically, the most serious constraint is caused by lack of federal and state funds to expand infrastructure capacity. Program H-2l, implemented in 2009, allows the County's Affordable Housing Fund to be used for this purpose.

Fees and Exactions

Building permit fees are based upon the Uniform Building Code and are set at levels designed to offset the County's cost to complete plan checks and monitor building construction activities. Local development impact fees are set at levels designed to offset the cost of infrastructure and public facilities that are necessary to serve new development. According to data collected by County staff, the cost for County fees collected for construction of a 1,700 square foot single-family home is approximately $21,250. The County does not charge the same range of fees as cities commonly charge. For example, the County does not charge impact fees, such as park fees, or public facilities fees. Roadway impact fees are only charged in the airport area, where residential development does not occur. Affordable housing impact fees are only charged for market rate developments. The County waives certain permit and application fees for affordable housing projects, including required inclusionary units in for-sale residential projects.

Processing and Permit Procedures

The Zoning Code sets forth the types of uses allowed in each of the zoning districts in the unincorporated area. Some uses are allowed without a use permit (i.e., "by right"), while other uses require a conditional use permit (CUP), all dependent upon the zoning district and the type of use. Table 32 outlines the site regulations in each zoning district. As demonstrated in the table, single-family residential uses are allowed by right in most zoning districts in the unincorporated area through a ministerial, non-discretionary process. In the Angwin, Moskowite Corner, and Spanish Flat areas, the Affordable Housing Combination District allows single-family and multifamily housing by right and subject only to specified development standards, up to specified densities. In addition, to implement Housing Element Program H-4e, the County updated the zoning code to allow construction of up to 202 multifamily residential units by right on the Napa Pipe property, and up to 304 total multifamily units at a minimum density of 20 units per acre. Sites designated for by-right housing include all sites designated as suitable for lower income housing (the AHCD sites plus 202 units permitted by right at Napa Pipe), plus all moderate and above moderate income housing permitted on the AHCD sites and other buildable sites.

In general, development proposals are brought to the Planning, Building and Environmental Services Department for informal discussions prior to submittal or detailed design. This is not required, though it is encouraged, and staff provides this consultation for no cost at this stage of the project. Once plans are solidified and more complete, a formal pre-application meeting is required prior to submittal. Such meetings are scheduled every Thursday afternoon and are generally available for scheduling with only a few days' notice. Following the pre-application meeting, the application may be filed that day if it is sufficiently complete. For housing permitted by right, once all specified requirements have been met, the applicant may apply for a building permit without any other discretionary review.

In 2012, the County consolidated the various permitting divisions into one Planning, Building, and Environmental Services Department. As a result, instead of applications being routed to five separate departments and each providing comments and conditions within 30 days of submittal, new administrative policy requires that all first plan check comments be provided within 28 days, and re-submittals are handled as quickly as possible (with a performance target of 14 days). Because of the departmental consolidation and streamlining, the County has been able to reduce plan set submittal requirements from ten sets of plans to only three sets of plans. Other changes include a substantial expansion of staff resources available for the "same day" permitting process, which is available for smaller projects such as a shed construction, kitchen remodel, or minor tenant improvement.

If a project requires a CUP, the process remains much the same as described above, except that CUPs are approved by the Planning Commission (unless appealed to the Board of Supervisors). Considering the AHCD units that can be built by right (subject to the applicable AHCD standard), the additional Napa Pipe units that can be built by right (at densities which are suitable for lower income housing development), plus the ability to construct moderate and above-moderate income housing

units on available sites by right, Napa County can accommodate its entire RHNA allocation through housing development that can occur without CUPs, as follows:

Napa Pipe By Right Units:	202 units at 20 dwelling units per acre
Angwin By Right Units:	191 units at 12 dwelling units per acre
Moskowite Corner By Right Units:	100 units at 4 dwelling units per acre
Spanish Flat By Right Units:	99 units at 4 dwelling units per acre

In addition to these identified housing sites, additional single-family detached units, second units, and farm labor dwelling units can be developed by right on numerous parcels throughout the unincorporated area.

Should developers choose to propose to develop one of the AHCD sites at a higher density that requires a CUP, the process is such that the CUP application will not act as an undue governmental constraint. This is because environmental review has already been completed for the maximum number of units that may be developed under the AHCD provisions on one of the AHCD sites

Once an application for a CUP is made, the Planning, Building and Environmental Services Department will conduct CEQA review, provide public notice and schedule a public hearing before the Planning Commission. During this time, the CUP application would be processed and the Planning Commission would act on both the CEQA review and the CUP request at the same hearing(s). An appeal of a Planning Commission decision on either environmental issues or CUP approval could add up to 3 months to the process, but it could be less.

Typical findings for a CUP include the following: the project is consistent with the General Plan, the use is compatible with surrounding uses, the use does not have a significant adverse effect on any applicable groundwater basin, and addresses basic public health and safety, and general welfare concerns, and meets all zoning requirements for the district, which include height, setbacks, site coverage and parking standards. In addition, the County has an ongoing policy to expedite permit processing for projects that provide affordable housing for very low-, low-, or moderate-income households. Additionally, If the project conforms to all objective standards, the Housing Accountability Act (Government Code § 65589.5) requires the County to approve the project except under unusual conditions.

Constraints to Housing for Persons with Disabilities

The Napa County Reasonable Accommodations Ordinance works to remove accessibility constraints to housing for physically disabled persons in the unincorporated area. Government Code Section 65583(a)(4) requires local jurisdictions to first analyze potential governmental constraints to the development, improvement, and maintenance of housing for persons with disabilities. The housing element must also include 1) a program to remove constraints and to 2) provide reasonable accommodations for “housing designed for occupancy by, or with supportive services for, persons

with disabilities." A jurisdiction can fulfill the second provision by adopting a reasonable accommodation ordinance.

In 2005, the Napa County Board of Supervisors adopted a Reasonable Accommodation Ordinance.[39] The Ordinance applies to anyone considered disabled under the Federal Fair Housing Act and California Fair Employment and Housing Acts.[40] The Ordinance is generally written to allow any person to request an accommodation, change or waiver of any zoning or building standard, policy, or regulation that affects the disabled person as outlined in section 18.134.030 of the Napa County Code. Under the Ordinance, a disabled person or an agent acting on his or her behalf may request an accommodation by explaining how a change in a specified governmental regulation will make the property accessible to the disabled person.[41] "A request for reasonable accommodation may include a modification or exception to the rules, standards and practices for the siting, development and use of housing or housing-related facilities that would eliminate regulatory barriers and provide a person with a disability with equal opportunity to housing of their choice."[42]

The Planning Director typically determines whether or not the requested reasonable accommodation should be granted and must make that determination within 45 days of submittal of a request. If the applicant requests the reasonable accommodation be determined concurrently with another discretionary approval, then the body making the decision concerning the discretionary approval will also determine whether the request for reasonable accommodation should be granted. The written decision to grant, grant with modifications or deny a request for reasonable accommodations must be consistent with state and federal fair housing law and must be based on the following: (1) whether the housing will be used by an individual or a group of individuals considered disabled, and that the accommodation requested is necessary to make specific housing available to the individual or group of individuals with a disability; (2) whether alternate reasonable accommodations are available that would provide an equal level of benefit, or whether alternate accommodations would be suitable based on circumstances of the particular case; (3) whether the requested accommodation would impose an undue financial or administrative burden on the County; (4) whether the requested accommodation would be consistent with the general plan land use designation of the property and the general purpose and intent in the applicable zoning district; (5) whether the accommodation substantially affects the physical attributes of the property. These findings are consistent with fair housing law. In addition to the allowances for requesting a

---

[39] Napa County Office of Conservation, Development, and Planning. "Reasonable Accommodation Ordinance, P04-0501-ORD." December 15, 2004.

[40] Napa County Zoning Code Chapter 18.134.020

[41] A person with a disability is defined as "a person who has a physical or mental impairment that limits or substantially limits one or more major life activities anyone who is regarded as having such impairment; or anyone who has a record of such impairment. This section is intended to apply to those persons who are designed as disabled under the Acts." Napa County Code Title 18 Zoning. Section 18.134.020 Applicability.

[42] Napa County Zoning Code Chapter 18.134.020

reasonable accommodation under the zoning code, the County has a special provision for accessibility retrofits whereby minor expansions, not otherwise permitted, are allowed in order to comply with the Americans with Disabilities Act.

Other Zoning, Land Use, and Processing Procedures Affecting the Disabled

Housing for disabled persons is not subject to any requirements not applicable to other similar residential developments. Under the Reasonable Accommodations Ordinance, concessions to the residential parking requirements could be granted to a disabled person. Parking requirements for uses not listed in the zoning ordinance are at the discretion of the planning commission or zoning administrator. These provisions, along with the Reasonable Accommodations Ordinance, allow the County flexibility in structuring parking requirements for housing to serve disabled persons.

Small residential care facilities (housing six or fewer persons) are permitted by right in the residential and agricultural zones and in the Napa Pipe mixed-use residential zoning district. Medium residential care facilities (housing between seven and 12 persons) and large residential care facilities (housing 13 or more persons) are allowed with a CUP in the residential and agricultural zones.

There are no spacing requirements for small residential care facilities. In December 2009, Napa County implemented Program H-3j of the 2009 Housing Element, which removed the spacing requirement for medium and large residential care facilities and increased the allowable distance from a large residential care facility to a hospital from ½ mile to 5 miles. The provision ensures that large facilities serving the disabled are not located in remote rural areas without access to appropriate medical care. Medium and large residential care facilities are treated more favorably than other comparably-sized facilities of a similar nature, such as boarding houses, bed and breakfast inns, and other types of lodging establishments, none of which are allowed in the residential and agricultural zones.

The zoning code does not distinguish between families and groups of unrelated adults living in the same facility, does not impose any occupancy standards in addition to those imposed by the state law, and does not distinguish on the basis of household income, familial status, or disability (except to allow disabled persons to request a reasonable accommodation).

Approvals for retrofitting homes for the disabled do not follow a unique local process, but rather are governed by the same rules as other comparable improvements unless a disabled person requests a reasonable accommodation. For example the addition of a ramp is normally treated the same as other miscellaneous yard improvements unless a reasonable accommodation is requested.[43]

---

[43] Napa County Code Title 18 Zoning. 18.104.280 Miscellaneous improvements in yards.

In relation to residential care facilities that provide services on-site, the zoning code allows for 24-hour non-medical service, and treats residential care facilities providing non-medical services on site the same as all other residential care facilities.

Finally, the County's Reasonable Accommodations Ordinance applies to the enforcement of building codes and the issuance of building permits.[44]

Summary

The County's review of regulations and procedures has shown that there are no apparent undue constraints to housing for the disabled. The County's existing Reasonable Accommodation Ordinance provides a mechanism for the County to grant an eligible, affected individual equal access to housing if a reasonable accommodation is needed from County regulations and procedures.

Constraints of Other Governmental Agencies

State and local LAFCo policies discourage the expansion of urban areas into agricultural and open space lands and encourage development within existing urban areas. LAFCo policies also favor infill development over development in undeveloped areas. LAFCo policies discourage development in the unincorporated areas adjacent to cities and discourage the extension of urban facilities and services into agricultural and open space lands. In addition, LAFCo policies discourage the formation of special districts with limited powers, and instead favor comprehensive service provision. The latter is relevant to developing housing at urban densities in the unincorporated areas because unless the cities agree to extend community water and sewer services to new development in the unincorporated areas, it will be necessary to form new water and/or sewer districts in order to provide these services to new urban development in the unincorporated area, contrary to LAFCo policies.

Summary

This review of constraints to housing development revealed that, in most cases, restrictions or controls on housing are largely beyond the County's control (i.e., most non-governmental constraints). In terms of governmental constraints, the County has made many policy changes in the past decade that have made Napa County government regulations more conducive to the development of affordable housing, including the adoption of the Affordable Housing Combination District (AHCD) providing for by right development of affordable housing, the rezoning at Napa Pipe to allow both by right and additional housing, and the Reasonable Accommodations Ordinance, which can eliminate governmental constraints to housing for the disabled.

The land use controls including lot coverage, building height, and off-street parking requirements do not appear to unduly constrain housing development in Napa County and do not add significantly to the cost or time needed in order to build housing. In the 2009 Housing Element, the County found

[44] Napa County Code Title 18 Zoning. Section 18.134.020 Applicability.

that it could accommodate its full RHNA on AHCD sites and on the portion of the Napa Pipe project that would allow by right development of lower income housing, plus second units and other sites that would allow single-family residential development by right. Thus, given the County's significantly reduced RHNA for the 2014 to 2022 planning period and the increased development permitted on Napa Pipe, the available housing sites and available lower income sites are substantially in excess of the County's RHNA.

ZONING TO ACCOMMODATE A RANGE OF HOUSING TYPES

The Napa County zoning code permits a range of housing types to meet the diverse needs of individuals and households within the unincorporated area.

Zoning for Emergency Shelters

In 2009, the County completed amendments to the zoning ordinance to make emergency shelters a permitted use in the Industrial zoning district. As mentioned previously, there are over 350 acres of vacant land zoned for Industrial development in Napa County that could house one or more emergency shelters, which would be more than sufficient to meet the current unmet countywide demand for emergency shelter. In addition, the Napa Pipe zoning districts all allow homeless or emergency shelters by right.

Zoning for Transitional and Supportive Housing

In 2009, the County also amended the zoning ordinance to clarify that transitional or supportive housing is allowed in residential districts and is not subject to any special regulations that are not applicable to other similar residential structures.

Zoning for Mobilehomes and Factory Built Housing

Similarly, the County permits mobilehomes and factory built housing in residential zoning districts subject to the same regulations as conventionally-built housing.

Zoning for Single-Room Occupancy Units

The County made additional zoning ordinance amendments in 2009, to allow single-room occupancy (SRO) units in all zoning districts where multifamily housing is permitted.

Zoning for Farmworker Housing

In 2009, Napa County modified the zoning ordinance to clarify that the County's provisions for farmworker housing in the agricultural zoning districts were consistent with State Health and Safety Code sections 17021.5 and 17021.6, in particular, by allowing up to 12 units on all agriculturally zoned parcels.

Zoning for Multifamily Rental Housing

Multifamily rental housing, including single-room occupancy units, is permitted in the County's zoning districts that allow multifamily housing.

County PD Zoning

The County PD zoning allows a range of housing types, including single-family, multifamily, and mobilehome parks. This means that PD zoning can also accommodate transitional housing, supportive housing and single-room occupancy units.

APPENDIX A: REVIEW OF 2009 HOUSING ELEMENT PROGRAMS

Appendix A: Summary of 2009 Housing Element Programs and Effectiveness (Page 1 of 4)

Plan Program	Action Step	Source of Financing	Action Agency	Action Date (a)	Effectiveness
1. Rehabilitation					
Program H-1a: Inspect housing in response to complaints and work with property owners to achieve compliance.	Continue current program.	County budget	PBES	Ongoing	Between 2003 and 2013, Napa County received 49 complaints of housing code violations; retain, since hsg. conditions survey indicates there are still units in poor condition in the County
Program H-1b: Low-interest loan program designed to correct health and safety hazards in housing reserved for low- or very low-income households.	Modify the AH Ordinance to use up to 10 percent of new funds annually to fund program.	AH Fund, State, Federal, other funding sources	PBES, PC, BOS	Ongoing; no ordinance amendment needed	County has not had resources to market the program but with numerous actions from 2009 Housing Element complete, more internal resources will be available to promote this program in the coming planning period.
Program H-1c: Ensure homes are used as residences rather than tourist accommodations.	Prioritize the abatement of illegal vacation rentals.	County budget	PBES	Ongoing	Continue this program. Loss of year round housing continues to be a concern.
2. Affordability					
Program H-2a: Continue to promote and market sites designated with the AH overlay zoning for development.	Provide information and technical assistance for the developmetn of AH sites; issues NOFA for AH funds.	County budget	PBES, PC, BOS	2010, NOFA issued, technical assistance ongoing	County issued NOFA with priority for development of AHCD sites and marketed to affordable housing developers; will continue to give priority in next NOFA.
Program H-2b: If development in AH overlay zone does not achieve the densities or the level of affordability associated with the overlay zoning provisions, the County will work to identify new sites to accommodate the shortfall.	Monitor development of AH sites; idnetify new AH overlay zones.	County budget	PBES, PC, BOS	Ongoing	County has not had to act per this program. No longer necessary due to Napa Pipe capacity; delete.
Program H-2c: Increase the inclusionary percentage to 20 percent and allow the payment of in-lieu fees only for housing projects of four or fewer units.	Modify the AH Ordinance.	County budget	PBES, PC, BOS	2010, inclusionary program updated	Affordable Housing Ordinance amended consistent with this program; modify to continue implementing.
Program H-2d: Update the Affordable Housing Ordinance to adjust the commercial housing impact fee.	Modify the AH Ordinance.	County budget	PBES, BOS	Reviewed in 2009; currently in process	Retain; update each HE cycle
Program H-2e: The County will notify the public of available special assistance programs.	Issue notices of funding availability.	County budget	HIA	2009, NOFA issued	The County received five proposals and selected two. $4.6 million in funds were awarded
Program H-2f: Continue program of exempting secondary residential units from the GMS.	Continue current program.	County budget	PBES, PC, BOS	Ongoing	21 second units have been constructed 2009 through 2013; retain
Program H-2g: Offer County-owned land, when appropriate, for affordable hosing projects.	Complete an inventory of surplus County-owned land; issue RFPs for available sites.	County budget	PBES	2011, inventory complete	Continue to designate County-owned site in Spanish Flat for affordable housing. Identify other sites as appropriate and issue RFPs.

Note:
(a) All actions are targeted for completion/implementation by June 30, 2014.

Sources: County of Napa, BAE, 2014.

Appendix A: Summary of 2009 Housing Element Programs and Effectiveness (Page 2 of 4)

Plan Program	Action Step	Source of Financing	Action Agency	Action Date (a)	Effectiveness
Program H-2h: Require projects receiving Affordable Housing Fund assistance or any other type of County assistance, as well as those units built as part of the County's inclusionary housing requirement, to apply deed restrictions for a minimum of 40 years of affordability.	Update sample deed restrictions.	County budget	PBES, PC, BOS	2011, sample deed updated	County has required all rental projects receiving Affordable Housing Funds to be affordable for 40 years or more. Program to be amended to consider equity-sharing for ownership units.
Program H-2i: Continue to use the AH Combination Districts as a tool to provide specific and reasonable standards to stimulate affordable housing development.	Amend the Zoning Ordinance as necessary.	County budget	PBES, PC, BOS	Ongoing; no required Zoning Ordinance amendments	County has received interest in development on AH sites; retain
Program H-2j: Remove the AH Combination District from Monticello Road/Atlas Peak sites.	Amend the Zoning Ordinance and update the General Plan land use map.	County budget	PBES, PC, BOS	2009, completed	AHCD zoning removed from site; delete.
Program H-2k: 25 percent increase in units for redevelopment of existing mobilehome parks, pending certain requirements.	Work with eligible property owners/applicants.	County budget	PBES, PC, BOS	Ongoing	Retain policy; revise language to clarify how affordability of existing units will be determined.
Program H-2l: Ensure infrastructure costs are an eligible cost under the Affordable Housing Ordinance; work with water and sewer providers to pusue grant funding to assist with infrastructure improvements.	Amend the Affordable Housing Ordinance'	County budget	PBES, PC, BOS	2010, NOFA issued; no ordinance change was needed	NOFAs have specified that infrastructure costs are eligible costs under the Affordable Housing Ordinance; County should continue to work with water and sewer providers.
3. Special Needs Housing					
Program H-3a: Continue program of inspecting migrant farm labor facilities. Efforts will be made to seek compliance and not closure of such facilities.	Inspect and promote code compliance of farm labor facilities.	County budget	Department of Environmental Health'	Annually	Enforcement efforts are necessary to obtain compliance on appropriate use of permitted facilities; retain.
Program H-3b: Continue to contract with Greater Napa Fair Housing Center or another capable organization that will conduct fair housing outreach and educatio, and review and act upon housing discrimination complaints.	County contract will call for education, outreach, and assistance in resolving complaints.	County budget	Fair Housing Napa Valley, Napa County, media, Board of Realtors, and the Chamber of Commerce	Ongoing	FHNV assisted over 49 Napa unincorporated area residents. They conducted 8 workshops geared towards low-income reidents with potetial fair housing issues. HE survey respondents indicated lack of awareness of available assistance. Emphasize outreach to vulnerable populations in contracts covering new planning period.
Program H-3c: Contribute funds towards the annual operating costs of local emergency shelters and transitional housing.	Continue to contribute funds.	County budget, the Gasser Foundation, and the Progress Foundation	BOS	Ongoing	County has continued to provide funds for annual operating costs of emergency shelters and transition Continuum of Care data indicate that unsheltered homeless population has decreased since 2008; retain
Program H-3d: Allow homeless shelters as a permitted use in areas zoned "Industrial"	Amend Zoning Ordinance.	County budget	PBES, PC, BOS	2009, ordinance amended	Ordinance adopted; continue to implement

Note:
(a) All actions are targeted for completion/implementation by June 30, 2014.

Sources: County of Napa, BAE, 2014.

Appendix A: Summary of 2009 Housing Element Programs and Effectiveness (Page 3 of 4)

Plan Program	Action Step	Source of Financing	Action Agency	Action Date (a)	
Program H-3e: Amend zoning ordinance to clarify that transitional and supportive housing facilities are subject to the same restrictions as other residential dwellings.	Amend Zoning Ordinance.	County budget	PBES, PC, BOS	2009, completed	Ordinance adopted; continue to implement
Program H-3f: Require a preference for local workers, including farmworkers, in affordable housing developments assisted with Affordable Housing Fund monies.	Amend Affordable Housing Ordinance	n.a.	Housing Trust Fund Board	Ongoing	County has required farmworker preferences in all developments funded with Affordable Housing Funds; retain
Program H-3g: Facilitate public/private partnerships and, when appropriate and available, use Affordable Housing Fund monies to help prevent the loss of privately owned farmworker housing facilities.	Form partnerships and allocate funds to preserve farmworker housing.	Affordable Housing Fund	PBES, Housing Trust Fund Board	Ongoing	Continue program. FLDs continue to be an important source of housing in the unincorporated area.
Program H-3h: Monitor the unmet need for farm worker housing throughout the harvest season.	Continue current program.	County Budget	PBES	Annually	Occupancy data for FW centers provided valuable information for Farmworker Housing Needs Study; retain
Program H-3i: Clarify the Zoning Ordinance to conform to CA Health and Safetty Codes 17021.5 and 17021.6	Amend Zoning Ordinance.	County Budget	PBES, PC, BOS	2009, completed	Ordinance adopted; delete
Program H-3j: Remove spacing requirements for medium and large residential care facilities. Relax location requirements for large residential care facilities.	Amend Zoning Ordinance.	County Budget	PBES, PC, BOS	2009, completed	Ordinance adopted; delete
4. Housing Development					
Program H-4a: Establish local worker preferences in new affordable housign projects and explore the application to market rate projects.	Amend Municipal Code.	County budget	BOS	Ongoing	County has established worker proximity program to provide assistance for local workers in new market-rate projects.
Program H-4b: Continue allocating Affordable Housing Fund monies towards affordable housign developments in the cities, when available and appropriate.	Work with cities to establish a list of funding criteria.	Affordable Housing Fund	Housing Trust Fund Board	2010, NOFA released	48 units of affordable housing have been constructed in cities since 2009.
Program H-4c: Recommend appropriate changes to planning and zoning standards that minimize the conflicts between housing and agriculture as needed.	Continue to monitor for conflicts.	County budget	PBES, PC, BOS	Have done two "omnibus" code updates since 2009.	Ag/residential conflicts have been rare, but conflicts are address to the extent identified; retain

Note:
(a) All actions are targeted for completion/implementation by June 30, 2014.

Sources: County of Napa, BAE, 2014.

Appendix A: Summary of 2009 Housing Element Programs and Effectiveness (Page 4 of 4)

Plan Program	Action Step	Source of Financing	Action Agency	Action Date (a)	
Program H-4d: Amend the zoning ordinance to allow accessory residential units in commercial zones for moderate income and below households where applicable.	Amend the Zoning Ordinance.	County budget	PBES, PC, BOS	2009, ordinance amended	Ordinance adopted; continue to implement
Program H-4e: Rezone the Napa Pipe property for a minimum density of 20 du/ac. On at least 20 ac., subject to development and design standards.	Amend the Zoning Ordinance.	Development Application Fee	PBES, PC, BOS	2013, completed	Napa Pipe zoned for 700 units, 945 with a density bonus, including 304 units at 20 du/acre, with 202 allowed 'by right.' ; delete
Program H-4f: Amend the Zoning Ordinance to allow Single Room Occupancy ujits in all zones that allow multifamily housing.	Amend the Zoning Ordinance.	County budget	PBES, PC, BOS	2009, ordinance amended	Ordinance adopted; continue to implement
5. Removal of Government Constraints					
Program H-5a: Continue to provide fee waivers for non-profit affordable housing developers.	Continue current program.	n.a.	BOS	Ongoing	Retain.
Program H-5b: Expedite permit processing for long-term affordable housing projects .	Fast-track affordable housing applications.	County budget	PBES	Ongoing	Retain
Program H-5c: Exempt affordable housing projects from the 30-acre minimum parcel size requirement for PD zones.	Amend the Zoning Ordinance.	County budget	PBES, PC, BOS	2009, ordinance amended	Ordinance adopted; continue to implement
Program H-5d: The County shall implement and simplify its Growth Management System	Amend Municipal Code.	County budget	PBES, PC, BOS	2009, completed	Program is easier to administer; modify program to continue with current program
6. Energy and Water Conservation					
Program H-6a: Encourage mixed-use development, where appropriate.	Provide technical assistance to project applicants.	County budget	PBES	Ongoing	Napa Pipe is proceeding as mixed-use development; retain.
Program H-6b: Continue to provide energy conservation assistance to homeowners, architects, developers, and contractors.	Provide technical assistance to project applicants.	County budget	PBES	Ongoing	County staff have provided relatively little assistance to date; however, with increased efficiency requirements, there may be additional demand for help; retain
Program H-6c: Enforce current state-mandated standards governing the use of energy efficient construction, and update building code to incorporate green building standards.	Enforce and update building codes.	County budget	PBES	2009, building code updated	Retain

Note:
(a) All actions are targeted for completion/implementation by June 30, 2014.

Sources: County of Napa, BAE, 2014.

APPENDIX B: NAPA COUNTY SECOND UNIT SURVEY

Napa County Secondary Housing Unit Survey

Address of secondary unit (optional): _____

Year that construction was completed: _____

(note: if construction is not yet complete, please complete the rest of the survey based on your future plans)

Number of bedrooms: _____

Number of bathrooms: _____

Square feet of living area, if known: _____

Is there more than one secondary unit on the property? Yes □ No □ If Yes, # of Units _____

How is your secondary unit usually used?
Guest house for family and friends □
Free permanent living quarters for family or friends (e.g. "mother-in-law unit") □
Rental unit □
Other _____

<u>If your secondary unit is usually rented</u>, please answer the following questions:

Monthly rent amount :$_____per month

Does monthly rent include gas and electric utilities? Gas: Yes □ No □

Electric: Yes □ No □

Does monthly rent include water/sewer/garbage fees? Yes □ No □

Do you charge any additional fees to the tenants? Yes □ No □

If Yes, please describe and indicate the amount:_____$_____per month.

Average number of people who live in the rental: _____

Average length of time that the unit is leased by one tenant or group of tenants: _____

When did you begin renting out your second unit? _____

Please feel free to add additional information about your rented second unit:

May we contact you if we have additional questions about your secondary unit(s)? If so, please provide a phone number or email address where you can be reached: _____

Thank you for completing this survey!

Please mail this sheet to:
Napa County Second Unit Survey
c/o BAE Urban Economics, Inc.
803 Second Street, Suite A
Davis CA 95616

APPENDIX C: NAPA COUNTY HOUSING CONDITION SURVEY

Napa County Housing Condition Survey

Address: _____ Target Area: _____
APN_____ Map # _____ Survey ID _____
Vacant: Yes ☐ No ☐ Visible Secondary Unit: Yes ☐ No ☐
For Sale: Yes ☐ No ☐ Visible Group Quarters Housing: Yes ☐ No ☐

CONSTRUCTION TYPE:
Wood Frame ☐
Masonry ☐
Mobile ☐
Modular ☐
Other _____

STRUCTURE TYPE:
Single Family with Detached Garage ☐
Single Family with Attached Garage ☐
Duplex ☐
Multi-Family ☐ # of Units _____
Other_____

FRONTAGE IMPROVEMENTS IF APPLICABLE:

Curbs	Yes ☐	No ☐	Sidewalks	Yes ☐	No ☐
Paved Street	Yes ☐	No ☐	Driveway	Yes ☐	No ☐
Gutters	Yes ☐	No ☐			

#1 - FOUNDATION:
0 Existing foundation in good condition.
10 Repairs needed
15 Needs a partial foundation
25 No foundation or needs a complete foundation.

#2 - ROOFING:
0 Does not need repair
5 Shingles missing
5 Chimney needs repair
10 Needs re-roofing
25 Roof structure needs replacement and re-roofing.

#3 - SIDING/STUCCO:
0 Does not need repair.
1 Needs re-painting – i.e., faded, peeling or flaking
5 Needs to be patched and re-painted.
10 Siding needs replacement and painting. Check if possible asbestos siding ☐

#4 - WINDOWS:
0 No repair needed.
1 Broken window panes
5 In need of repair.
10 In need of replacement.

#5 - DOORS:
0 No repair needed.
1 Minor repair
5 Replacement needed.

STRUCTURAL SCORING CRITERIA
Sound: 9 or less
Minor: 10 - 15
Moderate: 16 – 39
Substantial: 40 - 55
Dilapidated: 56 and over

DILAPIDATED UNIT
56 A unit suffering from excessive neglect, where the building appears structurally unsound and maintenance is nonexistent, not fit for human habitation in its current condition, may be considered for demolition or at a minimum, major rehabilitation will be required.

Points based on criteria outlined above	#1 Foundation	#2 Roofing	#3 Siding/Stucco	#4 Windows	#5 Doors	TOTAL POINTS

Comments:

Surveyor_____Date_____